Lancashire Combined Fire Authority
Planning Committee

Monday, 6 February 2023 in Main Conference Room, Service Headquarters, Fulwood commencing at 10.00 am.

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

Agenda

Part 1 (open to press and public)

Chairman's Announcement – Openness of Local Government Bodies Regulations 2014
Any persons present at the meeting may photograph, film or record the proceedings, during the public part of the agenda. Any member of the press and public who objects to being photographed, filmed or recorded should let it be known to the Chairman who will then instruct that those persons are not photographed, filmed or recorded.

1. **Apologies for Absence**

2. **Disclosure of Pecuniary and Non-Pecuniary Interests**

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

3. **Minutes of Previous Meeting (Pages 1 - 14)**

4. **Annual Service Plan and Strategic Assessment of Risk (Pages 15 - 88)**

5. **Consultation Strategy - Annual Review (Pages 89 - 96)**

6. **Blue Light Collaboration Board Update (Pages 97 - 100)**

7. **His Majesty's Inspectorate of Constabulary and Fire and Rescue Services - Update (Pages 101 - 106)**

8. **Automatic Fire Alarm Attendance Policy - Nine Month Review and Forward Proposals (Pages 107 - 114)**

9. **Protection Inspection Programme - Forward Proposals (Pages 115 - 132)**

10. **Business Continuity Planning and Testing (Pages 133 - 136)**

11.   **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.

12.   **Date of Next Meeting**

The next scheduled meeting of the Committee has been agreed for 10:00 hours on **17 July 2023** in the Main Conference Room, at Lancashire Fire & Rescue Service Headquarters, Fulwood.

Further meetings are: scheduled for 20 November 2023
                        proposed for 5 February 2024

13.   **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

14.   **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, 21 November 2022, at 10.00 am in the Main Conference Room, Service Headquarters, Fulwood.

MINUTES

PRESENT:	
Councillors	
S Clarke (Chair)	
J Singleton (Vice-Chair)	
M Dad	
N Hennessy	
J Hugo	
F Jackson	
D O'Toole	
S Rigby	
J Shedwick	

Officers
J Johnston, Chief Fire Officer (LFRS)
J Charters, Assistant Chief Fire Officer (LFRS)
E Sandiford, Head of HR (LFRS)
N Taylor, A/Area Manager, Head of TOR and Innovation & Improvement (LFRS)
C West, Station Manager, Corporate Programme and Intelligence (LFRS)
S Collinson, Head of Media and Communications (LFRS)
D Brooks, Principal Member Services Officer (LFRS)
L Barr, Member Services Officer (LFRS)
In attendance
K Wilkie, Fire Brigades Union

8/22	APOLOGIES FOR ABSENCE
	Apologies were received from Councillor Tony Williams.
9/22	DISCLOSURE OF PECUNIARY AND NON-PECUNIARY INTERESTS
	None received.
10/22	MINUTES OF PREVIOUS MEETING
	RESOLVED: - That the Minutes of the last meeting held on 18 July 2022 be confirmed as a correct record and signed by the Chairman.

11/22	EMERGENCY COVER REVIEW - CONSULTATION ANALYSIS AND SUMMARY

The Assistant Chief Fire Officer presented the report.

At the last meeting Members authorised the Service to begin consultation on proposed changes to response arrangements within Lancashire as part of an Emergency Cover Review (ECR) which would span 2023 to 2026. The key proposals for consultation had a clear link to, and underpinned the values set out the in the Community Risk Management Plan. These proposals included:

a) The introduction (subject to relevant negotiations with Trade Unions) of a new duty system, Flexible Whole-Time (FWT), to replace the Day Crewing Plus (DCP) duty system at several fire stations, whilst introducing Flexible Day Crewing (FDC) at two stations;

b) The introduction of a Dynamic Cover Software package to improve the efficiency and effectiveness of how we position our resources across Lancashire during periods of high incident and resource demand;

c) Introducing new and enhanced vehicles to support our response to incidents linked to climate change (i.e. Flooding and Wildfire), as well as Flood Water Incident Managers to support flooding incidents;

d) The introduction of the Service's very first 45m Aerial Ladder Platform (ALP), whilst investing in 2 further Water Towers to enhance our response to the expanding high rise, built environment, and increasing risk of fire in high rise buildings. This was to ensure a holistic view of emergency cover was included within the consultation, as previous decisions had been taken by the Authority to approve procurement of these three vehicles;

e) Exploring opportunities and seeking feedback on how best to broaden the role of our On-Call Firefighters to strengthen the service offered to our communities.

The Assistant Chief Fire Officer advised that the ambition for the ECR was to maintain 39 fire stations, 58 fire appliances and deliver the ECR with minimal impact on the Service response times and likely growth in the number of firefighter roles.

The consultation period spanned 12-weeks and concluded on 14 October 2022. An independent third-party organisation, Pearson Insight, was commissioned to support a public and staff consultation on behalf of LFRS to gather views on the proposals. Their report detailed feedback received from the public, stakeholders and LFRS staff, along with specific data around the geography and demography of respondents.

At the start of the consultation period, draft documents were published across various online and physical platforms which all linked to an online survey. Printed copies were shared on request and a separate dedicated consultation email address was set up to offer an alternative method of providing feedback.

It was acknowledged that since the consultation commenced there had been a shift in the national and global economic position. Future Government funding

statements were likely to include a reduction in public sector spending, alongside increasing inflation rates and ongoing national Firefighter pay negotiations which would now require factoring into future spending and efficiencies.

Members had received a briefing at the recent Strategy Day and now considered the report in detail.

Statistical Analysis

The consultation yielded a really positive response with a total 1,224 responses received. This included 928 from local residents, 234 from staff and 62 responses from other stakeholders. A breakdown of responses was considered by Members (as now presented under appendices 3 and 4).

It was noted that strength of importance was highest for: i) meeting response standards, the time it took to reach incidents in every area of Lancashire; ii) ensuring effective and resilient crewing arrangements to deliver our service; and iii) ensuring the right equipment and technology, to be fit for the future. Strength of importance was lower for the: i) consideration of changes in the environment and the impact of climate change on the incidents called to. Staff and public had a similar strength of agreement for the principles outlined in the consultation. General themes identified through the consultation included:

a) Roads and parking in the context of responding to incidents;
b) Consideration of population, demographics, housing, and how these were changing; and
c) From a financial context, did the ECR place an emphasis on Value for Money or was it a streamlining / money saving exercise?

Proposals for recommendation

Following the analysis of consultation responses and taking into consideration the shifting financial uncertainty, refinements to some of the proposals were put forward for consideration as follows:

1. Introduce more resilient and flexible crewing arrangements

The introduction of a Flexible Wholetime (FWT) duty system and replacing some Day Crewing Plus (DCP) stations would have a positive impact on the delivery of prevention and protection services.

Nationally, the Fire Brigades Union did not support DCP as a shift system. Currently, DCP was the most prominent shift system however, its resilience was impacted during major incidents, or when simultaneous incidents occurred. The upgrade of some DCP stations to FWT would provide greater resilience, effective emergency cover, and increased flexibility for individuals.

The following proposals are recommended to be progressed (with the Service to work with staff and trade unions to manage the change in line with staffing profiles):

a) Upgrade Day Crewing Plus with a new Flexible Whole Time duty system at **Morecambe, Fleetwood and Skelmersdale**. The type of duty system may be dependent on whether agreement could be reached with Trade Unions, therefore LFRS would either:

   i. Introduce a new FWT duty system (shift times and durations to mirror existing 2-2-4) increasing establishment on these stations to 24 members of staff, or;
   ii. Re-introduce a variation of the traditional 2-2-4, increasing station establishments from 14 to 24.

b) **Bispham** to remain as DCP instead of a change to FWT.

c) Reduce the staffing establishment on remaining DCP stations from 14 staff to 13 staff (excluding Chorley and Bamber Bridge due to USAR requirements). This staffing level remained more than adequate to maintain appliance availability.

d) To balance staffing numbers and budgets, replace the existing 2-2-4 duty system with a new Flexible Whole Time duty system (shift times and durations to mirror existing 2-2-4) at **Lancaster, Hyndburn and South Shore** or reduce the staffing establishment on the existing 2-2-4 duty system to 24 should an agreement on FWT not be reached with the Trade Unions.

e) Change St Anne's and Penwortham to Flexible Day Crewed, as the risk and demand within the areas, along with modelling provided by Process Evolution, supported the proposal consulted upon. However, in response to the perceived challenges around affordability and availability of housing within 5-minute catchment areas, conduct further consultation internally with staff and Trade Unions to identify the most appropriate on-call type duty system to operate at night. Possible alternatives could include:

   i. Introducing Day Crewing only, and use on-call firefighters to cover the appliances at night;
   ii. Continuing with the proposal to introduce FDC, which would require staff working that system to live/relocate to within 5 minutes of the fire station.

   After internal consultation, the final decision would be agreed by the Chief Fire Officer and CFA Chairman.

f) An additional proposal was recommended following feedback received through the consultation for the establishment of 14 staff on FDC stations to be reduced to 13 to align and be consistent with the reduction to 13 staff on DCP stations. This would assist with balancing staffing and budgets across the Service.

Future review recommendations:

g) Following consultation feedback around Penwortham station activity, a further review of emergency cover across the **Preston area** and the

potential replacement of Preston fire station (in line with the capital programme) was recommended. In addition, maintaining DCP at Bispham should be further considered as part of a wider **Blackpool area** response review; these two reviews to be specifically analysed as part of any future review of emergency cover across Lancashire.

2. Optimise emergency cover through Dynamic Cover Software

To introduce Dynamic Cover Software in the command support room in 2023-24 was recommended, followed by wider rollout at North West Fire Control thereafter. The Service to use this software to inform dynamic decision making of the optimum location to locate fire appliances based on current levels of risk, demand and staffing profiles, to ensure an efficient and effective deployment of resources across Lancashire.

3. Strengthen our response to climate change emergencies

Our strategic assessment of risk identified the increasing risk of flooding and wildfires, which was already having a significant impact on homes, businesses and environments in Lancashire. As a result, a Climate Change Operational Response Plan had been produced which detailed how we were mitigating and responding to these types of incidents. The following proposals were recommended to be progressed to support our response:

a) Replace 4 current 'type B' standard fire appliances and replace with 4 fire appliances with off road capabilities in areas at risk of wildfires and flooding. A project group would be established to develop the finer detail around how LFRS could make the best use of these vehicles through a pilot scheme;
b) Introduce specialist Flood Water Incident Managers.

4. Strengthen firefighting and rescue capabilities in high-rise and commercial buildings

These proposals formed part of the consultation to ensure a holistic view of emergency cover however, previous decisions had been taken by the Authority to approve procurement of three vehicles. Therefore, the following proposals were being progressed:

a) Introduction of a 45m Aerial Ladder Platform, our highest reach aerial to date;
b) Investment in two additional Water Tower appliances.

5. Broaden On-Call firefighting capabilities to strengthen operational response

Of the 58 fire appliances in Lancashire, 32 were crewed by on-call firefighters. To ensure LFRS was getting the best value out of c.400 On-Call firefighters and to strengthen operational response and resilience, it was recommended to support broadening the capabilities of On-Call staff:

Examples were provided including initially expanding the skills of On-Call staff at Hyndburn and Morecambe (for Aerial Ladder Platform driving) and considering

the role played by on-call staff in crewing the new water towers such as that already in place at Skelmersdale station. Further consultation would take place via the On-Call working groups in the Service to fully understand the capability, limitations, and impacts of broadening the role of On-Call firefighters aligned to the proposals within the special appliance review.

Summary of proposals

These options for change provided the best package of measures with the least impact on the Service's ability to provide an effective county-level emergency response (overall county impact 0.1% on response performance):-

- Maintain 6 Day Crewing Plus – best fit and pending future response area reviews;

- Change 5 Day Crewing Plus and replace with:

    o 3 Flexible Wholetime or 2/2/4 with 24 staff;
    o 2 Flexible Day Crewed or Day Crewed only with On Call cover at night;

- Change 3 existing 2-2-4 stations to Flexible Wholetime or keep 2-2-4 but with 24 staff;

- Realign establishment levels on FDC stations to 13, the same as DCP;

- Introduce Dynamic Cover Software;

- Invest in 4 new all-wheel-drive fire appliances, replacing 4 standard type B fire appliances;

- Introduce Flood Water Incident Managers;

- Introduce a 45m Aerial Ladder Platform;

- Invest in 2 additional Water Tower appliances;

- Broaden the capabilities of On-Call Firefighters.

This would ensure that the Service would:

- Maintain all 39 fire stations;
- Maintain outstanding response standards and all 58 fire appliances;
- Provide efficiency savings of c.£400k;
- Increase the overall fire-fighter establishment by 8 and provide more flexible crewing arrangements.

Impact of changes on annual revenue budget

The original ECR proposals required an additional £214,951 committing to the budget to deliver. Having considered the global and national challenges that the

Service faces as described above, the revised proposals would take account of this, along with the feedback received from the consultation, and it sought to deliver efficiencies, not only in the way LFRS distributed its operational resources but in the way it spent public money.

There remained the potential need to revisit an ECR in light of future funding settlements.

The recommended changes to staffing establishments were in line with many other fire and rescue services as detailed within the National Fire Chiefs Council Working Patterns project (https://www.ukfrs.com/working-patterns) and helped to maintain the total number of wholetime crewed appliances across the county and our fast response performance. The challenge within Lancashire was to ensure that where there was a reduction in staffing numbers at some stations, this was effectively managed so as to minimise overtime implications.

The Fire Brigades Union (FBU) still sought the withdrawal of the DCP system within Lancashire. As part of the FBU's response to this consultation, the FBU welcome the reduction of DCP stations in LFRS. There had been some significant challenge through the consultation period around the increasing cost of living, mainly cited by staff at DCP stations that were proposed to change duty system and subsequently lose the additional 32% allowance received. Those staff that were permanently contracted to the DCP duty system would have the option to continue working it, albeit potentially at a different location.

The wholetime staffing establishment proposed would support the efficient and effective deployment of wholetime appliances across the county. Continuing to maintain staffing levels of 14 on all remaining DCP and FDC stations and 28 at each of the six wholetime (single pump) stations would require an additional £1.7million of investment per annum.

Through a reduction of the staffing establishment to 24 at the existing single (wholetime) pump stations (Lancaster, South Shore and Hyndburn); implementing a staffing establishment of 24 at Morecambe, Fleetwood and Skelmersdale (regardless of whether it was traditional 2-2-4 or FWT); reducing the staffing establishment at the remaining DCP stations, and the 4 FDC stations from 14 to 13; along with the options for change as described above (reducing the proposed number of FWT stations by one and maintaining DCP at Bispham), would not only maintain the excellent response standards LFRS delivered, but it would generate efficiencies of around £400,000 per annum.

Impact of changes on staffing establishment

The proposals that were presented to Planning Committee in July, and subsequently went to consultation, resulted in an expansion of the staffing establishment by 25 Firefighter posts. The changes of six DCP stations, to be replaced by four FWT and two FDC stations was the main contributing factor leading to an increase in Firefighter post across LFRS.

The consultation feedback had led to a review of some of the proposals and the revised proposals resulted in a decrease in the number of FWT stations

(Bispham to remain as DCP requiring 13 FTE, not 24 if upgraded to wholetime). The result of this, should the revised proposal be accepted, was an overall increase in Wholetime Firefighter posts of 8 across LFRS.

In response to a question from County Councillor O'Toole regarding the investment in Preston Fire Station, the Assistant Chief Fire Officer advised that Preston Fire Station was the station in most need of investment. The property was currently being maintained prudently but the Service was conscious of the need to consider the potential for a future rebuild in situ or relocation.

In response to a question from County Councillor O'Toole regarding whether there was much variance of opinion between staff and Trade Unions, the Assistant Chief Fire Officer advised that there had been mixed views. The option to work back-to-back shifts had been identified as attractive in consultation with a selection of staff however, consultation with Trade Unions identified concern related to the move to 12-hour shifts which resulted in the proposal being amended to the same as the 2-2-4 duty system which was 8am - 6pm (dayshift) and 6pm - 8am (nightshift). The Service aimed to offer family friendly duty systems (in agreement with the Trade Unions) which provided options for staff to choose a duty system that worked for them. He confirmed that the proposed FWT system would provide a different duty system which would allow staff to self-roster.

In response to a question from County Councillor S Rigby regarding efficiencies identified in the report the Assistant Chief Fire Officer advised the effect of the recommended changes to staffing levels set out in the refined proposals, resulted in a net saving of £400k per annum which included the proposed 8 additional posts.

County Councillor Rigby queried the timing of the ECR given the current financial uncertainties and the potential to find further efficiencies in the short-term. In response, the Assistant Chief Fire Officer confirmed that one of the drivers for the ECR was a requirement to move away from the current DCP duty system. The potential to move staff on the DCP system back to the 2-2-4 system would require a significant level of investment back into the Service which was unaffordable. Following consultation, the refinements to the proposals gave favourable outcomes, mindful that the economic landscape had changed significantly over the period of the consultation. It was important to put the Service in the best position going forwards; making changes in the short-term that created savings, optimised cover and increased firefighter headcount. It was recognised however, that over the medium term there may be a requirement for a future ECR.

County Councillor Shedwick found the briefing at the Strategy Group assisted understanding. He was really pleased to see the results of the consultation and of the proposal to broaden on-call firefighting capabilities.

In response to a question raised by Councillor Hugo regarding the Human Resources and Financial Implications outlined in the report, the Assistant Chief Fire Officer confirmed that training may need to be tailored but any additional costs were likely to be negligible and the impact on the HR department would be

managed within existing working practices.

Councillor Hugo queried whether the need to live close to the fire station in St Annes should be included in the Equality Impact Assessment given the potential to exclude ethnic minority groups due to the demographics of the area. The Head of Human Resources advised that recruiting from a specific demographic did have a potential negative impact on diversity across the whole Service. This would be considered once a final decision was taken regarding the duty system at St Annes.

County Councillor Hennessy referred to the second paragraph on page 16 of the agenda pack regarding a comment in the report that the Fire Brigades Union (FBU) did not support the DCP shift system. She would have appreciated it if the report included a reason; which she believed was due to the number of hours worked on the system. County Councillor O'Toole advised that at the time the DCP shift system was implemented, (as Chairman at the time together with County Councillor Shedwick as Vice-Chairman) they had met with local FBU representatives and had come to an agreement. Although nationally the FBU were opposed to the system, many Fire Authorities adopted it and quite a lot of staff liked it because it provided a degree of flexibility.

In relation to section a) on page 16 of the agenda pack County Councillor Hennessy queried how changes around the duty system would be communicated to residents in Morecambe, Fleetwood and Skelmersdale. In response, the Assistant Chief Fire Officer advised that delivery of all the ECR proposals would be accompanied by a comprehensive communications strategy. Changes at these stations represented an upgrade in provision through increasing firefighters on location and 24/7 availability.

In relation to section e) ii. on page 16 of the agenda pack County Councillor Hennessy queried whether the requirement to live within a catchment area meant firefighters might leave the Service. In response, the Assistant Chief Fire Officer advised that it was recognised that there were some concerns however, the options identified would be worked through in consultation with staff to understand their individual preferences, develop solutions that would work practically, and seek to accommodate individuals' preferences so far as could be reasonably achieved.

In relation to section g) on page 17 of the agenda pack County Councillor Hennessy queried whether a timeline had been identified to consider a future review. In response, the Assistant Chief Fire Officer advised that data analysis from this ECR suggested a further ECR should include Preston and the wider Blackpool area. A timeline had not been agreed at this time however, it was anticipated a further ECR would be needed in the next year or two depending on the financial settlement received from central government.

In response to a question from County Councillor Hennessy regarding a timeline for the replacement of 4 type B standard appliances with new appliances with off road capabilities (section 3. a on page 17 of the agenda pack), the Assistant Chief Fire Officer advised that, subject to approval by the Authority, the Service would look to procure 2 appliances as soon as possible. However, it was

	recognised that this would take much longer than usual given the current nature of the global market. He advised that fleet department colleagues were currently looking at options. County Councillor O'Toole added that the Resources Committee had had several discussions recently over the significant increases in the costs of raw materials and difficulties in timely procurement.

In response to a question from County Councillor Hennessy requesting further details and a timeline for broadening on-call firefighting capabilities (section 5 on pages 17 and 18 of the agenda pack) the Assistant Chief Fire Officer advised that alongside this ECR a review of all special appliance assets across the Service had been undertaken (citing examples of Aerial Appliances, Breathing Apparatus Unit and Hazardous Materials Units etc). It was recognised that not all special assets would lend themselves to broadening the capabilities of on-call firefighters however, there was scope to review current mobilising arrangements in consultation with on-call colleagues. For example, a pilot at Hyndburn and Morecambe to train on-call staff to drive the aerial ladder platform was being proposed. This would speed up mobilisation and give opportunities for on-call firefighters to attend more incidents. In turn it was hoped this would maintain their interest, engagement and retention in the Service. The Assistant Chief Fire Officer confirmed that the training costs were within existing budgets.

In response to a question from County Councillor Hennessy under the 'impact of changes on the annual revenue budget' (pages 18 and 19 of the agenda pack) regarding ensuring the reduction in staffing numbers at some stations did not increase overtime costs, the Assistant Chief Fire Officer advised that managers would be required to be proactive in their oversight and scrutiny of staff rotas.

RESOLVED: - that the recommendations be presented to the full Authority meeting on 19 December 2022 for consideration and approval. |
| 12/22 | BLUE LIGHT COLLABORATION UPDATE |
| | The Assistant Chief Fire Officer introduced Area Manager Neil Taylor who was the tactical lead on the Collaboration Board to present the report.

Members noted that the Blue Light Collaboration Board was programmed to meet quarterly with the report prepared on the information from the last meeting held on 30 September 2022 where the strategic leads had received a presentation on the initial five projects. Progress for the planning of each projects was as follows:

1. Estates and Co-Location
AM Taylor advised that there currently existed site sharing arrangements with blue light partners. This project aimed to understand the partnership footprint in terms of what was on offer; space, capacity, what would be required as a minimum, with consideration to health and safety and legal requirements, terms and conditions and regulations.

This project would be considering the following opportunities:

- Headquarters regeneration; |

- Review of the Lancashire Constabulary (LanCon) Estate arising from Target Operating Model and Estates Roadmap;
- The environmental shift in fleet to electric vehicles and the Sustainability and Environmental Strategy.

The project was currently in scoping phase and Project Initiation Documents (PID) were in production.

2. Leadership Development

AM Taylor advised this was not an area that had been specifically considered previously. This project aimed to map out the current offer by all partners and understand what was already underway and planned to develop a joint Memorandum of Understanding and hold a roundtable discussion between partners and explore mechanisms in relation to how this could practically work (cost, booking on staff, which systems were used, evaluation, familiarisation with terminology).

This project would be considering the following opportunities:

- 'Outside In' programme;
- 'Leading the Way' course days 1,2 and 3;
- Recruitment and selection training;
- Continuous professional development days with quality speakers and the Durham University leadership programme.

It may also consider learning from other organisations such as away days for new recruits.

3. Command Units

The aim of this project was to establish and deliver additional collaborative uses of the command units in Lancashire Fire and Rescue Service (LFRS) in line with Joint Emergency Service Interoperability Programme principles. The key objectives were to improve operational effectiveness and in line with LFRS' mission; 'Making Lancashire Safer'.

4. Missing Persons (Misper)

This project aimed to improve the existing collaborative approach to identification of the location of missing persons. The existing offer had been evaluated and learning and improvement had been made. The existing training for the 'Missing from Home Manager Training' for LanCon staff would continue to be supported by LFRS in terms of assets available.

Initially, two personnel across the Urban Search and Rescue Team and the Drone team to undertake the Missing From Home manager course. Additional crews in LFRS had been identified as specialist teams and would receive a bespoke training programme which was currently being mapped out. These teams would develop an increased knowledge of managing a missing person within the context of potential crime scene management. All LFRS assets would remain available regardless of the additional skills imparted to the specialist teams.

5. First Responder Scheme

5. First Responder Scheme

This project was between LFRS and North West Ambulance Service (NWAS). The aim of the project was to train a small initial team of five Community Safety staff volunteers to participate in NWAS First Responder Scheme. They would respond from the workplace to a restricted call set that revolved primarily around defibrillator use and cardiac arrest. Once proof of concept was ascertained, the plan was for the scheme to be broadened.

It was noted that the next meeting of the Strategic group would be 13 February 2023.

Members were aware of the statutory duty to collaborate and noted that this was an area considered as part of His Majesty's Inspectorate's inspection of the Service.

In response to a question raised by County Councillor Singleton, AM Taylor advised that it was not possible to provide a capital cost or implementation date for any potential shift to electric vehicles as this project was currently in the scoping phase.

In response to a question raised by County Councillor Rigby regarding the First Responder Scheme, AM Taylor advised that there was an understanding of the national pressures on health services and locally on North West Ambulance Service. The collaboration was seen as an opportunity to step forward and add value to Lancashire communities. Although still in the early stages it was believed that life-saving interventions would be made through the introduction of the scheme.

County Councillor Shedwick commented that the Authority had been more than an equal partner in blue light collaboration for a number of years. He was interested to see how the 'estates and co-location' and 'command units' projects developed. He expressed some concern should searching for a missing person focus resources in one area; where there needed to be a balance of resource availability across Lancashire. Councillor Hugo supported County Councillor Shedwick's comment that the Authority was more than an equal partner. She had recently attended a Fire Essentials training event where it was heart-warming to represent an Authority with a Fire Service that had an outstanding culture. She confirmed there were people in attendance from His Majesty's Inspectorate of Constabulary and Fire and Rescue Services who were sharing best practice. She believed there was a lot that could be shared with other blue light services and took the opportunity to thank staff for all their hard work.

County Councillor O'Toole queried whether there was a formal agreement in place with North West Ambulance Service regarding the First Responder Scheme project. In response, AM Taylor advised that LFRS had consulted with Trade Union bodies and Fire Safety staff who were supportive of the project. NWAS was consulting with their Trade Union bodies and confirmation to go ahead was awaited in order for the project to be progressed.

In response to a question from County Councillor Hennessy regarding other collaboration opportunities, AM Taylor advised that the partners continued to

	look at other areas of work; balanced against existing pressures, with other potential projects in the pipeline which needed further discussion before being presented to Members. In response to a further question from County Councillor Hennessy, AM Taylor advised that the Blue Light Collaboration Board included one or two people from each blue light service. He confirmed that all 3 partners had signed a strategic intent document to demonstrate their full commitment to working together collaboratively. RESOLVED: that the report be noted.
13/22	DATE OF NEXT MEETING
	The next meeting of the Committee would be held on Monday, 6 February 2023 at 1000 hours in the Main Conference Room at Lancashire Fire and Rescue Service Headquarters, Fulwood. Further meeting dates were noted for 17 July 2023 and agreed for 20 November 2023.
14/22	EXCLUSION OF PRESS AND PUBLIC
	RESOLVED: - That the press and members of the public 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.
15/22	URGENT BUSINESS (PART 2) - BUSINESS CONTINUITY
	(Paragraphs 3 and 4) Further to information provided to the Authority at its October meeting the Assistant Chief Fire Officer tabled a report that provided Members with an update on the current approach to business continuity in the event of industrial action. RESOLVED:- That the report be noted and action outlined endorsed.

M NOLAN
Clerk to CFA

LFRS HQ
Fulwood

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Lancashire Combined Fire Authority
Planning Committee
Meeting to be held on 6 February 2023

Annual Service Plan and Strategic Assessment of Risk
(Appendices 1 and 2 refer)

Contact for further information – Deputy Chief Fire Officer Steve Healey
Tel: 01772 866801

Executive Summary

This year's Annual Service Plan (ASP) (appendix 1) continues to provide Lancashire Fire and Rescue Service (LFRS) with the platform to highlight the priority activities and projects the Service intends to deliver over the coming year. We are leading improvements and innovation in our sector with some of the best firefighting equipment in the country and a highly skilled and motivated workforce.

The year ahead will see us build on our achievements by staying focused on continuous improvement that makes the people of Lancashire safer, particularly the most vulnerable members of our communities. Many of our priorities are initiatives that will transform the way we work and bring lasting benefits.

This year's Annual Service Plan provides the direction and deliverables that have been identified to deliver against the strategic aims of our Community Risk Management Plan (CRMP) and supporting core strategies.

The Strategic Assessment of Risk (SAoR) (appendix 2) has been refreshed and provides strategic direction for Service and district planning and enables LFRS to direct resources effectively to minimise and respond to risk.

Recommendation

The Planning Committee is asked to note and endorse the Annual Service Plan and the Strategic Assessment of Risk for publication.

Information

Part 1: Annual Service Plan

The Annual Service Plan is a core part of our planning framework which sets out the activities we intend to deliver during the next 12 months and is built around the Service's five corporate priorities that are detailed in the Community Risk Management Plan. These are:

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

2. **Preventing** fire and other emergencies from happening

3. **Protecting** people and property when fires happen

4. **Responding** to fire and other emergencies quickly and competently

5. **Delivering** value for money in how we use our resources

Role in the planning framework

The Annual Service Plan sits at the heart of our framework and informs activity that will be led across the Service, as well as locally within district plans. Activities that we plan to deliver also inform our staff performance appraisal process, so all staff understand our plans and are involved in helping to deliver our key activities.

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

As always, we aim to continually improve and refine our planning processes and this year's document aims to add focus on achievable progress within the year, acknowledging that a proportion of items are continued from the 2022/23 Plan, reflecting our commitment to a number of long-term projects. It is presented in a style to remain consistent with that of the CRMP 2022-27.

Background

Part 2: Strategic Assessment of Risk

Risk in Lancashire will always remain dynamic; it changes over time, differs by area and demographic, and needs different interventions to reduce the likelihood of the risk occurring or to lessen its consequences. We identify these risks in our Strategic Assessment of Risk which is refreshed annually and is also informed by the Lancashire Resilience Forum Community Risk Register. Through our risk management framework, we continually assess changing risk and prioritise our response framework.

The Strategic Assessment of Risk reflects the knowledge and experience of a variety of specialist departments and utilises our Incident Recording System (IRS) data to derive a data driven methodology that highlights the incident types that pose the greatest risk to the county of Lancashire and the individuals who live and work within it. The SAoR drives both Service and district level response to risk and enables LFRS to tailor our prevention, protection and response activities to the identified risks.

This year's document builds on previous iterations as we seek to continually improve our risk management processes. Significant changes have been made to the 'About

Lancashire' section, which has been refreshed to ensure we are using the most up to date data sources available and most notably the section now uses Census 2021 data. Revisions have been made to our local Risk Assessment, resulting in some movement in the ranking of our highest risk incident types. We have also sought to identify more clearly how LFRS responds to the strategic risks identified, examples being; our response to the emerging threat of climate change.

Business risk

The Annual Service Plan forms an integral part of the Service's corporate planning process. It sets and communicates a clear strategic direction of travel for the next 12 months. The provision of such a document ensures that proper business planning takes place.

The Strategic Assessment of Risk is an integral part of the Service's Risk Management Framework and captures the high-level risks that the Service must prepare for and respond to. It forms a key part of our planning process culminating in the development of our Annual Service Plan.

Environmental impact

None

Equality and diversity implications

The Annual Service Plan and Strategic Assessment of Risk have been produced in accordance with accessibility guidelines. The overarching strategic documents have also had equality impact assessments carried out.

HR implications

No implications, however, the ASP and SAoR should form part of the district planning process and will link through to individual appraisals.

Financial implications

The updated SAoR and ASP provide the latest data and intelligence, ultimately directing the Service's focus over the next 12 months. All items within the Annual Service Plan are either already within revenue and capital budgets or will be progressed accordingly through the Resources committee, as required.

Local Government (Access to Information) Act 1985
List of background papers
Paper:
Date:
Contact:
Reason for inclusion in Part 2 if appropriate: N/a

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Welcome to our Annual Service Plan for 2023-24

Lancashire Fire and Rescue Service is recognised nationally for excellent performance and outstanding values and culture. This welcome assurance that we serve our communities well only reinforces our aspiration to keep striving to be the best we can be.

Our people are central to everything we set out to achieve. Motivated, professional and determined to make a difference, they serve Lancashire with pride. We are focussed on creating opportunities for people in all roles to thrive and building a workplace where diversity is nurtured and valued.

From our apprentices to our leaders, support staff to those on the frontline, everyone has valuable experience and ideas to contribute. Our employee voice groups are helping to create an increasingly inclusive Service, for both our workforce and our communities. We intend to keep listening to feedback and involving staff in shaping our plans for the future.

Our firefighters deliver the highest levels of operational excellence to a wide range of emergencies, and we remain committed to providing the best equipment, training and development. A programme of significant, long-term investment in training facilities will continue this year following completion of our breathing apparatus training school. We intend to build new drill towers at four fire stations and review training props at our training centre.

To support a resilient and healthy workforce, our staff wellbeing services will be complemented by the introduction of peer support ambassadors, who can offer extra support to those around them.

This year we will start to implement improvements to how we respond to emergencies, following an emergency cover review and public consultation in 2022. The changes reflect the most effective and efficient use of resources for the whole of Lancashire and will lead to an increase in the number of wholetime firefighters employed. We are also creating opportunities for on-call firefighters to broaden their skills.

New flexible crewing arrangements will give greater resilience to county-wide emergency response and more flexibility for individuals. We have engaged with our firefighters from the outset on this and will continue to do so to ensure the transition is led by people's preferences.

Strengthening our response to climate change emergencies remains a priority as we expand our wildfire and flood rescue capabilities. Work is underway to begin a trial of fire appliances suitable for off-road travel. These innovative vehicles will give better access to rural areas in the event of flooding and wildfires. We will also establish specialist flood water incident managers and tactical advisors to support our management of large-scale flooding incidents.

Investment in our fleet through additional water towers and our highest reach aerial ladder platform to-date will enhance our firefighting and rescue capabilities in high-rise and commercial buildings.

Digital innovation continues apace with new software on the way that will assist operators in deciding how best to deploy firefighters and fire engines to incidents, improving emergency cover and response times.

With global economic, social, and environmental challenges affecting us all on a local level, and national reform of the fire and rescue service on the horizon, our people can be relied upon to respond positively, driven by an unwavering determination to keep the people of Lancashire safe.

We aspire to be outstanding in all that we do by being the best trained, best equipped, best accommodated, and most professional fire and rescue service in the country.

Justin Johnston

Chief Fire Officer

Making Lancashire safer

This plan forms part of our strategic planning activity which sets out the direction of the Service and how we will achieve our aim of making Lancashire safer.

- Our community risk management plan (CRMP) is a five-year plan which identifies the greatest risks to the people and communities of Lancashire, and how we will prevent, protect and respond to emergencies. You can find the full plan on our website.
- It is informed by our strategic assessment of risk, which us updated every year and is also available on our website.
- The CRMP describes our aim, priorities, equality objectives and values. These are our fundamental beliefs and the foundations of all that we do as an organisation and as individuals.
- Six core strategies set out how we will provide services in line with the priorities set out in our CRMP.
- Our annual service plan is built around our priorities and details the specific activities we will undertake in the year to deliver our strategies.
- Local delivery plans (departmental and district plans) detail activity led by local teams which further support the delivery of our strategies.
- All staff have an appraisal conversation where objectives are set which support the delivery of our plans and help to make Lancashire safer.
- We use a range of local and key performance indicators to evaluate success in meeting our objectives.

[Corporate planning diagram to illustrate the above]

Valuing our people so they can focus on making Lancashire safer

We recognise that our people are our most valuable asset and are crucial to providing communities with high quality services. Our aim is to recruit a workforce that is resilient, highly skilled, flexible, diverse and which can deliver the Service's aim of making the people of Lancashire safer. The training and development of our staff and the leaders within our organisation is guided by the principles set out in our STRIVE values and the national Core Code of Ethics.

Create an organisational culture where diversity is encouraged and valued

Our STRIVE values and the Core Code of Ethics guide the professional behaviours expected of all our staff to ensure our workplace is one where everyone feels valued, included, and able to reach their full potential.

We will:

- Complete a programme of engagement sessions with staff on the Core Code of Ethics and our expectations in relation to values and behaviours.
- Assure ourselves that the Core Code of Ethics is fully understood and demonstrated throughout our organisation.
- Identify any learning and good practice further to national culture reviews.
- Expand our approach to coaching and mentoring to ensure our apprentice firefighters are appropriately supported in the next stages of their development.
- Review and embed our approach to undertaking equality impact assessments.

Introduce peer support ambassadors

To embed wellbeing conversations and signposting within stations and departments, we want members of staff with an interest in mental health and wellbeing to become ambassadors to support those around them.

We will:

- Aim to introduce at least one peer support ambassador per station and department.

- Tie this initiative into a review of the distress management and self-care MIND course to improve people's resilience and ability to support themselves and others.

Explore the future of service headquarters

Lancashire Fire and Rescue Service's headquarters is the oldest building within our property portfolio having been built in 1891. Our medium-term financial strategy takes account of this, enabling us to assess options for the future of the building and potential relocation of our headquarters.

We will:

- Review options for a programme of improvement works, building replacement or relocation.

Upgrade fire station facilities

Investment in fire stations is part of our commitment to ensuring our people have the best facilities to support their health and wellbeing by providing a safe and positive working environment.

We will:

- Complete improvements to the rest and welfare facilities at Blackpool Fire Station.

Improve learning and development systems

We are committed to the continued development of our people through supported learning and access to a variety of training opportunities.

We will:

- Implement a new learning management system that offers better support for e-learning and maintenance of skills.
- Reduce the administrative burden associated with completion of development handbooks for people at various levels in the Service.

Deliver firefighter pension changes

We have invested in additional resources to continue implementing the pension remedy in relation to legislative changes arising from recent legal judgments.

We will:

- Commence implementation of the Public Service Pensions and Judicial Offices Act 2022 relating to the age discrimination remedy.
- Commence implementation of the special members second options exercise in relation to on-call firefighter pensions.

Preventing fires and other emergencies from happening

We constantly endeavour to prevent fires and other emergencies from happening. Prevention is always preferable to response and is by far the most effective way to make Lancashire safer. Our approach recognises life's different stages, and we focus our efforts on helping people start safe, live safe, age safe and be safe on our roads and around water, targeting those most vulnerable.

Invest in digital improvements to our home fire safety check service

Bringing about positive change in behaviours within people's homes is central to improving community safety and our core offer is the home fire safety check service. We will continue to improve the service through digital solutions to ensure it is efficient, person-centred, and continues to target the highest risk households.

We will:

- Scope new software to improve the efficiency of our contact centre systems.
- Improve our web and phone services for self-referrals to align with national principles and products.
- Develop our home fire safety check software to reflect emerging trends and provide more tailored fire safety advice.

Improve evaluation of fire prevention activity

Fire prevention is delivered using a targeted approach to those most at risk through a variety of activities and interventions directly with communities, by working with partners, and through campaigns. Greater understanding of the impact of these activities will enable us to focus our resources on the most efficient and effective methods.

We will:

- Evaluate all our prevention activity at local and county-wide levels to improve the safety of our diverse communities.

Strengthen operational risk information

Fire and rescue services continuously gather and assess information about operational risks to help keep the public and firefighters safe when they respond to emergencies. We use the Provision of Operational Risk Information System (PORIS) system to identify, gather, analyse, and review risk information. This system provides accurate risk information to operational crews responding to emergency incidents.

We will:

- Improve the PORIS process to give staff quick and easy access to risk information which is relevant, accurate, timely, and accessible, both enroute and in attendance at operational incidents.
- Continue to develop our knowledge of the built environment to better prepare and respond to operational incidents.

Protecting people and property when fires happen

Our fire protection services aim to reduce the number of fires that occur in commercial premises and the impact on life, property, and business disruption when fires do occur. We support businesses, employers, and landlords to meet their legal duties and keep people safe in their buildings with a county-wide inspection programme.

Expand our business fire safety check service

Fire safety inspectors will continue to focus their inspection and enforcement activity on complex high-risk premises while operational crews check lower risk premises such as schools, shops, offices, and hotels through business fire safety checks (BFSC). We aim to deepen our knowledge of the built environment in Lancashire so we can better understand risk, target the highest risk premises, and give residents bespoke advice on what to do in the event of a fire in their building.

We will:

- Improve how we deliver our business fire safety checks service to ensure we target interventions to the highest risk premises in the most efficient way.
- Continue to develop understanding of the built environment and modern methods of construction among our operational and community safety staff.

Strengthen our fire safety inspection programme to meet evolving standards

We take a risk-based approach to inspecting businesses to make sure they are complying with fire safety laws. Targeting the highest risk premises where occupants are at significant risk of harm if a fire occurs, ensures an effective and efficient approach. The continuous development of our protection workforce towards the required levels of competence will strengthen delivery of our risk-based inspection programme in line with fire safety changes.

We will:

- Review our inspection programme data set to further strengthen methodology, targeting and delivery, and ensure we provide the correct fire safety intervention for each premises type.
- Restructure our fire safety department to meet the needs of the inspection programme.

Introduce a revised automatic fire alarm attendance policy

Due to historical levels of incidents which were found to be false alarms and following public consultation, last year we changed the way we respond to automatic fire alarms in certain premises during daytime hours. This year we intend to further reduce false alarms in some premises so that we are only called to genuine emergencies.

We will:

- Develop a domestic automatic fire alarm policy that ensures we share the right information with telecare providers and monitoring centres to reduce false alarms.
- Review our response arrangements for fire alarms in non-sleeping risk commercial premises during night-time hours.

Transform fire protection and business safety

Significant changes to fire safety and building control standards continue to change the way fire and rescue services and our partners work. The new Fire Safety Act 2021 and Fire Safety (England) Regulations 2022 have resulted in additional responsibilities for fire and rescue services, along with the requirement to take on a key role in the newly created Building Safety Regulator. To ensure, as a regulator, we remain well-placed to support those responsible for fire safety in buildings to keep people safe, we will continue to invest in and develop our protection services.

We will:

- Continue to implement the recommendations from the Grenfell Tower Inquiry and support fire safety improvements, primarily in high rise residential buildings.
- Scope digital solutions to streamline the working practises of our fire safety inspectors, improve the flow of information with partners organisations and make more efficient and effective use of resources.

Responding to fires and other emergencies quickly and competently

Lancashire Fire and Rescue Service strives to deliver the highest standards of operational response to a wide range of incidents by continuously planning, preparing and training for incidents. Risks in communities are changing and the types of emergencies we attend are increasingly varied. We constantly review our approach to providing and deploying resources to ensure we respond with the right appliances, skills, and equipment to deal with any incident safely.

Implement our emergency cover review

Periodically we review the locations, numbers and types of fire stations and appliances against community risks and incident levels across the county. We then propose ways to improve how we respond to emergencies and ensure that we are well equipped to respond to future challenges. Following an emergency cover review (ECR) in 2022, several improvements were approved by the Lancashire Combined Fire Authority and will be implemented during the period 2023-2025.

1. Review emergency cover in Preston

Preston Fire Station is an old and inefficient station in need of modernisation, and has been identified for redevelopment. We intend to create a new, modern station either in the same place or another location that serves both our staff and the local community well.

We will:

- Review emergency cover across the Preston area and explore options to replace or relocate Preston Fire Station.

2. Introduce more resilient and flexible crewing arrangements

The introduction of a more flexible wholetime crewing system and replacement of the day crewing plus system at some stations will provide greater resilience across the Service and more flexibility for individuals.

We will:

- Introduce a more flexible wholetime crewing system and replace the day crewing plus duty system at Skelmersdale, Morecambe and Fleetwood fire stations.

3. Optimise emergency cover through dynamic cover software

Dynamic cover software provides operators with visual data on community risks and emergency cover in real-time to inform decision-making on how best to deploy resources. This innovative software will assist us with positioning firefighters and appliances dynamically and with greater precision to improve emergency cover and response times, particularly during periods of high demand.

We will:

- Introduce dynamic cover software to deploy resources more effectively and efficiently across Lancashire.

4. Strengthen our response to climate change emergencies

Our climate change operational response plan aims to address the increasing threat of flooding and wildfires, lessen the impacts on communities and public services, and improve firefighter safety when dealing with these emergencies. Strengthening our response to these types of incidents was a key feature of our emergency cover review.

We will:

- Expand on existing research into all-wheel-drive appliances suitable for off-road travel to address the challenges posed by flooding and wildfires.
- Trial these appliances over the course of the emergency cover review period in areas of the county at high risk of flooding and wildfires.
- Introduce specialist flood water incident managers to support large-scale flooding incidents and two tactical advisors who will form part of national fire and rescue resilience arrangements.

5. Strengthen firefighting and rescue capabilities in high-rise and commercial buildings

In response to the tragic Grenfell Tower fire and the increasing numbers of high-rise buildings in Lancashire, we intend to strengthen our response to tall building risk. Current capability includes four aerial ladder platforms (ALPs) with hydraulic ladders capable of extending 32 metres in height from which water can be deployed onto a fire. We also have two 16 metre water towers which can penetrate slates, tiles, and other building materials at height to inject large volumes of water onto a fire within a building.

We will:

- Complete the procurement and introduction of a 45 metre ALP, our highest reach aerial capability to date, to replace the existing appliance at Preston.
- Complete the procurement and introduction of two additional water towers, with increased reach of 20 metres, into our fleet.

6. Broaden on-call firefighting capabilities to strengthen operational response

Lancashire has 32 fire appliances crewed by on-call firefighters, who often have another job outside Lancashire Fire and Rescue Service. They are trained to deal

with a wide range of incidents and work alongside wholetime firefighters, responding to emergencies in their communities from home or work. Broadening the range of skills and knowledge among on-call crews will strengthen operational response and resilience.

We will:

- Invest in training on-call firefighters at Hyndburn and Morecambe fire stations to drive aerial ladder platforms.
- Create a dedicated leadership role to support the on-call duty system and deliver improvements in recruitment, retention, and fire engine availability.

Invest in our training centre

We remain committed to ensuring that our people have the best equipment and training available to deliver quality services now and in the future. This year work continues on a programme of significant, long-term investment in improvements as we review training props. Training props allow firefighters to learn in a realistic and safe environment, giving them the opportunity to prepare for multiple scenarios.

We will:

- Invest in improvements to our working at height rope and rescue training prop.
- Assess wider options to enhance existing training facilities at our training centre in Chorley including a review of estate and provision.

Build four new drill towers

As part of a service-wide programme to replace drill towers at fire stations, site investigations, construction design services, and planning consent have progressed for the next phase of replacement work.

We will:

- Begin construction and complete the replacement of four drill towers in line with our service-wide programme.

Invest in our fleet

Incident command units are critical to how we manage complex or large-scale emergencies. We are investing in new units with superior technology and systems that will lead to more effective incident management in the future.

We will:

- Continue work to replace two large incident command units, explore the use of a small unit to manage smaller incidents, and introduce new command software.

Implement operational learning in response to national events

Operational learning drives improvement and our ability to adapt to emerging risks in communities. Rigorous review of how we prepare for, respond to, and learn from incidents, including national events, is vital to ensure firefighter safety and an effective emergency response.

We will:

- Prepare to deliver training resulting from the Manchester Arena Inquiry.

Delivering value for money in how we use our resources

We aim to use our resources efficiently to provide the best possible fire and rescue service for the people of Lancashire and to ensure the Service is affordable, now and in the future. Continuous learning and innovation, with a particular focus on digital transformation, drives efficiencies and wherever possible we re-invest savings into frontline activity.

Review productivity and efficiency

Through continuous learning, review, and innovation we seek to understand and deliver activities that increase efficiency and productivity. This enables the Service to invest savings and resources in frontline activity that delivers long-term improvements and value for money.

We will:

- Produce a productivity and efficiency plan, setting out our direction of travel towards delivering cashable and non-cashable efficiencies, focussing on innovation and digital transformation.

- Review the structure and delivery of our training and operational review department to enable more agile working to meet the needs of multiple crewing models, in particular on-call.
- Improve the monitoring of staff working hours including the implementation of a time recording tool within our employee self-service system, MiPlace.
- Ensure value for money through collaboration with other fire and rescue services on procurement and the use of regional and national procurement frameworks wherever possible.

Replace performance and analysis software

Using incident intelligence and data to drive prevention activities is at the core of our strategy to prevent fires and other emergencies, and it is a priority to ensure our workforce has easy access to information relevant to their role. We intend to replace the software we currently use for data analysis and performance reporting.

We will:

- Install a new software system which is fit for future needs and supports effective corporate intelligence.

Collaborate with other public services

Effective partnerships with other organisations enable the Service to identify and support people who are at higher risk from fire, safeguard the most vulnerable people in society, and deliver improved services to the public. Through our Blue Light Collaboration Board with Lancashire Constabulary and North West Ambulance Service, we have identified a programme of collaboration opportunities.

We will:

- Review how we manage, train, and collaborate with Lancashire Constabulary in relation to missing persons searches to improve the quality of service provided to communities.
- Work with our partners to understand land and property across the board in terms of any potential for shared space.
- Trial non-operational staff being voluntary first responders from the workplace for life threatening emergencies until the arrival of an ambulance.
- Explore opportunities for shared leadership development with partners.
- Establish potential collaborative use of planned new command support units.
- Effectively monitor, review, and evaluate the benefits and outcomes of collaboration activity.

Install CCTV on fire engines and other service vehicles

The purpose of installing CCTV on fire engines and other service vehicles is to increase firefighter safety while they protect communities, and reduce costs associated with vehicle collisions.

We will:

- Expand the installation of CCTV on fire engines and other vehicles across the Service following a successful trial last year.

DRAFT

Measuring progress

To ensure we are effective, efficient and provide value for money, we use a range of targets aligned to our priorities to measure performance. These are known as key performance indicators (KPIs) and are quantifiable measures used to evaluate success in meeting our objectives.

Performance against our KIPs is scrutinised by the Lancashire Combined Fire Authority and published in Measuring Progress reports, which are available on our website. We also use local indicators to monitor trends and changes in activity and risk, which help us to plan local activities and allocate resources accordingly. At the end of the year, an annual service report is produced.

KPI 1 Valuing our people so 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 – green book

1.3.1   Workforce diversity

1.3.2   Workforce diversity recruited

1.4   Staff accidents

KPI 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 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

2.8   Numbers of other prevention activities such as Childsafe / wasted lives etc

2.9   Fire safety enforcement (including business FSC)

2.10   Building regulation consultations (number and completed on time)

KPI 3 Responding to fires and other emergencies quickly and competently

3.1   Critical fire response – 1st fire engine attendance

3.2   Critical special service response – 1st 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

KPI 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

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Lancashire Fire
and Rescue Service

2022-2023

Strategic Assessment
of Risk

making Lancashire **safer**

Contents

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Glossary of Abbreviations

ADF	**Accidental Dwelling Fire**
BME	**Black or Minority Ethnic groups**
CBRNE	**Chemical, Biological, Radiological, Nuclear and Explosives**
CFA	**Combined Fire Authority**
CFRMIS	**Community Fire Risk Management Information System**
COMAH	**Control of Major Accident Hazards**
CRMP	**Community Risk Management Plan**
CRR	**Community Risk Register**
FRS's	**Fire and Rescue Services**
GIS	**Geographic Information System**
Hazmat	**Hazardous Materials**
IMD	**Indices of Multiple Deprivation**
IRS	**Incident Recording System**
LFRS	**Lancashire Fire and Rescue Service**
LRF	**Lancashire Resilience Forum**
LSOA's	**Lower-layer Super Output Areas**
MOU	**Memorandum of Understanding**
MTA	**Marauding Terrorist Attack**
NOG	**National Operational Guidance**
NRR	**National Risk Register**
NWAS	**North West Ambulance Service**
RTC	**Road Traffic Collision**
SAoR	**Strategic Assessment of Risk**

4

Executive Summary

This is the sixth edition of Lancashire Fire and Rescue Service's (LFRS) 'Strategic Assessment of Risk' (SAoR).

The assessment seeks to underpin our Community Risk Management Plan (CRMP) by ensuring that risk management drives decision-making within LFRS.

Having firstly described the statutory responsibilities placed upon LFRS and the Combined Fire Authority (CFA) committee structure in section 1, the document then aims to detail across several areas of risk pertinent to the county of Lancashire.

The About Lancashire section explores 'population and demographics, district make-up, deprivation and health'. Information is provided on population density across the 14 districts that make up Lancashire, in addition to clarification on aspects of ethnicity, religion and work-day populations. The chapter highlights the relevance of aspects of deprivation within Lancashire, not least the prevalence of fuel poverty across an ageing population profile; one which statistically looks to continue to increase significantly in age terms over the next fifteen years at least. The combination of such factors poses risks to members of the communities we serve and hence it is incumbent upon us to be aware of their changing needs and the potential for increased risk in areas traditionally seen as low risk.

The next section, national and local risk concentrates on risk profiles raised as high risk by a national risk assessment and more locally by our local resilience forum (LRF). The national risk assessment is a yearly process intended to identify, characterise, and compare all the major hazards and threats of national significance that may cause widespread impacts in the UK on a five-year horizon. It involves a large multi-agency process that allows ranking risks based on the likelihood and impact of the "reasonable worst-case scenario". It provides a national picture of the risks we face and is designed to complement local risk assessments produced by the LRF.

The LRF considers the national issues alongside the local risk context, identifying the risks such as new issues or highlight situations where risk may be changing within the county. Each identified risk is then analysed and given a rating according to how likely the risk is to lead to an emergency and their potential impact on safety and security, health, economy, environment, and society. The LRF then evaluates the analysis and determines whether to include it in the community risk register, identifying where plans are needed, and arrangements required to deliver a multi-agency response.

Finally, we finish with a collation of our risk scores across our Response section which aims to illustrate via a risk matrix our most common responses and our

highest risks within the fire sector. This matrix is the product of our novel risk methodology, which has been designed to incorporate the frequency and trends of incident activity in Lancashire with consequences of the same activity. The methodology classifies pump-attended activity into one of 32 incident types and ranks these incidents based on a calculated risk score. Each incident type has a respective consequence score which is based on the average consequence score of seven categories determined by a panel of industry professionals. This score is combined with a likelihood score calculated using the average incident frequency for the previous three years. We apply a directional multiplier determined through statistical analysis of long-term incident data to this likelihood score to identify incident types which represent emerging or declining risk and impact their order in the overall risk ranking.

The methodology utilises the experience and knowledge of industry professionals with the robustness of data-driven statistical analysis to rank the majority of LFRS activity by the risk they pose and therefore establishes an appropriate position of response from the service in mitigating the impacts of these risks on communities in Lancashire.

Introduction

The Fire and Rescue National Framework identifies challenges that we have to deal with such as the continued threat of terrorism, the impacts of climate change, impacts of an ageing population and the need to cut the national deficit. In pursuit of our vision of 'Making Lancashire Safer', it is important that these wider challenges are understood to help us plan to achieve our strategic objectives in a more informed manner.

To address these challenges LFRS carry out a periodic assessment of risk to help us to consider the potential impact of external factors that may be a risk to our business. Where we identify risks, we need to act. This may be to actively mitigate the risk or simply to monitor it, and indeed there may be risks that we choose to accept and to take no action. Ultimately, we must satisfy ourselves through this strategic assessment of risk that there is no threat to our vision and that our strategic objectives are not compromised.

As a service we review our assessment of risk at least annually by analysing our external and internal operating environments as part of our corporate planning process. This edition of Lancashire's SAoR document aims to highlight the risks we face and describes how we intend to deal with them. The information is based on current and historical risk data which is presented to inform our plans and strategies both now and in the future. This SAoR underpins our corporate planning process and will strengthen our CRMP, which we have a statutory duty to provide. Whilst the CRMP summarises how, through planning, we consider fire and rescue related dangers that could affect our communities and how we aim to tackle them, the SAoR provides some of the detail on these risks to give context to our corporate planning process.

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

Lancashire Combined Fire Authority

The CFA is responsible for leading and supporting LFRS. The CFA has a membership of 25 elected councillors consisting of 19 from Lancashire County Council, 3 from Blackburn with Darwen Council and 3 from Blackpool Council. Under the Fire and Rescue Services Act 2004 the CFA is legally required to enforce fire safety legislation and to reduce the risk of fire causing death, severe injury and property related losses to the community.   It must also make provision for rescuing people in the event of road traffic collisions and for protecting people from serious harm arising from road traffic collisions in the Lancashire area.

The CFA is legally responsible for the enforcement of the Regulatory Reform 2005 (Fire Safety) Order which is applicable across England and Wales. This Order places the responsibility on individuals within an organisation to carry out risk assessments to identify, manage and reduce the risk of fire within public and commercial buildings.

The CFA governs LFRS, which is a designated Category 1 responder under the Civil Contingencies Act 2004. This Act requires emergency responders in England and Wales to co-operate in maintaining a public community risk register which is a product of the LRF. The LRF gives responders the opportunity to consult, collaborate and share information with each other to facilitate planning and response to emergencies.

The CFA meets five times a year with five sub committees, which report back to the authority, meeting separately throughout the year. The CFA makes key strategic decisions including setting the council tax precept, approving the budget requirement, and reviewing items referred for a decision by a sub-committee.

About Lancashire

We respond to the area of Lancashire, covering 3,076 sq. km and with a large resident population, the Lancashire-14 area is one of the most populous and urbanised localities in Britain, but still manages to be an area of astonishing diversity. The 2021 Census usual resident population figure for Lancashire-14 area was 1,531,200; all of whom we aim to target and serve. This represented an increase of 70,300 people or a population growth rate of 4.8% since the last census in 2011.

Our service is split into six districts, all with their own unique challenges and risks that influence our prevention, protection, and response activities locally. These districts are Central, Eastern, Northern, Pennine, Southern and Western.

There is much to be admired in the traditional townscapes, however with a broad range of building types from stone-built dwellings and mills, timber frame apartments and iconic heritage listed buildings, the risk of the built environment is large and ever changing.

Lancashire is well connected to bordering counties with an expansive range of transport networks, including five motorways and 5091.7km of road. Key railway lines, shipping ports and airports can also be found within the region. These provide rapid access for both north-south and east-west travel, making Lancashire and other parts of the region easily accessible for work and tourism.

There is something for everyone in Lancashire, with countryside, canals, 123-km of coastline and towns attracting 68.74 million visitors per year with staying visitors accounting for approximately 12% (8.22 million)[1].

Populous

In 2016 it was predicted that between 2016 – 2041 Lancashire's dwellings would increase by 7.3% to 674,107. In 2021, the whole Lancashire-14 area had a total dwelling stock of 692,404 of which 87.3% was owner occupied or privately rented. Lancashire's rise in dwellings has already surpassed the 2041 prediction just 6 years after it was made. This poses a risk to Lancashire, not only by increasing the dwellings we attend to but also impacts planning as the county continues to grow faster than estimated.

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[1] STEAM data 2018

The latest population projections, covering the period from 2018 to 2043, for the Lancashire 14 authority areas show that growth rates across the county are expected to have distinct differences.

For the Lancashire-14 area, a 7.2% increase is projected over the 25-year period, resulting in an expected population total of 1.606 million by 2043. These increases have been revised up from the previous projections. Chorley (17.8%), Fylde (16%), Ribble Valley (13.3%) and Rossendale (12.6%) are predicted increases above the England average. Blackburn with Darwen (1%), Blackpool (1.6%) and West Lancashire (3.8%) are predicted the lowest increases.

When carrying out further comparisons with predicted population levels by age group analysis shows that the number of children aged 0 to 15 will peak in 2022 and then decline. The working age population is predicted to peak in 2032 and the older population are predicted to continue to increase. Statistics show that there are significant increases in predicted population groups over the age of 65 that become greater still as the age range increases, with more in the 85 and over bracket each year as life expectancy increases over the period. The old age dependency ratio (number of people on state pension per 1,000 people of working age), is predicted to increase in every district over the period of the projection, with Wyre seeing the largest increase from 489 in 2018 to 630 in 2043.

The growing number of people aged over 65 and above presents significant challenges not only for LFRS, but also for our partners as demand increases for services. To address this LFRS works collaboratively with partners to identify and support the most vulnerable individuals within our communities.

The 2021 census recorded:

- That across the 14 Lancashire Districts there were 90,590 (17.2%) of households with an adult living alone aged 65 or over.

- 17.42% of all households in Fylde and 17.40% of all households in Wyre had one person in this age-group, which are amongst the highest rates in England and Wales.

- An average life expectancy for males is 78.5 and for females 82.2 years old.

Living alone may not necessarily affect an individual's fire risk; however, living alone combined with specific demographic characteristics can do so. Age, mental health, physical wellbeing and living environments can all play a part in contributing to an individual's circumstances for them to be considered at a higher risk of death or injury caused by fire.

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From the 2021 Census, the largest ethnic group was white (88.9%). The black and minority ethnic (BME) group formed 11.1% of the population. Numerically, there were almost 136,756 black and minority ethnic people living in Lancashire.

Deprivation

Deprivation is measured across England through the combined index of multiple deprivation 2019 (IMD 2019) which is the official measure of relative deprivation for small areas known as lower-level super output areas (LSOAs) in England.

Since 2015, all of the Lancashire-14 authorities have become relatively more deprived on the IMD rank of average rank measure, apart from Chorley, West Lancashire and Ribble Valley. Preston has the greatest percentile change, -6%. Burnley and Hyndburn are both in the most deprived 10% of the lower-tier local authorities within England on the IMD rank of average rank measure, Pendle and Preston are both in the most deprived 20%. In contrast, Ribble Valley is in the least deprived 20% in England. Blackpool unitary authority is ranked as the most deprived lower-tier local authority in England on the IMD rank of average rank measure, plus seven other measures, including income, health, local concentration and the percentage of people employment deprived. Blackburn with Darwen is also in the most deprived 10% in England.

Lancaster joins Burnley, Hyndburn, Pendle and Preston in the 20% most deprived areas in England for the health deprivation and disability rank of average rank measure and the living environment rank of average rank measure.

A new fuel poverty metric Low Income Low Energy Efficiency (LILEE) indicator considers a household to be fuel poor if:

- it is living in a property with an energy efficiency rating of band D, E, F or G as determined by the most up-to-date Fuel Poverty Energy Efficiency Rating (FPEER) Methodology; and

- its disposable income (income after housing costs (AHC) and energy needs) would be below the poverty line.

The 2020 fuel poverty statistics indicate that 14.2% of households were fuel poor in the Lancashire-14 area compared to the national average of 13.2% (an increase from 12.6% of households in 2018).

Pendle (17.3%), Burnley (16.4%), Blackburn with Darwen (16.4%) and Blackpool (16.3%) had the highest proportion of fuel poverty in the Lancashire-14 area. South Ribble (10.8%) and Fylde (11.2%) had the lowest proportion of fuel poor households.

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Infrastructure

There is a wide range of infrastructure risk within Lancashire including reservoirs and dams, wind turbines, ports, and rail networks.

There are over 100 registered dams and reservoirs in Lancashire owned by United Utilities and private owners. The Civil Contingencies Act 2004 requires category 1 responders such as LFRS to have plans in place to respond to all emergencies including flooding. Due to the vast amount of water reservoirs can hold, they have been identified as high risk and so a multi-agency reservoir plan has been developed.

Moreover, Lancashire currently has 16 onshore windfarms in operation hosting a total of 80 wind turbines. Wind turbines present an assortment of risks; the remote locations of many of the turbines can mean that travel time to the areas can increase the likelihood of fire spread. The height, location and construction of the turbines can make them prone to lighting strikes, and as the turbine-supporting tower structure may be over 100m high, if people are trapped rescue operations may prove to be very difficult.

Furthermore, Lancashire has three ports, situated in Heysham, Fleetwood and Glasson Dock. There are also several other maritime related sites which service leisure craft such as Preston Docks. The largest port is Heysham which is a deep berth port capable of handling some of the world's largest vessels. It is served by a railway station and the recently constructed £140m M6 Bay Gateway link road. The port is a key gateway for Irish Sea trade and is attracting significant investment including a £10m improvement programme. Its proximity to gas fields and the world's largest offshore wind farm (Walney Extension) has also influenced the type of goods being handled & services offered.

Lancashire is also the home to 62 railway stations operating over 200 miles of track in Lancashire. These range from busy commuter stations such as Preston and Lancaster situated on the West Coast Mainline, to smaller stations (some unmanned) located in rural areas. Lancashire is also part host to a heritage rail line, the East Lancashire Railway, which runs from Rawtenstall on a 12 mile stretch to Heywood in Greater Manchester.

In addition to the rail network, Lancashire has an 11-mile tram system that operates from Starr Gate in Blackpool to Fleetwood in the Wyre district. Part of this network is a 'shared space zone'; this is a new urban design approach reducing demarcation between trams, vehicles, and pedestrians, with some kerbs and traffic signs removed to produce a more open space.

Built environment

In the past few years, Lancashire has seen the emergence of newer forms of construction, using more modern construction materials. Timber framed buildings is just one form of construction method that is growing in popularity due to the ease and speed of construction along with the lower build costs, and although once completed they adhere to stringent building and fire safety regulations, they pose several significant risks when in the construction phase in addition to the economic cost as a result of fire.

New building materials are being developed that present better value for money and reliability in terms of lower maintenance or replacement costs, however some of these poses significant risk. One such risk that Lancashire has experienced is the emergence of composite fencing and decking materials (made from recycled materials including plastic). Although some of these materials have suitable fire suppression characteristics, some do not, and it is these that have seen incidents escalate rapidly and damage, because of fire, increase significantly, the most recent example occurring in Blackburn in May 2021. Ongoing work is taking place to identify ways of mitigating the risk to prevent such significant fires occurring again.

This is all in addition to the ongoing work around high-rise and high-risk residential premises in the wake of the Grenfell Tower fire in 2017 and other work to ensure the safety of all high-risk commercial properties within Lancashire. More detailed information about the built environment risk can be found within our protection and business safety strategy.

Technology

Electric vehicles and bulk/battery energy storage systems (BESS)

Following the growth in the use of lithium-Ion batteries in vehicles, commercial settings and in domestic environments, FRSs across the UK have subsequently seen an increase in attendance at incidents involving this ever-growing list of applications. Lithium-Ion batteries are, in most cases, a safe and stable means of providing energy, with charging and discharge controlled by a battery management system (BMS), which prevents over charging and associated overheating of the battery.

If the battery overheats because of failure of the BMS, there is a risk that the temperature will reach a level where the structure of the battery breaks down and this leads to thermal runaway, the production of a range of toxic gases, which is potentially flammable and explosive in nature. Lithium-ion batteries power many products such as mobile phones and laptops, but over recent years larger more powerful batteries have evolved and are now the power source in electric cars.

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In the renewable energy environment, energy generated by solar, wind, biogas and other sources is increasingly being stored in lithium-ion battery solutions. In the commercial environment this can be in the form of a battery energy storage system (BESS) such as the one located in Preston.

Typically, these are housed in a bank of what looks like shipping containers. A fire at one of these sites in Merseyside proved to be very challenging with no staff on site, and extinguishing the fire took several days.

In the domestic world, modern solar panels are increasingly linked to a domestic battery, often called a "Powerwall". These will also be problematic in the same way as BESS sites and FRS's will not have any prior information on the presence of these in houses.

As the proliferation of alternative energy sources and energy storage increase, we are likely to attend more incidents involving Lithium-Ion batteries.

Wildfire incidents

The impact of climate change is also having a detrimental impact on the frequency and severity of wildfires, this includes changes in the timing of when wildfires occur and subsequently the materials that burn. We are starting to see the wildfire season extend into the summer months, in addition to the late spring season, which is having a significant impact on the ability of LFRS to extinguish wildfires using conventional methods. Early season wildfires generally involve surface fuels (e.g., Molinia grasses and heathers) as these are dryer than the cold, damp materials below the surface, which are generally managed by conventional wildfire equipment. As wildfires are becoming more frequent in the summer months these create more challenging conditions as it is not only the surface fuels that burn but the sub-surface fuels too.

In response, LFRS continues to invest in the technological development of its wildfire response capability by introducing specialist burns teams and equipment, as well as working more closely with private and public sector organisations in the development, or adaptation, of existing agricultural equipment to improve our wildfire firefighting capability (e.g., farm vehicles with umbilical systems that provide long distance water delivery and suppression capabilities). We are also developing our understanding and use of digital technology that can assist in the management and forecasting of wildfire behaviour such as online forecasting models and satellite imaging technology. The continued use of our existing drone capability supports the management of wildfire incidents, and the investment of a new water bowser and two hagglund vehicles has increased our capability, not only for wildfire incidents, but also our response to other incidents.

Health

The health and wellbeing of the people of Lancashire can be linked to lifestyle and behavioural factors but can also be linked to a wide variety of social, economic, and environmental factors such as poverty, deprivation, housing, environment, or ethnicity. All these factors can heighten the risk of individuals being more susceptible to requiring assistance from the emergency services.

The health of people in Lancashire varies when compared to England. Within the county there are wide differences between the most and least deprived areas. Blackpool (53.5 years) has the lowest male Healthy Life Expectancy (HLE)[2] in England; Blackburn with Darwen (58.8 years) is also one of the lowest. Both are significantly worse than England. Blackpool (54.3 years) and Blackburn with Darwen (59.3 years) also have amongst the lowest HLE expectancy for females, with Blackpool having the lowest in England.

When looking at life expectancy at birth for men, at a district level, only Ribble Valley (81.0 years) has a significantly better male Life Expectancy when compared to England (79.4). Burnley (75.7), Hyndburn (76.6), Preston (76.7), Wyre (77.8), Rossendale (77.9), Pendle (78.0) and Lancaster (78.5) are all significantly worse. At district level, the Life Expectancy for females are significantly worse than England (83.1) for Burnley (80.3), Preston (80.5), Hyndburn (80.8), Rossendale (81.2), Pendle (81.5), Chorley (81.9), Lancaster (82.2) and Wyre (82.3).

These inequalities can often begin in childhood and the health of children and young people is of paramount importance; ensuring healthy development into adulthood is vital. The most recent published figures (2018-20) show that Lancashire-12 area's infant mortality rate (3.8) is similar to the England rate (3.9). Blackburn with Darwen's (4.1) and Blackpool's (5.4) infant mortality rate are both higher than the England rate.

The 2019/20 National Child Measurement Programme (NCMP) shows in Lancashire-12 that 25.0% of reception-age children are overweight or obese (excess weight), which is significantly higher than England (23.0%). For Blackpool over a quarter (28.6%) and Blackburn with Darwen 22.1% of reception-age children are overweight or obese. For year 6 children in Lancashire-12, 35.3% are overweight or obese, which is similar to England (35.2%). Blackpool (41.5%) is also significantly higher and Blackburn with Darwen (36.6%) is similar. Trend line analysis indicates that excess weight prevalence increases as children move from reception age to year 6.

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[2] HLE indicates the amount of time a person will live in good health (rather than with a disability or in poor health)

The Active Lives Survey (2020/21) estimates that 66.6% of the adult population (18+ years) in Lancashire-12 and 70.5% in Blackpool are classed as overweight or obese, significantly above the England estimate of 63.5%. For Blackburn with Darwen 63.6% are overweight or obese, similar to England.

There are issues across the county around unintentional injuries and hospital admissions.

The health of adults in the county is mixed; prevalence and incidence rates for many long-term conditions varies (although this may be indicative of effective screening in some districts) and residents in the more deprived areas of Lancashire tend to have higher levels of premature and overall mortality from these conditions. Obesity and overweight rates for adults in Lancashire are significantly higher compared to England (66.6% and 63.5% respectively). Again, national trends indicate an increase overall in the numbers who are obese or overweight and it is expected the rates in Lancashire will also rise. Physical activity levels for adults are also low, although similar to England, and increasing these can be beneficial for health.

There are issues around mental health and wellbeing, with residents in the most deprived areas of Lancashire nearly twice as likely to have mental health problems compared to those in the least deprived areas. This includes common mental health issues such as depression and anxiety, and more severe disorders such as schizophrenia. Nationally, it has been recognised that the Covid-19 pandemic has contributed to a downturn in good mental health.

The wider impacts of the Covid-19 pandemic are being measured and reported by the Office for Health Improvements and Disparities (OHID). The profile for Lancashire can be accessed from the OHID website.

Adult social care is an important function of the county council, particularly with the expected rise in the older population. There are many factors which can influence whether an individual accesses social care including living arrangements and health status. In Lancashire, more people aged over-65 live alone compared to England and are more likely to have a limiting long-term illness or disability, requiring adult care services, a figure which is likely to increase. There are high numbers of people providing unpaid care in Lancashire and this is expected to increase as more people with complex social and health care needs require support in the future.

Increasing social capital and social participation can increase people's resilience to the negative effects of ill health and a move towards more asset-based community services may provide a way improve and protect the health of residents in the more deprived areas.

The percentage of people aged 16 years and over and classed as long-term sick or disabled in the 2021 Census was 4.64% in Lancashire compared to 4.07% as an average in England.

The national average for people with limiting long-term illness from the 2011 Census is 8.5%, however Lancashire is above the national average with 10.3%.

Common factors present during Accidental Dwelling Fire's.	The 7 determinants covered during Safe & Well visits.
Physical and mental health	Falls prevention.
Hoarding	Social isolation
Substance misuse and/or alcohol	Living with dementia
Smoking	Diabetes
Elderly	Healthy homes/ winter pressures
Lone person	Home security/ arson vulnerability
	Mental health

Historical Data

The national incident recording system was introduced by the Department for Communities and Local Government in 2009, with the requirement that all FRSs record operational data using a standardised data collection mechanism. This has allowed unprecedented insight and analysis to be carried out at a national level, as well as presenting FRSs with the ability to greatly enhance data-led decision making.

During the thirteen years in which IRS has been in operation, incident levels within LFRS have reduced by 5%, which equates to approximately 980 incidents. This reduction in activity is evident across most incident types, with false alarms reducing by 6%, secondary fires by 30% and primary fires, which are the most significant type of fire, have reduced by 38% within the same timeframe. However, special service incidents have increased by 92%, mainly due to the adoption of undertaking gaining entry incidents on behalf of the ambulance service.
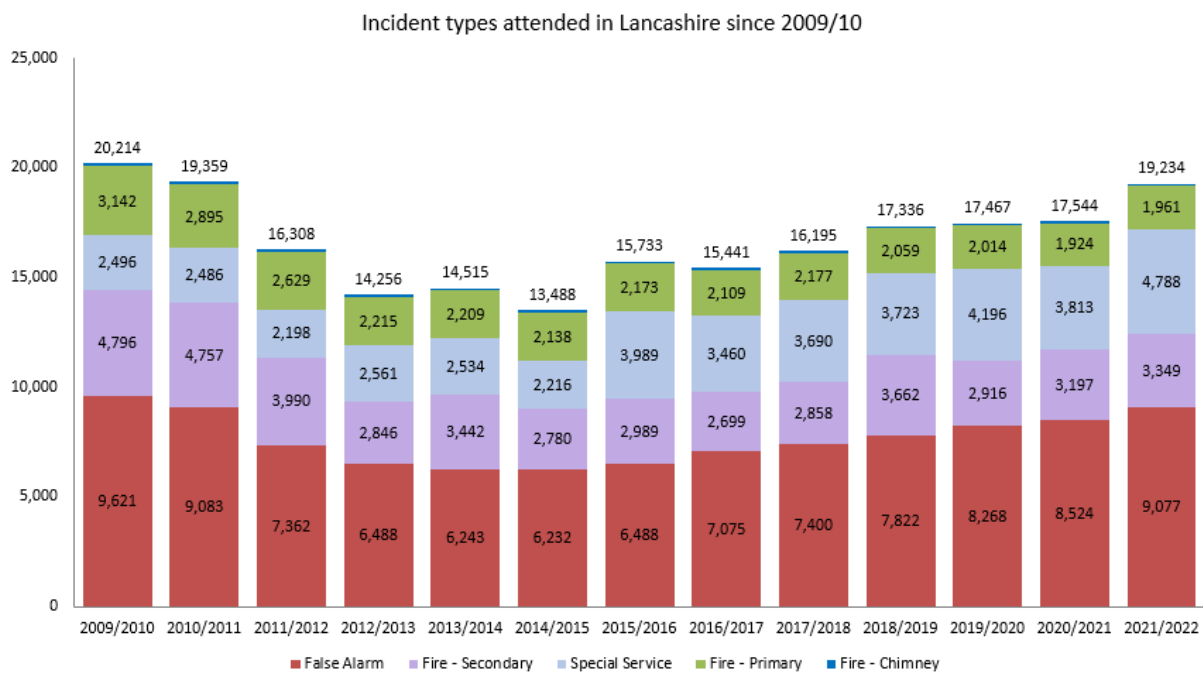
Incident types attended in Lancashire since 2009/10

Figure 1: Chart showing incident types attended in Lancashire since 2009/10

Injuries and fatalities

The introduction of IRS has allowed FRSs to record additional granularity and data on victims at operational incidents. Within the last thirteen years, injuries at fires have reduced by 25%, with the number of people receiving first aid and precautionary checks reducing by 15%. Last year, there were 331 injuries resulting from fire, with 17% requiring a hospital visit. Unfortunately, last year saw ten fatalities in fires.

A large rise in the recording of victims from special service incidents has been witnessed over the previous thirteen years. Recordings of injuries have risen by 115%, with fatalities rising by 46%. Whilst in the past many of these have occurred in RTCs, they are now mainly recorded as a result of providing support or assistance to other agencies, mainly in affecting entry to domestic premises.

The additional granularity and data recorded on victims as a result of the introduction of IRS has enabled greater analysis and insight to be obtained. This has led to the introduction of more tailored and targeted campaigns and initiatives through data-led decision making. Of all the accidental dwelling fires, 56% started in the kitchen last year. Of these incidents, the most common correlation was the negligent use of a cooking appliance. Due to this, home fire safety checks and safe and well visits place an added emphasis on kitchen or cooking safety.
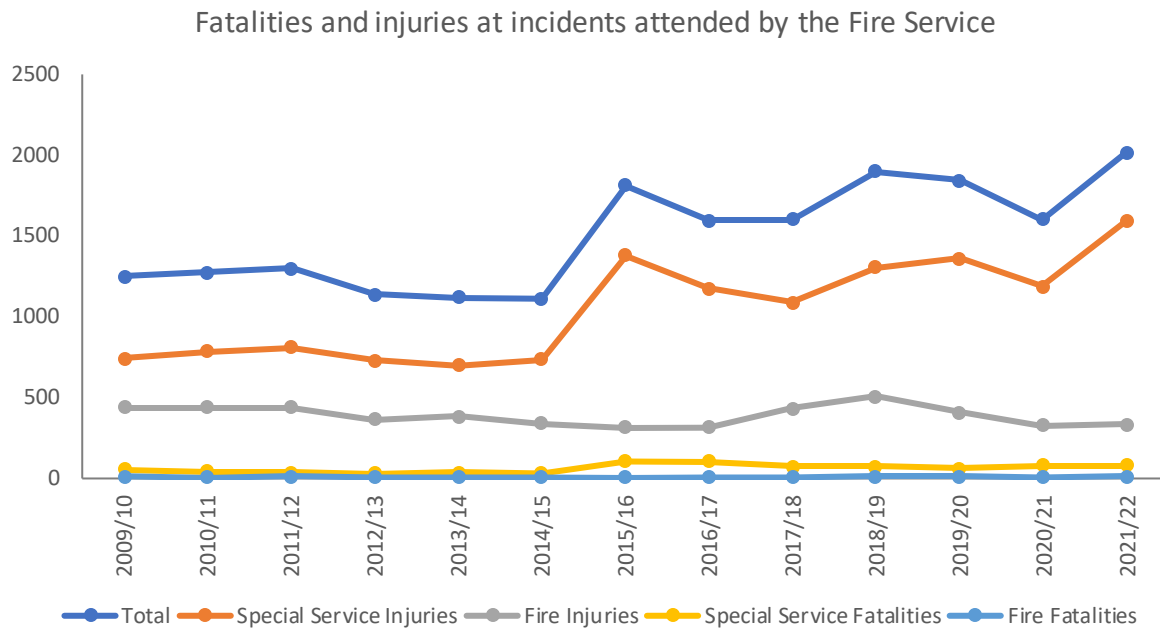
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Fatalities and injuries at incidents attended by the Fire Service

Figure 2: Chart showing fatalities and injuries at incidents attended by the Fire Service since 2009/10

Resource to risk

LFRS aims to allocate resources to risk, providing the most effective and efficient service and value for money to the people of Lancashire. Our offering is based around prevention, protection and response arrangements which are all tailored to current and emerging risks and applied proportionately to maintain risk at levels that are as low as reasonably practicable.

We aim to primarily prevent fires and other emergencies from happening. We allocate resources through our prevention and protection teams, supported by operational crews and partner agencies to educate inform and advise our diverse communities.

When incidents occur, we operate a range of operational crewing systems both wholetime and on-call. This allows us to allocate resources effectively based on the risk associated with geographical areas within Lancashire. To maintain a highly trained operational provision we are supported by our service training centre, which incorporates specialist training facilities and highly skilled and accredited instructors.

The heat map below shows the location of our fire stations mapped against overall incident activity levels. The areas of lowest demand are represented by the light green shading and moves through darker green, to amber to red to display the areas of our highest demand. Many of our stations are in areas of high activity, but we also

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have stations where incident levels are comparatively lower, but the impact of fires and other emergencies could be significant.
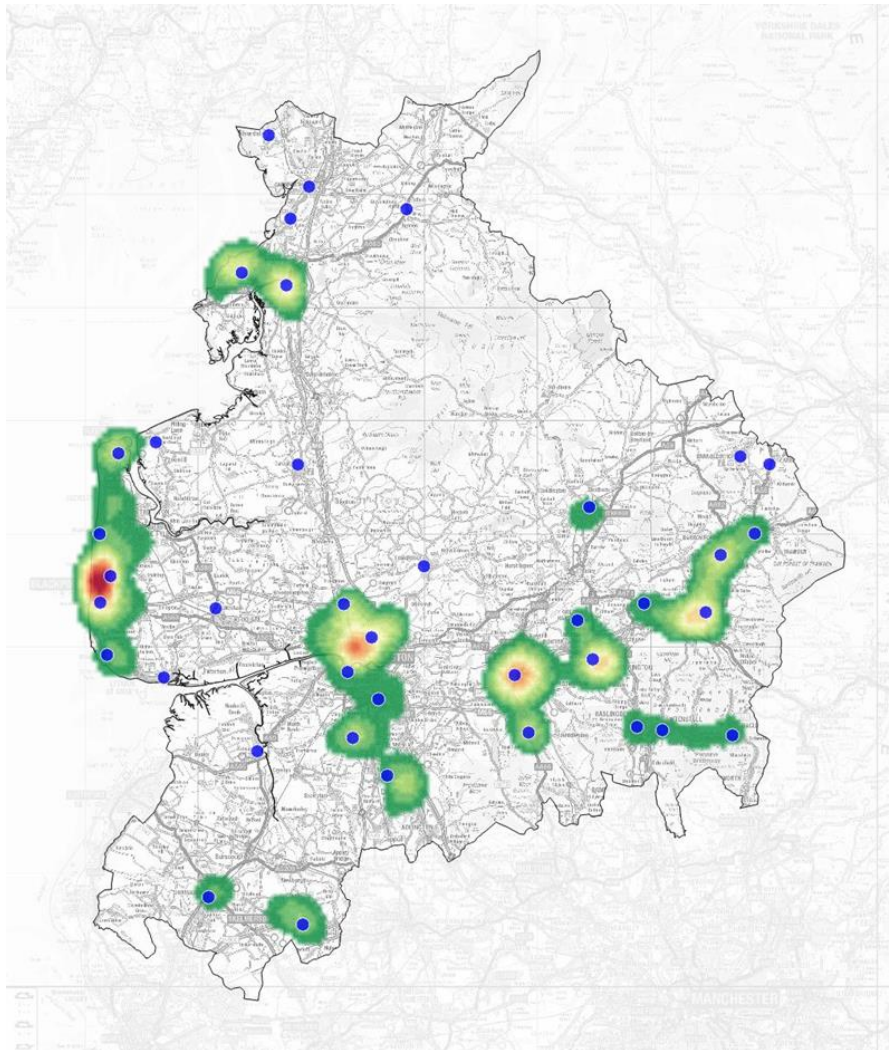
Figure 3: Heat map showing centres of high incident activity across Lancashire and location of Fire Stations

National and local risks

The National Risk Register (NRR) of Civil Emergencies 2020 provides a government assessment of the likelihood and potential impact of a range civil emergency risks.

The risks are thematically grouped to bring together risks that share similar risk exposure and require similar capabilities to prepare mitigate and respond. The thematic groups and most pertinent risks identified by the NRR for LFRS are:

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Environmental Hazards	Human and animal health	Major Incidents	Societal Risks	Malicious Attacks	Risks occurring overseas.
Flooding	Human diseases	Widespread electricity failure	Industrial action	Attacks on publicly accessible locations	Risks occurring overseas.
Severe weather	Animal diseases	System failure	Widespread public disorder	Attacks on transport systems	
Severe space weather	Antimicrobial resistance	Major transport accidents		Attacks on infrastructure	
Poor Air Quality		Industrial accidents		Chemical, biological, radiological and nuclear attacks	
Earthquakes		Major Fires		Cyber attacks	
				Disinformation	

A full breakdown can be found on the UK government website

The Lancashire Risk register produced by the LRF provides information on emergencies that are foreseeable within the county of Lancashire. The highest risks identified can be seen below:

- Large toxic chemical release

- Influenza type disease (pandemic)

- Local coastal tidal flooding (more than one region)

- Local coastal tidal flooding (one region)

- Local urban flooding (fluvial or surface water run off)

- CBRN attack - unenclosed urban area (nuclear)

- CBRN attack - unenclosed urban area (chemical)

- Aviation incident

- Rail networks incidents

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Further information can be found on the [Stay In The Know website](#)

To ensure that LFRS are prepared for any national or local events we work in partnership with the LRF to train and exercise for foreseeable events and have robust business continuity planning to ensure we can still fulfil our statutory duties.

13/16 agreements - LFRS has 'memorandum of understanding' (MOU) arrangements in place with its regional and neighbouring FRS in terms of reinforcement schemes to ensure serious emergencies are attended in an efficient and effective manner. This also includes specialist functions such as rope rescue.

Lancashire Fire and Rescue Service - Risk assessment methodology

The below assessment of risk was applied to 32 different incident types which cover the main incident types that we respond to as a Fire and Rescue Service and covered by National Operational Guidance (NOG). The purpose of the methodology is to develop and utilise a reliable model that can be applied equally across all incident types whilst considering the likelihood, consequence, and emerging and declining risk. The model uses single source reliable data (IRS), coupled with sector competent professional judgement.

Likelihood (risk)

Our likelihood calculation is based upon incidents historically attended over the previous three calendar years and the categorisation can be seen below:

Table 1: Likelihood score calculation.

Likelihood class	Likelihood Score	Frequency	Frequency definition
High	5	365 or more	At least once per day
Medium high	4	52-364	At least once a week but less than once a day
Medium	3	12-51	At least once a month but less than once a week
Medium low	2	1-11	At least once a year but less than once a month
Low	1	Less than 1	Less than once a year

After the frequency has been calculated a directional multiplier is applied as to whether the incident type is emerging or declining and an overall likelihood – direction score is generated.

Consequence score

The consequence score is derived as the average score from our seven consequence categories. These scores have had professional judgement applied from sector competent persons and each category individually scored from1-5.

Table 2: Consequence categories

Category	Definition
Loss of life	this reflects the loss of life consequences of an event occurring.
Injury	this reflects the potential casualties of an event.
Economic	this reflects the economic impact of an event.
Environmental	the reflects the environmental damage caused by an event.
Societal	this reflects the impact on societal function caused by an event.
Political	this reflects the impact of an event on the image of the service.
Personnel	this reflects the impact of an event on staff within the service.

The total risk score is then calculated as can be seen below:
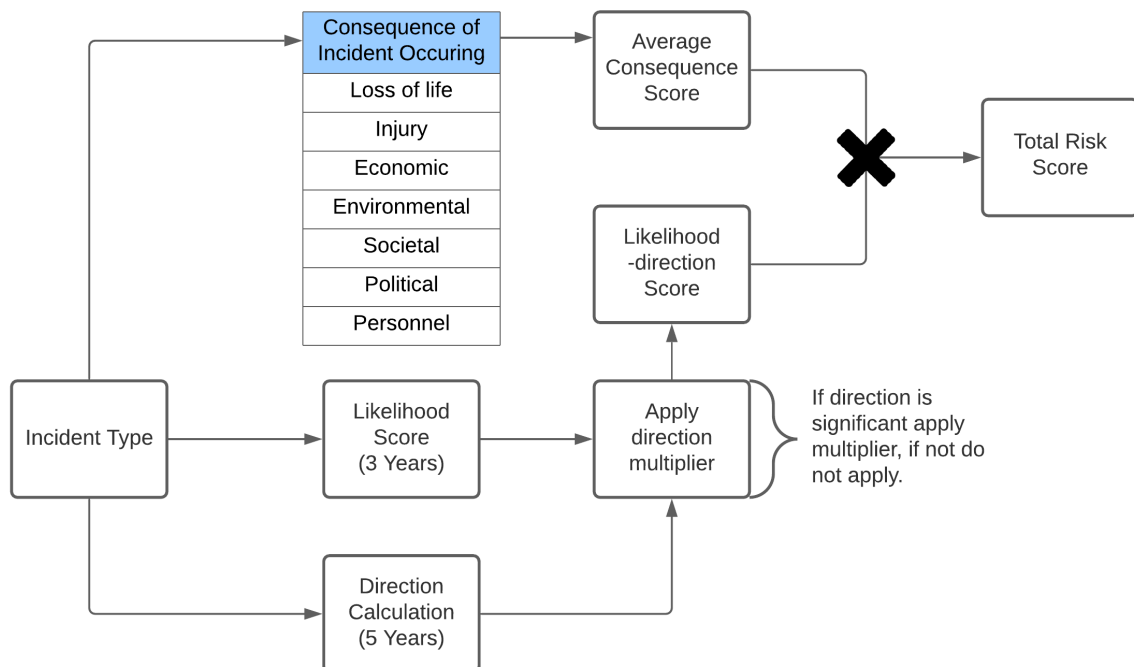
Figure 4: Total risk score calculation flow chart

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To support our findings and to deliver our services effectively we also utilise many other data sources and tools that can be seen below:

National Risk Register (NRR)	The NRR is an assessment of the key risks that have the potential to cause disruption in the UK.
Census	The census in the UK is a count of all people and households. The latest census in the UK was held on 21 March 2021. Top level results are now available..
Mosaic	Geodemographic segmentation data from Experian that classifies UK households into different geodemographic groups.
Incident Recording System (IRS)	The IRS is an electronic system for recording data at incidents. The system is operated by the Home Office and all fire services have a requirement to gather incident data.
Partner agencies	Consultation and working practices are shared between partner agencies that are linked in some way to our local risks.
Cadcorp SIS and Web Map Layers	Cadcorp SIS is a desktop geographic information system (GIS) used for spatial data analysis. Cadcorp Web Map Layers is a web-based GIS used to display spatial data.
Corvu	Corvus is is the Service's primary data extraction, combination and presentation tool.
Community Fire Risk Management Information System (CFRMIS)	CFRMIS is an electronic information system used to store and manage business fire safety and community safety data.
Local Resilience Forum (LRF) Community Risk Register (CRR)	The CRR provides information on emergencies that could occur and provides an assessment of how likely they are to happen and the impacts if they do.
Lancashire Insight	Lancashire specific data portal providing key statistical data regarding demographics, populous and health data.
District Intelligence Profiles and Plans	These identify risks that are perceived at a local level and help drive prevention, protection and response arrangements in localities.
Site Specific/ Operational Risk Information	This relates to information we gain during visits to high-risk premises, and which is then made available to crews when dealing with incidents.

Due to the extensive and detailed documentation that underpins the SAoR not all information has been placed within this document. Should more detailed information be required it can be made available upon request through Corporate Programme and Intelligence (internal) or via our website

Executive risk assessment summary

Based on our risk assessment methodology, all incident categories have been scored. The highest risk incident types can be seen below. The highest risk incident

types have been recorded within the Community Risk Management Plan (2022-2027) which highlights our proactive and reactive measure in response to the risk.

Risk Number	Incident Type	Overall Rating	Rank	Trend	Rank 2021
1	Commercial property fires *1	14.10	Very High	↑	4
2	Accidental dwelling fires	13.49	Very High	↑	3
3	Flooding	12.00	Very High	↓	1
4	Wildfire	11.60	Very High	↓	2
5	Rescue from collapsed structure/confined space/other	11.46	Very High	↑	8
6	Deliberate building Fires	10.79	Very High	↓	5
7	Road traffic collisions (RTC's) *3	10.24	Very High	-	7
8	Road vehicle fires *3	9.60	Very High	↑	13
9	Assist other agencies	9.13	Very High	↑	12
10	Industrial fires *1	9.07	Very High	↓	6
11	Waste disposal site fires	8.76	Very High	-	11
12	High rise fires	8.70	Very High	↓	9
13	Rescue from height	8.62	Very High	↑	28
14	Removal of people from objects	8.25	High	↑	20
15	Hazmat incident (minor) *2	8.25	High	-	15
16	Hazmat incident (major) *2	8.16	High	↓	10
17	Secondary fires (accidental)	8.03	High	↑	18
18	Building under construction fires	7.76	High	↓	14
19	Other outdoor fires (primary)	7.75	High	↓	17
20	Removal of objects from people	7.67	High	↑	23
21	Animal rescue	7.17	High	↓	16
22	Other transport fires (air, boat, train)	7.11	High	↓	21
23	Secondary fires (ASB)	7.06	High	↓	22
24	Effecting entry/exit	6.94	High	↑	29
25	Other transport or making safe (not fire)	6.64	High	↓	24
26	Heritage fires	6.57	High	↓	19
27	Rescue from water	5.86	High	↓	25
28	Suicide/attempts	5.81	High	↓	26
29	Lift release	5.71	High	↓	27
30	Malicious attacks/terrorist incidents	4.79	Medium	-	30
31	Rescue from depth	4.42	Medium	-	31
32	Rescue from mud	3.84	Low	-	32

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Items within the risk assessment have been linked in the CRMP outcomes due to similarities in response *1 have been merged, *2 have been merged, and *3 have been merged.

Overall risk rating percentiles		
Rating	**Score**	**Percentile**
Very High	> 8.46	> 60%
High	8.45 to 5.64	40% - 59%
Medium	5.63 to 4.23	30% - 39%
Low	< 4.23	< 30%

Commercial property fires

Commercial property accounts for 13% of the value of all buildings across the UK and is worth almost £900bn, according to the British Property Federation. Commercial property comprises a diverse range of property types including office space and retail establishments, from high street shops to large out-of-town complexes. It also refers to leisure establishments, such as restaurants, pubs, hotels, and gyms, and even car parking.

As with most counties throughout England, Lancashire boasts thousands of commercial premises, all of which must comply with the Regulatory Reform (Fire Safety) Order 2005. Fire and rescue services are responsible for enforcing this legislation and LFRS has a robust inspection programme in place for those premises deemed to be high risk. Fire inspection forms the basis of our protection programme designed to reduce the risk and impact of fire upon communities, businesses, and our environment, and safeguard firefighters who respond to incidents involving them.

Over the past five years, we have attended an average of 256 incidents a year which have involved commercial premises where the cause has been recorded as accidental or unknown. This equates to a five-year total of 1,279 incidents.

Non-residential properties accounted for 87% of the incidents, of which food and drink establishments accounted for 19%, with retail outlets 18%, and industrial manufacturing 15%.

Other residential properties accounted for the other 13% of the total number of incidents, of which residential homes accounted for 35%, hotel/motel 25%, and student hall of residence 15%.

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Fires at this property type resulted in 3 fatalities, 7 serious injuries and 17 minor injuries over the previous five years.

Risk – Commercial building fires	
Likelihood	Medium High
Consequence	Moderate
Risk score	14.10
Overall assessment	Very High

Accidental dwelling fires (ADF's)

Dwelling fires are those occurring in buildings that are normally occupied, typically houses, flats and bungalows. Fires of this nature can also result in both physical and mental harm and the injuries sustained could be fatal. As well as the human cost associated with dwelling fires, there is a significant economic burden associated with property damage. LFRS continues to provide a community fire safety service to the residents of Lancashire, where smoke alarms can be fitted, and home fire safety advice tailored to individual households as part of a Safe and Well visit. Reduction activity is carried out by community fire safety staff alongside operational personnel in conjunction with local and national campaigns.

Over the previous five years, we have attended an average of 831 incidents a year of this type. Single occupancy houses accounted for 63% of all accidental dwelling fires. Followed by purpose built flats with 11% and self-contained sheltered housing 8%.

The Blackpool district experienced the highest number of ADF's followed by Lancaster then Preston. The Ribble Valley has seen the lowest number of ADF's over the last five years. 36% of the total number of ADF's were caused by 18-64 year olds with 22% caused by the elderly (65+). The biggest cause of ADF's are cooking appliance related, followed by combustible articles too close to heat source (or fire) and faults with electrical appliances.

Risk – Accidental dwelling fires	
Likelihood	High
Consequence	Minor
Risk score	13.49
Overall assessment	Very High

Flooding

Whilst LFRS has no statutory duty to provide emergency response to water or flooding events, as a category 1 responder the Service is bound by the Civil Contingencies Act 2004 to have plans in place to respond to all emergencies. Through close consultation and collaboration with our partners and the LRF, a Multi-Agency Flood Plan has been developed which outlines the agreed coordinated multi agency response should a flooding event occur in the Lancashire area. This plan has been identified as an essential requirement as it has been recognised through the LRF Community Risk Register that there are approximately 65,000 properties at high or very high risk from flooding within Lancashire.

Due to the diverse nature of the Lancashire landscape, our communities can be at risk from coastal / tidal flooding, river flooding (fluvial), surface water (pluvial) and reservoir flooding, albeit the likelihood of these events occurring varies from 1 in 5 years to 1 in 1000 years.

In the last five years, LFRS has responded to 188 flooding related incidents relating to high tides, rising river levels or surface water. This equates to 38 incidents of this type a year. Domestic dwellings were affected at 61% of these incidents. Rossendale has been the most affected (16% of the incidents), mainly due to the surface water and rising river levels.

Risk - Flooding	
Likelihood	Medium
Consequence	Significant
Risk score	12.00
Overall assessment	Very High

Wildfire

The wildfire season, severity and size of wildfires is increasing in duration, this could be attributed to climate change and other factors that have sustained or increased the fuel layer on the moors such as changes in land management, reduced animal grazing and competing priorities for moorland management.

Wildfires have historically occurred in spring and summer months. The spring fires usually involve surface fine fuel fires such as Molina grass/heather that have been dried out by the wind, sun, and frost. The fires that occur are also supported by a blanket of dead vegetation on the moors from the previous year. These types of fires can spread rapidly over large geographic areas.

The summer fires are caused by prolonged periods of drought conditions due to low rainfall and high temperatures. Ground fuel fires that occur in large and remote geographic areas where water sources are not readily available can be extremely resource intensive, require support from partner agencies and be difficult to extinguish due to being deep seated below ground. These types of incidents require vast quantities of water far in excess of what conventional fire-fighting appliances can deliver.

We know that wildfires can start for many reasons, such as mishandled campfires or barbecues, malicious activity such as deliberate fire setting, infrastructure incidents such as sparks from electricity lines or rail transport, and natural phenomena such as lightning (although this is rare). Hot, dry and windy weather are ideal conditions for wildfires to start and spread.

Over the previous five years, we attended 727 wildfire incidents which is an average of 145 incidents a year. 81% of the incidents only involved 1 pump. 44% of all the wildfire incidents were deliberate, including some large-scale, multi-pump incidents attended by LFRS.

Risk - Wildfire	
Likelihood	Medium High
Consequence	Moderate
Risk score	11.60
Overall assessment	Very High

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Rescue collapsed structure/confined space

Incidents occurring in confined spaces and within/around collapsed or unstable structures are some of the most complex areas that fire and rescue services work in and include both geological and manmade structures.

Fire and rescue services frequently attend incidents that involve a combination of these contexts, where danger to operational crews and the public is significant. LFRS aims to promote and develop good practice and support the development of safe systems of work to minimise the dangers faced in these environments.

Over the previous five years, we have attended an average of 85 incidents a year of this type, attending 423 incidents in total. LFRS attended 57 incidents involving somebody trapped in or under machinery or another object e.g., hopper, conveyor, crusher. Eleven incidents involved a rescue from a confined space and 8 incidents from a collapsed structure. Due to the nature of this incident type, there have been 11 fatalities, 35 serious injuries and 38 minor injuries.

Risk – Rescue collapsed structure/confined space	
Likelihood	Medium High
Consequence	Minor
Risk score	11.46
Overall assessment	Very High

Deliberate building fires

Inevitably, when thinking of deliberate fires, the term arson is often used. This is the act of using fire to destroy or damage any property belonging to another. However, there are many different reasons why individuals or groups display fire-setting behaviour, from curiosity to anti-social behaviour, to mental health issues. The term 'deliberate fire setting' covers a wider proportion of scenarios.

Regardless of the reason, a deliberate fire can cause significant damage to property, communities, the economy and in the worst-case scenarios cause injury or death. Using our IRS and Geographical Information Systems (GIS) LFRS can scan for trends in anti–social and deliberate fire setting. By doing this, areas can be quickly identified through emerging trends, meaning prevention activities can be planned and undertaken, often with our partners. Activities can include anything from removal of rubbish to increased youth engagement activities, all with an aim to

reduce the incidence of deliberate fires and help our partners build stronger more sustainable communities.

Over the previous five years, we have attended an average of 227 deliberate building fires a year. Non-residential buildings accounted for 48% of the fires with public admin, security and safety properties being targeted the most (21% of the non-residential fires). Deliberate dwelling fires accounted for 47% of the total incidents with houses of single occupancy taking a 51% share of these incidents.

Deliberate building fires have been responsible for 9 fatalities, 13 serious injuries and 22 minor injuries over the last five years.

Risk – Deliberate building fires	
Likelihood	Medium High
Consequence	Moderate
Risk score	10.79
Overall assessment	Very High

Road traffic collisions (RTC's)

Nationally, RTC's are the most frequently attended non-fire incident by Fire and Rescue Services. LFRS has a statutory duty to provide an emergency response to RTC's. Whilst we are not the lead agency for road safety prevention work (this falls to Lancashire County Council and Unitary Authorities), we do recognise the importance of road safety prevention work in mitigating collisions and the devastating effects that road traffic collisions can have on individuals and communities.

The area covered by LFRS is large and includes 5 motorways, over 700 km's of 'A' roads and a significantly high number of rural roads. Statistics have shown that car occupants are the most likely to be killed in an RTC, followed by pedestrians, motorcyclists and cyclists. Children aged under 15 are most likely to be involved in RTC's as pedestrians.

Over the previous five years, LFRS have attended an average of 635 incidents of this type a year, which accounts for 16% of all Special Service calls. There has been 56 fatalities and 428 serious injuries from RTC's attended by LFRS over the last five years, that involved either the extrication of trapped individuals or making the vehicle(s) safe. Other types of work undertaken by operational crews at RTC's have

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included making the scene safe, offering medical assistance only and the release of individuals where there was no requirement for an extrication to take place.

Risk – Road traffic collisions	
Likelihood	High
Consequence	Minor
Risk score	10.24
Overall assessment	Very High

Road vehicle fires

The road vehicle fires dataset covers primary fires attended by LFRS that involved any vehicle designed for road use. Fires in derelict road vehicles are only included if they are considered to be a primary fire (i.e., the fire involved a fatality, casualty or rescue, or the fire was attended by five or more pumping appliances).

Every year in the UK, thousands of road vehicles are involved in fire and unfortunately people die as a result. Around half of these fires are started deliberately to cover criminal activity, to make a fraudulent insurance claim or as an act of vandalism. One in 12 reported stolen vehicles will be burnt out. Many other vehicle fires break out because of a fault or simply due to a lack of basic maintenance. The financial loss of having a car fire is bad enough and although insurance may compensate for this, nothing can help with the shock and inconvenience that follow even a small fire.

Over the previous five years we have attended an average of 473 incidents a year involving road vehicle fires. This equates to 2,365 in total, with 60% involving cars, 12% vans and 9% motorcycles, with 43% of the fires being deliberate.

The district of Preston experienced the most road vehicle fires with 48% being deliberate. There were some casualties from this incident type with 4 fatalities, 12 people sustaining serious injuries over the last five years, and 48 people with minor injuries.

Risk – Road vehicle fires	
Likelihood	High
Consequence	Limited
Risk score	9.60
Overall assessment	Very High

Assist other agencies

LFRS, Lancashire Constabulary and North West Ambulance Service (NWAS) have entered a Memorandum of Understanding (MOU) which provides the agreement for LFRS to replace Lancashire Constabulary as the supporting agency for NWAS. This refers to instances where it is necessary to assist NWAS to gain entry to a property to provide patient care. This incident type primarily relates to calls where there is concern for the welfare of a patient inside premises and NWAS cannot gain access. NWAS staff on scene will request assistance to gain entry.

Over the previous five years we have attended an average of 1,183 incidents a year where we have assisted other agencies. Of the 5,917 incidents attended, 80% were assistance to the Police/Ambulance, with 64% being to gain entry to a property for NWAS so they could treat a patient. LFRS also attended 455 incidents to assist NWAS with a bariatric patient. Unfortunately, to the nature of this incident type, there were 220 fatalities, 799 serious injuries and 943 minor injuries dealt with by both LFRS and NWAS.

Risk – Assist other agencies	
Likelihood	High
Consequence	Limited
Risk score	9.13
Overall assessment	Very High

Industrial fires

Industrial incidents can take a wide variety of forms, and their potential impact on our communities varies considerably in both scale and nature. In some cases, these

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incidents will have very limited impacts beyond the immediate area and can be dealt with locally, although others can have cascading effects that may impact the wider community. Within our Service area, there are 8 Top tier COMAH (Control of Major Accident Hazards Regulations 2015) sites and several Lower tier sites covered by the Dangerous Substances (Notification and Marking of Sites) Regulations 1990 (NAMOS). These businesses are required to take all necessary measures to prevent major accidents involving dangerous substances to limit the consequences to people and the environment of any major accidents that do occur.

There are several industrial estates in our area that pose risks because of the diverse range of manufacturing and/or processes undertaken by the businesses that occupy the premises at these sites. The experienced level of demand remains relatively low at these premises due to many sites being well-protected from the risk of fire and other incidents. The significant level of prevention activity that we undertake as an FRS helps to ensure this level of protection remains high.

Over the previous five years, we attended an average of 46 industrial based incidents a year. Of the 231 incidents attended, manufacturing accounted for 77% and processing 23%, with fires within engineering premises and factories accounting for 48% of the overall total.

Risk – Industrial fires	
Likelihood	Medium
Consequence	Moderate
Risk score	9.07
Overall assessment	Very High

Waste disposal site fires

Waste disposal sites nationally are recognised as being susceptible to fires, whether accidental or through negligence. Such fires are an increasingly growing risk and have the potential to impact upon resources and local communities for a significant period.

As well as the health risk to the residents of Lancashire, and firefighters dealing with this type of incident, waste disposal site fires also place a strain on partner agencies such as the Police, Environment Agency, public health, local authorities and the site owners.

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There are several waste disposal and recycling centres across the Service area, including a mix of local authority-owned and privately-owned sites. The local authority-owned sites are often regulated by regulatory bodies such as the Environment Agency, while the private sites are regularly managed through unclear management structures.

For this document, 'waste disposal site fires' are defined as primary fires where a recycling or refuse structure has been affected.

Over the previous five years, we attended an average of 20 waste disposal site fires a year, equating to a total of 101, of which 75% (76) involved a refuse/rubbish tip with the remaining 25% (25) involving industrial processing.

Risk – Waste disposal site fires	
Likelihood	Medium
Consequence	Minor
Risk score	8.76
Overall assessment	Very High

High rise fires

LFRS regard any building that has six floors (ground + 5 floors above) as a high-rise building. Buildings of this size present many challenges to FRSs in the event of a fire. To successfully deal with an incident in a high-rise building, realistic training is essential along with gathering and storing risk information, educating the occupants and enforcing any breaches of legislation. We have identified high rise properties that have cladding that could promote external fire spread and put measures in place to ensure an appropriate, risk-based attendance is sent upon receipt of information that there is a confirmed fire in one of these buildings. There are 116 high rise buildings in Lancashire, ranging from domestic accommodation to hospitals, car parks to entertainment venues, hotels to education.

Over the previous five years, we attended an average of 11 fires involving high rise buildings. Of the 56 incidents attended in total, 7466 were accidental fires. Domestic dwellings accounted for 25% of the incidents. Hospitals accounted for 78% of the non-residential high-rise fires and both hotels/motels and student student halls of residence had a 40% share of incidents involving 'other residential' properties.

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Despite the fears of rapid fire growth following the Grenfell tragedy, only 2% of these incidents resulted in the fire spreading beyond the floor of origin..

Risk – High Rise fires	
Likelihood	Medium Low
Consequence	Significant
Risk score	8.70
Overall assessment	Very High

Rescue from height

Nationally, FRS respond to a wide range of incidents at height involving a variety of environments, such as industry, buildings/dwellings (including buildings under construction) and natural environments (such as steep ground, rock faces). Locally, LFRS covers a wide geographical area, including coastlines to the west, and fells and dales to the north. We respond to incidents where people are stranded in inaccessible locations without specially trained rope rescue equipment, and where there is a high level of risk. Every wholetime firefighter in LFRS is trained to carry out a rescue using a rope pack and associated equipment, backed up by specialist teams from Chorley, Bamber Bridge or St Annes.

Over the previous five years, we attended an average of 53 rescues from height incidents a year. This equates to 263 incidents in total. Of these, 37% involved non-residential buildings, 28% involved domestic dwellings and 29% involved the outdoors, including rescues from trees and equipment in parks. This incident type saw 11 serious injuries and 23 minor injuries.

Risk – Rescue from height	
Likelihood	Medium High
Consequence	Limited
Risk score	8.62
Overall assessment	Very High

Removal of people from objects and Removal of objects

People often get stuck, some very seriously and sometimes through no fault of their own. Fire and rescue services log call-outs in a number of categories, including 'removal of people from objects' and the rather more wince-inducing 'removal of objects from people'. Quite often, these incidents are as simple as removing a ring from a finger, however sometimes over-confidence is to blame, having been spurred on by other people and showing off, resulting in people getting stuck in objects that take FRS's a little more time and resources to successfully deal with.

Removal of people from objects

Over the previous five years, we have attended an average of 67 incidents a year involving the removal of people from objects. Of the 334 incidents attended, 66% involved a trapped limb, with the other 34% being recorded as 'other'. 43% of these incidents occurred in the domestic dwelling environment.

Removal of objects from people

Over the previous five years, we have attended 73 incidents of this type. This equates to an average of 365 incidents a year. Ring removal accounted for 72% of these incidents with other incidents attended including impalements, handcuff removal and removal of other objects such as railings.

Risk – Removal of people from objects	
Likelihood	Medium High
Consequence	Limited
Risk score	8.25
Overall assessment	High

Risk – Removal of objects from people	
Likelihood	Medium High
Consequence	Limited
Risk score	7.67
Overall assessment	High

Hazardous materials incident (Hazmat)

There are several pieces of legislation that place a duty on LFRS to protect lives, property and the environment from the damaging effects of hazardous materials. We work very closely with partner organisations, particularly the Environment Agency, to try to reduce the impact caused by hazardous materials. Dangerous hazardous materials are regularly transported through the Service area via rail or road. There are several other associated risks from hazardous materials, with some examples being COMAH sites and a multitude of other industrial sites, farms (especially in some of the more rural locations), waste sites and water treatment plants. There are also several high-pressure natural gas transmission pipelines crossing the region. This hazard arises from the high pressure and the possibility of fire and explosion from a release if one of the pipelines failed or sustained damage.

Hazmat incident (Minor)

LFRS have categorised a hazmat incident to be minor if less than four pumping appliances attended. Over the previous five years, we have attended an average of 75 incidents of this type a year. Of the 374 incidents attended, six resulted in fatalities and there were seventeen serious injuries sustained. 64% of the incidents occurred in a domestic dwelling environment, whilst others included outdoors and road vehicles. 58% of the incidents involved a gas release.

Risk – Hazmat incident (Minor)	
Likelihood	Medium High
Consequence	Limited
Risk score	8.25
Overall assessment	High

Hazmat incident (Major)

LFRS have categorised a hazmat incident to be major if four or more pumping appliances attended. Over the previous five years, we have attended a total of 18 incidents of this type resulting in five people sustaining slight injuries.

Risk – Hazmat incident (Major)	
Likelihood	Medium Low
Consequence	Significant
Risk score	8.16
Overall assessment	High

Secondary fires (accidental) and Secondary fires (anti-social behaviour - ASB)

This type of incident incorporates fires with no casualties, rescues or valuable property loss. These include outdoor fires, derelict property and derelict vehicle fires. Outdoor fires may involve grass, refuse, wheelie bins and straw.

Although there may be less damage incurred by secondary fires than primary fires, and these incident types generally occur outdoors, not involving people or property, the impact of deliberate secondary fires on LFRS is substantial. Secondary fires are one of the biggest burdens placed on our resources.

As with primary fires, the number of accidental secondary fires that we experience is low in comparison to those set deliberately.

Over the previous five years, we have attended an average of 1,706 deliberate secondary fires a year, equating to 8,532 in total. Of these, 66% involved rubbish, in the form of either loose refuse, a skip, a small refuse container or a wheelie bin. Over 40% of the total number of incidents occurred in the districts of Preston, Burnley or Blackburn with Darwen.

Over the same five-year period, we have attended an average of 1,631 accidental secondary fires a year, equating to 8,154 in total. 39% of these incidents occurred in just three districts, Blackburn with Darwen, Preston and Blackpool, and as with deliberate secondary fires, involved rubbish.

Risk – Secondary fires (accidental)	
Likelihood	High
Consequence	Limited
Risk score	8.03
Overall assessment	High

Risk – Secondary fires (ASB)	
Likelihood	High
Consequence	Limited
Risk score	7.06
Overall assessment	High

Building under construction fires

When dealing with any fire in buildings under construction or demolition, whatever its size or complexity, they pose risks to FRS personnel. There is often a presumption that construction, demolition or building work complies with relevant regulations. This may not always be the case and if work is unregulated or in direct contravention of regulations, this could have a significant impact on the incident and firefighter safety.

Some small construction sites or buildings undergoing building work may be unknown to fire and rescue services, making pre-planning difficult. Sites known to fire and rescue services may alter significantly throughout the life of the project such as changes to access and egress, hazardous material storage, layout and fire protection features. Information obtained from site visits and inspections should be regularly reviewed, updated and communicated to relevant fire and rescue service personnel.

Existing buildings may contain hazardous substances that are associated with either the previous use of the building or building materials. This could include substances such as asbestos, which may not have been highlighted in a survey. If disturbed during building work or firefighting, asbestos presents a significant risk to health. Although sites should be well-secured, using high fencing, hoardings, or other

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security measures, these may be compromised allowing the public to gain unauthorised access.

LFRS has invested time and money in identifying risks associated with buildings under construction by assembling a built environment assessment team.

Over the previous five years, we attended 79 incidents involving buildings under construction. This averages out at 16 incidents of this type a year. Single occupancy dwellings accounted for almost 50% of the incidents.

Risk – Building under construction fires	
Likelihood	Medium
Consequence	Minor
Risk score	7.76
Overall assessment	High

Other outdoor fires (Primary)

Other outdoor fires are fires in either primary outdoor locations, or fires in non-primary outdoor locations that have casualties, or five or more pumping appliances attending. Outdoor primary locations include outdoor structures such as post or telephone boxes, bridges, tunnels etc.

Over the previous five years, we have attended 364 incidents of this type, with an average of 73 incidents a year. 60% of these incidents were recorded as accidental. 237 incidents (65%) involved outdoor structures and 74 incidents (20%) involved outdoor equipment and machinery. Unfortunately, there were two fatalities over the last five years, along with 11 serious injuries and 10 minor injuries.

Risk – Other outdoor fires (primary)	
Likelihood	Medium High
Consequence	Limited
Risk score	7.75
Overall assessment	High

Animal rescue

For many years, firefighters have responded to a variety of incidents involving pets, livestock, and wild animals. Animals in distress can pose a potentially serious risk to the public, staff from other agencies and firefighters. There is also an element of risk of members of the public suffering serious injury should they decide to attempt an animal rescue themselves. As Lancashire has large rural areas as well as densely populated areas, LFRS inevitably responds to incidents where a range of animals are in distress. We therefore have a range of resources available to deal with this risk, including six specialist animal rescue trained stations based at strategic locations across the county.

Over the previous five years, we attended an average of 180 animal rescues per year, equating to 899 incidents in total. Incidents involving trapped animals accounted for 44% of the total, with the majority involving domestic animals. 25% of animal rescues involved a rescue from height with the majority involving domestic animals. We attended 141 incidents (16%) involving rescues of animals from water or mud with over half of these involving livestock.

Risk – Animal rescue	
Likelihood	Medium High
Consequence	Limited
Risk score	7.17
Overall assessment	High

Other transport fires (air, boat, train)

Although air is one of the safest modes of transport, incidents relating to air travel are still present across the UK, with many occurrences related to smaller aircraft such as microlights and gliders. Within Lancashire, to the far west of the county, sits Blackpool airport, where the risk of an air transport fire is high due to the amount of traffic utilising the airport.

Lancashire has over 120 km's of coastline, several rivers, lakes, reservoirs, canals and other water bodies that have the potential to have boats of varying sizes being used for business and pleasure purposes.

Incidents on the railways can also pose significant risks and potential danger to the community. The west coast main line dissects Lancashire, with trains running

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between Edinburgh and London stopping at Preston. There are also a few other local lines in operation, all of which pose their own unique levels of hazards and risks.

Over the previous five years, we have attended an average of 3 incidents a year involving vehicles other than those that are road based. Of the 17 incidents that occurred over the five year period, 11 were accidental and 6 were deliberate. One incident involved a military aircraft, 2 incidents involved trains/trams, with the remainder (14) involving boats.

Risk – Other transport fires (Air, Boat, Train)	
Likelihood	Medium Low
Consequence	Moderate
Risk score	7.11
Overall assessment	High

Effecting entry/exit

The fire service is the 'go to' service when people need to get in to, or out of a building or vehicle in an emergency. Incident types range from getting access to a house because somebody is in distress, children locked in their bedroom along with animals locked in cars.

Over the previous five years, we have attended an average of 258 incidents a year of this type, totalling 1,290. Of these incidents, 53% involved LFRS effecting entry/exit to a dwelling due to somebody being in distress, being a child or, a medical case. Children in vehicles accounted for 15% of the incidents. Over this five-year period, this incident type has resulted in 8 fatalities, 54 serious injuries and 70 minor injuries to members of the public.

Risk – Effecting entry/exit	
Likelihood	Medium High
Consequence	Limited
Risk score	6.94
Overall assessment	High

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Other transport or making safe (not fire)

This incident type is split in to two categories, 'making safe (not RTC)' and 'other transport incident'. Attendance at these incidents could be following a request from other emergency services or through the 999 call route. Incidents in these categories include cordoning off, body retrieval and stabilising an unsafe structure as well as making the scene safe, releasing a person and making a vehicle safe.

Over the previous five years, we have attended an average of 176 incidents a year of this type, totalling 880. Of the 880 incidents attended, 86% have resulted in LFRS making the scene safe, with 55% of these incidents requiring us to stabilise, or otherwise make safe an unsafe structure. The majority of these have been in a domestic environment however, numerous incidents involved retail, food and drink establishments and outdoor structures. This incident type has resulted in 10 fatalities, 10 serious injuries and 33 minor injuries.

Risk – Other transport or making safe (not fire)	
Likelihood	Medium High
Consequence	Limited
Risk score	6.64
Overall assessment	High

Heritage fires

Heritage buildings or their contents may be of economic or cultural importance. These buildings present unique hazards, having been built in a period with no fire safety regulations, using traditional materials and construction methods. Utilities and associated protection measures are unlikely to meet current standards. Wiring may have deteriorated, and circuits can have no isolation point, or isolation may not control all circuits.

Heritage buildings that are open to the public or have had recent alterations may have been modified to meet current regulations. During a building's lifetime, it may have been altered or extended, using different materials and methods which can cause the structure to behave in unexpected ways. In older properties, internal studded walls may support part of the weight of the property. It is common for heritage buildings to have mezzanine floors, basements, tunnels, and attics.

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The materials and design of heritage buildings can increase the expected rate of fire growth and spread. Fire spread may travel in hidden voids, behind facades and in cavities to unexpected sections of the building. Vaults and ducts can cause unchecked fire spread underfoot. Lack of compartmentation can cause fires to spread to additional rooms. Fire spread may also occur between properties where shared roof spaces or voids exist.

Over the previous five years, we have attended 35 incidents where there has been a fire within a 50-metre radius of a heritage property. This is an average of 7 incidents of this type a year.

Risk – Heritage fires	
Likelihood	Medium Low
Consequence	Moderate
Risk score	6.57
Overall assessment	High

Rescue from water

There are a number of water related risks across Lancashire, with the River Ribble, River Lune, River Wyre, River Irwell and River Calder, each posing their own risks. The risk of members of the public entering the water and getting into difficulty appears to be on the increase. The combination of the River Lune and River Ribble running directly through the cities of Preston and Lancaster respectively, and the growing student population in those cities brings an increased risk of water-related incidents occurring. Lancashire has over 120 km's of coastline, and there are several lakes, reservoirs and other water bodies across the Service area that pose risks to the community. The west of the county also has three ports, Heysham, Fleetwood and Glasson.

Our crews carry out training in these areas to ensure their knowledge of the hazards posed and ability to respond are first class. LFRS continues to prepare for water rescue incidents daily and provides an emergency response 24 hours a day.

Over the previous five years, we attended an average of 44 water rescue related incidents a year. Overall, this equates to 220 water rescue incidents in total . These incidents have seen 14 fatalities,18 serious and 42 minor injuries. The main type of incident we attended involved rescues from rivers/canals (47%) and rescues from lakes/ponds/reservoirs (11%)

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Risk – Rescues from water	
Likelihood	Medium
Consequence	Limited
Risk score	5.86
Overall assessment	High

Suicide or suicide attempts

Across England, fire and rescue services responded to a record number of suicides – the sixth successive yearly increase nationwide. Suicide and suicide attempts can have lasting effects on individuals, their social networks and communities and the emergency responders attending.

Over the previous five years, we have attended 175 suicides or suicide attempts. This is an average of 35 incidents of this type a year. The districts of Preston (19%) and Blackpool (17%) had the highest number of incidents. Incident recording shows that we attended 146 incidents where there was a threat of/attempted suicide and 29 incidents of suicide. 43% of the total number of incidents occurred in the individuals place of residence.

Risk – Suicide or suicide attempts	
Likelihood	Medium
Consequence	Limited
Risk score	5.81
Overall assessment	High

Lift release

Fire and rescue services are not required to attend incidents where a person is shut in a lift, and not in any immediate physical or medical danger. They should only be called in an emergency. Maintenance and non-emergency lift releases are the responsibility of the building or lift owner, who should ensure there is a 24/7 lift release service provided, as well as communications facilities inside the elevator so a person can raise the alarm.

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Over the previous five years, we have attended 702 incidents involving a lift release, equating to an average of 140 incidents a year. 72% of these incidents involved a rescue of someone that was not in distress. 70% of the total number of incidents involved a residential building.

Risk – Lift release	
Likelihood	Medium High
Consequence	Limited
Risk score	5.71
Overall assessment	High

Malicious attacks/terrorist incidents

The UK faces a serious and sustained threat from terrorism, including from international groups, domestic extremists and Northern Ireland related groups. The current UK threat level for terrorism is 'substantial', which means an attack is likely. While most incidents have occurred in and around major cities in the UK, it is vital that all emergency services are prepared to deal with an incident in their area. For the purposes of this document, 'terrorist' refers to any individual or group seeking to use threats or violence as a means of inflicting terror for the purpose of advancing political, religious, racial or ideological causes. This includes a wide variety of individuals and groups of varying ideologies and backgrounds. Incident types may include Marauding Terrorist Attack (MTA), Chemical Biological Radiological Nuclear and explosives (CBRNe), vehicles as a weapon of choice, or smaller-scale attacks.

We prepare for such incidents by taking advice from the relevant authorities on the potential risks posed and assessing the impact that such an attack/incident may cause through working with key partners as part of the LRF.

We have not attended any incidents of this type over the previous five years.

Risk – Malicious attacks/terrorist incidents	
Likelihood	Low
Consequence	Significant
Risk score	4.79
Overall assessment	Medium

Rescue from depth

Special service incidents involving rescues from below ground could involve shafts, caves, tunnels, sewers or wells. Rescues of this type are often protracted in nature with access difficult for fire appliances. They may require the use of technical rope skills, and/or additional appliances such as an aerial ladder platform.

Over the previous five years, we have attended 19 incidents, with 12 involving outdoor rescues, 6 rescues from buildings and 1 from a vehicle. Eight people sustained serious injuries and seven sustained minor injuries.

Risk – Rescues from depth	
Likelihood	Medium Low
Consequence	Limited
Risk score	4.42
Overall assessment	Medium

Rescue from mud

Mud rescues involve the use of specialist equipment to recover people and animals from the mud or sinking sand that lies along coasts, river embankments, and lakes. A typical rescue involves using an inflatable raft to support the sinking casualty whilst the crew then use either water or air to soften the mud, allowing the casualty to be pulled to safety. Incidents where people get stuck in deep mud are particularly hazardous. If not rescued quickly enough, a victim may sink further down, which can be hastened by panicking and moving. In addition, trapped victims could be swept away by the water in areas of large tidal variation or by strong currents.

Teams of rescuers require special expertise that is different, but related to water rescue and as such, LFRS have a range of resources available to deal with this type of incident, including six specialist trained stations based at strategic locations across the county along with close working relationships with Bay Search and Rescue Teams and the Coastguard.

Over the previous five years, we have attended 38 incidents, which equates to almost 8 incidents a year on average. Many of these incidents occurred in districts with tidal estuaries including Lancaster, Wyre, Fylde, South Ribble and West Lancashire, accounting for 63% of the incidents.

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Risk – Rescues from mud	
Likelihood	Medium Low
Consequence	Limited
Risk score	3.84
Overall assessment	Low

Lancashire Fire and Rescue Service – community risk identification

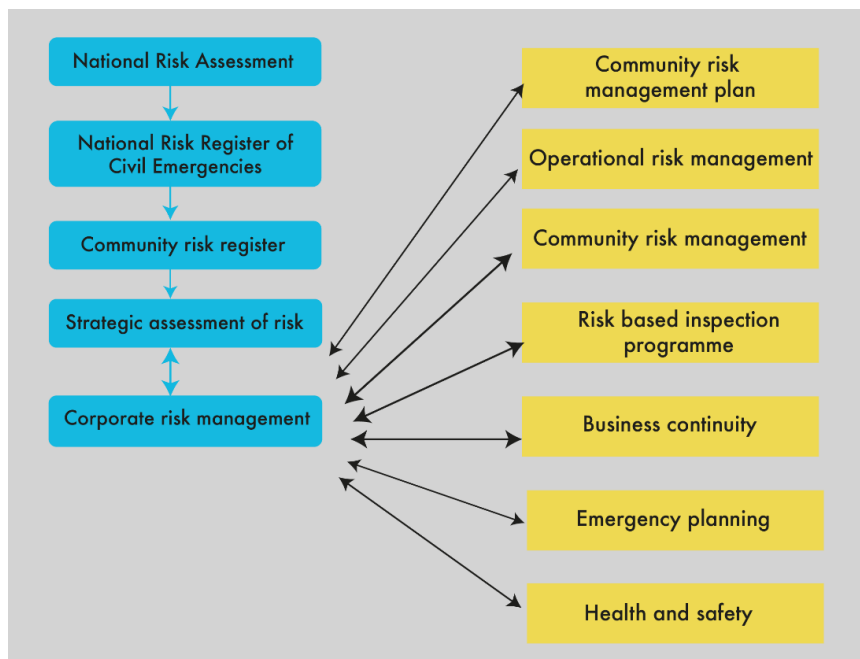*Figure 5: Community risk identification process*

The data within this SAoR is used in our Corporate Planning process. The identified risks link to our core strategies, the CRMP, our Corporate Programme, our Annual Service Plan, and local delivery plans.

The Emergency Cover Review uses the data and detail in this review, alongside additional data analysis to help inform our review recommendations.

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Corporate Planning Process

CRMP

Strategic Assessment of Risk
(Internal and external - PESTELO)

LFRS Risk Assessments
Strategies
Policies
Procedures

Corporate Programme
- Service Delivery
  Change Programme
- Business Process
  Improvement
  Programme
- Workforce Development
  Programme
- Capital Projects
  Programme Board

Annual Service Plan

Local Delivery Plans
- District Plans
- Departmental Plans

Appraisals

Annual Service Report
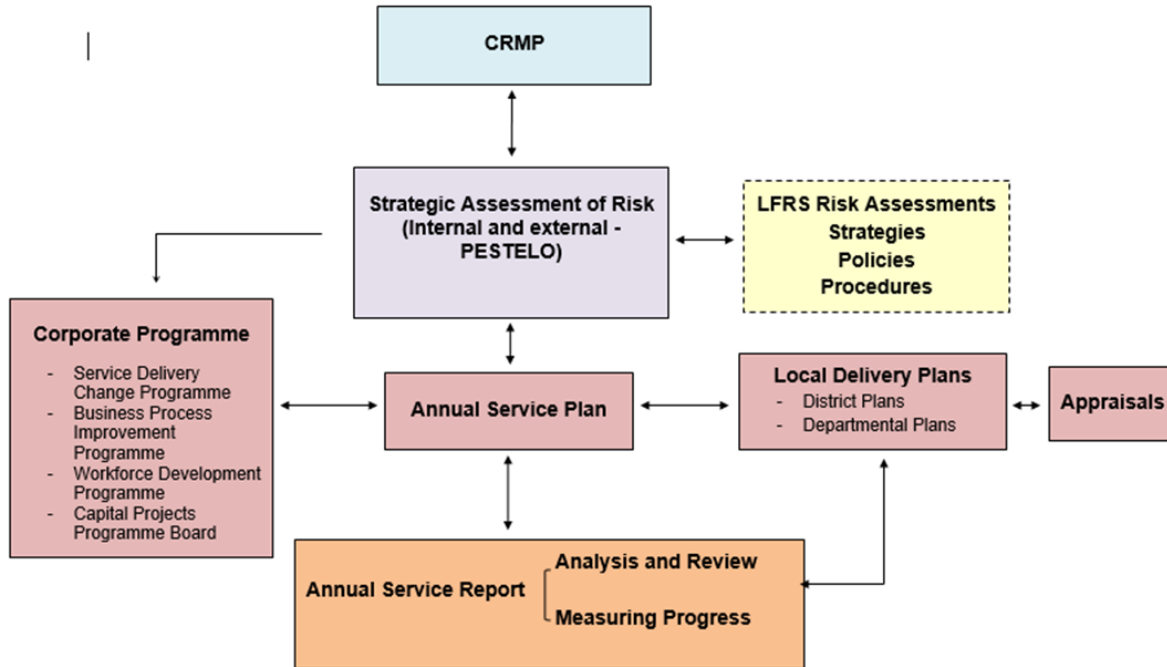
Analysis and Review

Measuring Progress

Figure 6: Diagram of the Corporate Planning Process

District profiles

Lancashire is divided into six areas. Within these areas are the Lancashire-14 districts.

Each district faces its own unique risks and to effectively assess the risk, district plans are developed based on the SAoR, local intelligence and supported by a district intelligence profile that is produced annually.

The purpose of the profiles is to highlight activity and risk across each district both in terms of incident, geographical and people risk. This evidence-based document is designed to support the district plans by highlighting the most significant issues, the highest risk groups to target and the most significant areas to target.

Using previous incident activity, known demographic data and Mosaic estimate lifestyle data this report aims to inform who and where are those most vulnerable from fire, the location of risk and the resource demand against availability (applicable to on-call stations only).

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Incident data is based upon an average over the preceding three years. Partnership working helps to inform demographic data and makes use of the vulnerable person adult social care data supplied by Lancashire County Council. Datasets which are too small at a district level to analyse are aggregated to county level.

Additional lifestyle data analysis is based on the Mosaic data, supplied by Experian Ltd.

Figure 7: Map of Lancashire identifying Northern, Eastern, Southern, Western, Central and Pennine areas

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Lancashire Combined Fire Authority

Planning Committee

Meeting to be held on 6 February 2023

Consultation Strategy – Annual Review

(Appendix 1 refers)

Contact for further information – Steve Healey, Deputy 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 community risk management planning arrangements were introduced in 2003. It is reviewed on an annual basis.

The strategy has been reviewed and continues to be legally compliant and in line with good practice. It is in line with the National Fire Chiefs Council's new guidance on stakeholder and public engagement in relation to community risk, published in 2022.

In our most recent inspection by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services, the report commented that the service had improved the way it communicates with the public and internal and external interested parties about its community risk management plan. The strategy was also implemented to good effect during the public consultation on the emergency cover review proposals in summer 2022.

Any requests to the Authority to consult with the public will be made as-and-when priorities identified in the annual service plan reach the point where this is required.

Business risk

The consultation strategy provides the necessary framework to help the Authority ensure that the Service provides relevant stakeholders with the opportunity for a genuine exchange of views and to influence decisions, policies and services.

Effective consultation gives the Service better understanding of the needs of our communities and stakeholders, and helps to create services that are more closely aligned to those needs.

Environmental impact

None

Equality and diversity implications

The strategy sets out that equality impact assessments should be undertaken for all consultations. These assessments inform stakeholder analysis of who to involve and how; describe the positive and reasonable adjustments that may be made to reach groups of people with protected characteristics; and understand the barriers that may be encountered when trying to involve them.

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:

Lancashire Combined Fire Authority Public Consultation Strategy

1. Background

The Lancashire Combined Fire Authority's consultation strategy has been in place since the 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. It is not in itself 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 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 community risk management plan.
- Annual service 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 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

There must be sufficient opportunity for consultees to participate in a consultation. It is commonplace to use a standard 12-week period for public consultation (not including major public holidays or summer months when people are away) however the length of time given for consultees to respond can vary depending on the subject and extent of impact of the consultation. A minimum of four weeks should be given for small scale consultations. 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, identification and mapping of stakeholders will be undertaken to understand which audiences (stakeholders) are most likely to be impacted by any resulting proposals. An equality impact assessment of the proposals on groups likely to be particularly affected will also be carried out.

A plan will be then prepared which sets out which stakeholders with legitimate interest in the proposals it will attempt to consult with them to give them opportunity to express their views.

Where appropriate, this will include:

- The 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.
- Representative bodies.

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.
- 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 community 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 objectives with a mix of activities designed to seek the views of the identified stakeholders. This may involve a mix of:

- Questionnaire
- Engagement events
- 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
- Public scrutiny panel
- Deliberative forum

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.

A mid-point review should be conducted as close as possible to the mid-point of the open consultation. It is an opportunity for a formal review of progress achieved and provides an opportunity for any adjustments to be made to the consultation plan as required.

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 into 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 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 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.
- Tarde 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 a closing review will be undertaken to determine if sufficient response has been obtained to close a public consultation as scheduled, or whether an extension or specific additional activities are required to be undertaken to ensure that sufficient views have been obtained from potentially impacted groups.

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. 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 processes adopted.

Reviewed January 2023

Lancashire Combined Fire Authority
Planning Committee

Meeting to be held on 6 February 2023.

Blue Light Collaboration Board Update

Contact for further information: DCFO Steve Healey
Tel: 01772 866802

Executive Summary

This is an update regarding Blue Light Collaboration Board progress since the last report in November 2022.

Recommendation

Planning Committee is requested to note and endorse the update

Information

Information was provided in the previous update, in terms of what initial projects had been identified and agreed by the Blue Light Collaboration Board. This paper provides information about the progress regarding the development and delivery of these items. Each of the initial five projects are detailed below.

Missing Persons

Following a review of the mobilisation data, it was identified that the opportunities to provide Lancashire Fire and Rescue Service (LFRS) support to these incidents had reduced. Therefore, the main project objective is to improve the existing collaborative approach to the identification of the location of missing persons. Learning has been identified from the original process and improvements have been made. LFRS support for the Missing from Home Manager training for Lancashire Constabulary staff will be continued in terms of LFRS assets available. Furthermore, Lancashire Constabulary have provided training to control staff to raise awareness.

The initial plan includes a small number of LFRS personnel from the USAR team and Drone team to undertake the Missing from Home Manager course. This will develop knowledge and understanding regarding aspects of planning and undertaking a search. Additional crews in LFRS have been identified as specialist teams and will receive a bespoke training programme which is currently being mapped out. These teams will develop an increased knowledge of managing a missing person within the context of potential crime scene management. All LFRS assets will remain available regardless of the additional skills imparted to the specialist teams.

1

Estates and Co-location

This is a longer-term work stream with interdependencies, as there are several internal projects within Lancashire Constabulary to review current building stock. This includes Lancashire Constabulary headquarters, and various police stations. Property Leads from all three agencies are in contact with each other, and plans were being developed to organise a monthly catch-up meeting. This will ensure that each Blue Light Service was sighted to internal findings and provided with awareness in terms of future opportunities.

First Responder

A phased approached was agreed in terms of volunteers signing up to the scheme. Phase 1 is being rolled out to non-operational LFRS staff, such as Community Fire Safety. Subsequently, phase 2 will consider the roll out to operational staff.

Progress on phase 1 has resulted in the successful on boarding of one non-operational member of LFRS, who is responding to category 1 incidents. The NWAS reporting system has been modified to include LFRS staff, so we are able to analyse data and monitor the mobilisations. There are 4 additional volunteers identified, and they will undertake training shortly. Once the 5 initial volunteers have been operating for 3 months, the data will be analysed, and regular welfare checks will be completed. The findings will be used to inform plans for phase 2.

In terms of technology, an NWAS application is used to mobilise First Responders and there is an option for them to accept or decline the request forwarded to them. This data will also be used to report on the overall number of calls and responses received.

Further discussion will take place with Lancashire Constabulary to review if there are any suitable non-operational roles that could be added as First Responders. It was noted that operational staff did attend cardiac arrests alongside NWAS and that collaboration to this effect was already taking place.

Leadership Development

Initial scoping has been completed, in terms of what each organisation currently delivers for leadership development. The project is being delivered in two phases. Phase 1 covers some short-term objectives, seeking to maximise existing courses and events, and provide opportunities for staff from all three organisations to utilise places on these courses. An example of this is the 'Inside Out' programme, which is offered by Lancashire Constabulary. A benefit will be improved efficiency, through utilisation of unfilled places. Additionally, it will provide a platform for discussing ideas and sharing learning, as many of the leadership challenges are cross cutting in all three organisations.

2

Phase 2 will scope opportunities to collaborate on specific elements of supervisory and middle manager leadership programmes. This will lead to some efficiencies, as well as a platform to share ideas.

Command Units

The aim of this project is to establish and deliver additional collaborative uses of the command units in LFRS in line with Joint Emergency Service Interoperability Programme principles. The key objectives are to improve operational effectiveness and in line with LFRS' mission; 'Making Lancashire Safer'.

The next meeting of The Strategic group will be February 13th, 2023.

Financial Implications

N/a

Sustainability or Environmental Impact

N/a

Equality and Diversity Implications

N/a

Human Resource Implications

N/a

Business Risk Implications

Reputational risk if there is limited evidence regarding the duty to collaborate, as a result of the Policing and Crime Act 2017.

Local Government (Access to Information) Act 1985

List of background papers

Paper:
Date:
Contact:

Reason for inclusion in Part 2 if appropriate: N/a

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Lancashire Combined Fire Authority
Planning Committee
Meeting to be held on 6 February 2023.

His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) Update

Contact for further information: DCFO Steve Healey
Tel: 01772 866802

Executive Summary

This is an update regarding the inspection methodology and framework for His Majesty's Inspectorate of Constabulary Fire and Rescue Services (HMICFRS). Additionally, it provides information regarding Lancashire Fire and Rescue Service's (LFRS) planning arrangements.

Recommendation

Planning Committee are requested to note and endorse the update.

Round 2 gradings summary

Since the previous report to Planning Committee the Services in tranche 3 of the current round of inspections have received their reports which are available here: Fire and Rescue Service inspections 2021/22 – tranche 3 . In relation to the overall findings from the completion of round 2 inspections, a summary of the gradings awarded for each pillar are as follows:

Pillar	Outstanding	Good	Requires Improvement	Inadequate
Effectiveness	1	26	17	0
Efficiency	3	18	21	2
People	0	23	19	2

Whilst some more 'Outstanding's' were awarded in round 2, the greater detail and scrutiny in assessment meant that most FRSs lost grading against the 11 diagnostics. This is likely to continue to be the approach going forward, which means that to maintain the same gradings in the next round of inspections it is expected that a demonstration of progress can be made.

Members are reminded that Lancashire received 10 'goods' and 1 'outstanding' (culture and values) when the Service was last inspected during late 2021 / early 2022.

Round 3 Overview

In the next round of inspections, known as 'Round 3', HMICFRS will continue to inspect how effective and efficient Fire and Rescue Services (FRSs) are at carrying out their principal functions of fire safety, firefighting, and
responding to road traffic collisions and other emergencies.

Round 3 will start in February 2023 and they will inspect all 44 FRSs in England over a two-year period, using a similar methodology to the Round 2 inspections. HMICFRS have moved away from a tranche system, where they previously grouped services in to three tranches, to a more rolling approach. It is anticipated that this will ensure that publication of the reports is sooner after the inspection has concluded, which will enable FRSs to be able to react to feedback in a timelier way. Whilst it is still not certain, our planning assumptions are that Lancashire will likely be inspected either late 2023 or early 2024.

HMICFRS have stated they want to maintain the focus of the sector on the areas that have been identified for improvement through the inspection process, therefore, moving forward they will continue to inspect the effectiveness and efficiency of FRSs and how well they look after their people.

However, to identify more precisely where it is considered improvement is needed, and how FRSs should achieve it, HMICFRS will move to a common grading approach throughout both FRS and Police inspections. They will expand the four-tier grading to five and introduce a new judgment of 'adequate'. The five judgement categories will be:

- **Outstanding** – The FRS has substantially exceeded the characteristics of good performance.
- **Good** – The FRS has substantially demonstrated all the characteristics of good performance.
- **Adequate** – The FRS has demonstrated some of the characteristics of good performance, but we have identified areas where the FRS should make improvements.
- **Requires improvement** – The FRS has demonstrated few, if any, of the characteristics of good performance, and we have identified a substantial number of areas where the FRS needs to make improvements.
- **Inadequate** – We have causes for concern and have made recommendations to the FRS to address them.

In the previous rounds of inspections, HMICFRS assessed and provided summary judgments for the three principal questions of the inspection methodology (efficiency, effectiveness, and people) and for 11 diagnostic questions. They will now assess and give graded judgments only for the 11 diagnostic questions only. This better serves the aims of promoting improvements in fire and rescue and highlighting where a FRS is doing well and where it needs to improve.

In future reports, HMICFRS will comment on progress made by the service since its last inspection. However, these changes mean it will not be possible to make direct comparisons between the grades in Round 3 inspections with those in previous rounds of inspection.

The assessment of effectiveness will continue to consider how well each FRS is performing its principal functions of preventing fires from happening, making sure the public is kept safe through the regulation of fire safety and responding to emergency incidents. They will continue to provide the public with clarity on how well FRSs are prepared to respond to major incidents with other FRSs and partner agencies.

The assessment of efficiency makes a clear distinction between the way each FRS uses its resources to manage its current risks and how well it is securing an affordable way of managing its risks in the future. During Round 3, there will be a greater focus on assessing how productive a service is and what productivity improvements it has made since our last inspection. HMICFRS will also continue to improve how they inspect value for money.

The assessment of how each FRS looks after its people will remain focused on leadership at all levels of the organisation. They will continue to look closely at training, values and culture, and there will be a particular emphasis on diversity and how services are trying to overcome inequalities.

State of Fire 2022

His Majesty's Chief Inspector of Fire & Rescue Services' (Andy Cooke) is required to report to the Secretary of State under section 28B of the Fire and Rescue Services Act 2004 on an annual basis. The report contains HMICFRS' assessment of the effectiveness and efficiency of fire and rescue services in England during the second full round of inspections, which were carried out between February 2021 and August 2022, and as summarised above.

This report draws on findings from inspections of fire and rescue services (FRSs) in England, to provide an overall view of the state of the fire and rescue sector and is available here: State of Fire and Rescue Annual Report 2022

In his first annual assessment of England's fire and rescue services since being appointed in 2022, Andy Cooke, His Majesty's Chief Inspector of Fire & Rescue Services, found that:

"Only two of the inspectorate's previous six recommendations for reform of the fire service have been implemented, which he described as extremely disappointing;

"the Home Office, the Local Government Association, the National Fire Chiefs Council and trade unions should work together to consider reforming structures for negotiating pay, terms and conditions, which would reduce the risk of industrial action; and

"many services need to improve their culture, and there are still some unacceptable levels of bullying, harassment and discrimination."

His Majesty's Chief Inspector of Fire & Rescue Services Andy Cooke said:

"I am continually struck by the dedication of firefighters and other staff, and I know the public feel the same – they are enormous assets to our communities.

"The fire service faces a difficult year ahead against the backdrop of industrial action. Some may see these challenges as a reason not to risk further change. On the contrary, reform of the fire service is still urgently needed – and until all our recommendations are addressed in full, fire and rescue services won't be able to provide the best possible service to the public.

"I am frustrated at the lack of progress since we first started inspecting fire and rescue services in 2018. Only two of our six recommendations for national reform have been completed.

"I expect to see further commitments from the Government – including timescales for completion – very soon. Both the public and fire and rescue services deserve better."

The inspectorate's four remaining recommendations are:

- the Home Office should precisely determine the role of fire and rescue services, to remove any ambiguity;
- the sector should remove unjustifiable variation, including in how they define risk;
- the sector should review how effectively pay and conditions are determined; and
- the Home Office should invest chief fire officers with operational independence, whether through primary legislation or in some other manner.

The inspectorate has also confirmed that it will produce a new report on values and culture in England's fire and rescue services, which will be published later this year.

Financial Implications

N/a

Sustainability or Environmental Impact

N/a

Equality and Diversity Implications

N/a

Human Resource Implications

N/a

Business Risk Implications

The inspection will monitor LFRS's direction of travel since 2022, it could cause reputational damage if it is perceived that we have not made reasonable progress.

Local Government (Access to Information) Act 1985

List of background papers

Paper:
Date:
Contact:

Reason for inclusion in Part 2 if appropriate: N/a

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Lancashire Combined Fire Authority

Planning Committee

Meeting to be held on 6 February 2023

Automatic Fire Alarm Attendance Policy - Nine Month Review and Forward Proposals

Contact for further information – Jon Charters, Assistant Chief Fire Officer
Tel: 01772 866802

Executive Summary

In 2021, the Fire Authority was asked to endorse for public consultation, a recommendation to remove attendance to Automatic Fire Alarms (AFA) at non-sleeping premises (unless presence of fire was confirmed) on the basis of a staged implementation over two years; during the day in year one and during the night from year two. The resulting consultation commenced on 12 August and concluded on 21 September 2021.

In April 2022 the revised AFA policy, which aimed to reduce the volume of Unwanted Fire Signals (UWFS), was introduced to non-sleeping premises types between the hours of 0800 to 1900. Certain property types (as detailed further in this report) were to be exempt from the policy change due to the inherent risks associated with them.

Following a 9-month implementation period of the revised policy, data is now available for the Authority to review, highlighting the benefits delivered to date.

Recommendation(s)

That Planning Committee note the analysis provided and endorse that the Service continue with the roll out of the revised AFA policy across the full 24-hour period.

Information

The Protection Strategy 2022-27 highlights the risks posed by Unwanted Fire Signals (UWFS) and states "*Over the course of this strategy, we will continue to seek to reduce the risks associated with UWFS by reviewing our fire engine attendance policy to automatic fire alarms and the associated unwanted fire signals policy*".

The CFA considered and approved the matter for public and stakeholder consultation on 21st June 2021. The consultation ran from 12th August until 21st September 2021 following which, the policy was implemented in April 2022, between the hours of 0800-1900 seven days per week, to non-sleeping risk premises.

Prior to implementing the revised AFA policy, a significant amount of engagement was completed over a six-month period, with North West Fire Control (NWFC), Alarm

Receiving Centres (ARC), members of the public, operational and fire protection staff, to ensure that the policy changes were understood by all concerned, and that they could adapt working practices and procedures to manage the change.

In addition to premises that contained sleeping risk, a number of other premises types were exempted from the policy due to the inherent risks posed and the consequences of a fire occurring:

- Single private domestic dwellings.
- Sheltered accommodation.
- Other residential premises such as hostels, hotels, student accommodation, care/nursing homes etc.
- Registered Control of Major Accident Hazards (COMAH) sites, and nuclear sites covered by the REPPIR legislation.
- High rise buildings.
- Hospitals.
- Prison/Young Offenders' institutions.
- Police stations, military barracks.
- Infant, primary, or secondary education premises.
- Grade 1 or Grade 2* heritage premises.

The policy also permitted that non-sleeping premises, which would not normally receive an attendance during the above hours, be granted a fire alarm exemption, if they provided evidence that their premises had an Enhanced Reliability Alarm System[1].

To date one property has requested a fire alarm exemption and provided the necessary documentation for this to be implemented.

Data Analysis (9-month review)

Since implementation, the Service has seen significant reductions in the overall number of AFA attendances to premises covered by this policy. The table below shows over each **24-hour period**, the cumulative count from 1st April 2022 to 31st December 2022 (740). This is a **42.3%** decrease on the previous five-year average (**1281**) over the same comparative period (Apr-Dec).

2017/18	2018/19	2019/20	2020/21	2021/22	**2022/23**
1,296	1,214	1,326	1,181	1,391	**740**

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[1] *Enhanced Reliability Alarm System*
To be considered for this exemption, the fire alarm system must meet specific criteria; Certification confirming that the fire alarm system has been installed to BS 5839 Part 1 or equivalent. Evidence that the fire alarm system is serviced and maintained in compliance with the recommendations of BS 5839 Part 1 or equivalent. Certification confirming that a fire signal is only obtained when at least two independent triggering signals are present at the same time. This is referred to as a 'Coincidence Alarm' or that the origin of alarm is a sprinkler system, other fixed installation, or call point

The following chart illustrates the comparative overall impact upon the volume of AFA's received over the 24-hour period (April 2022 to December 2022) over the last five years.
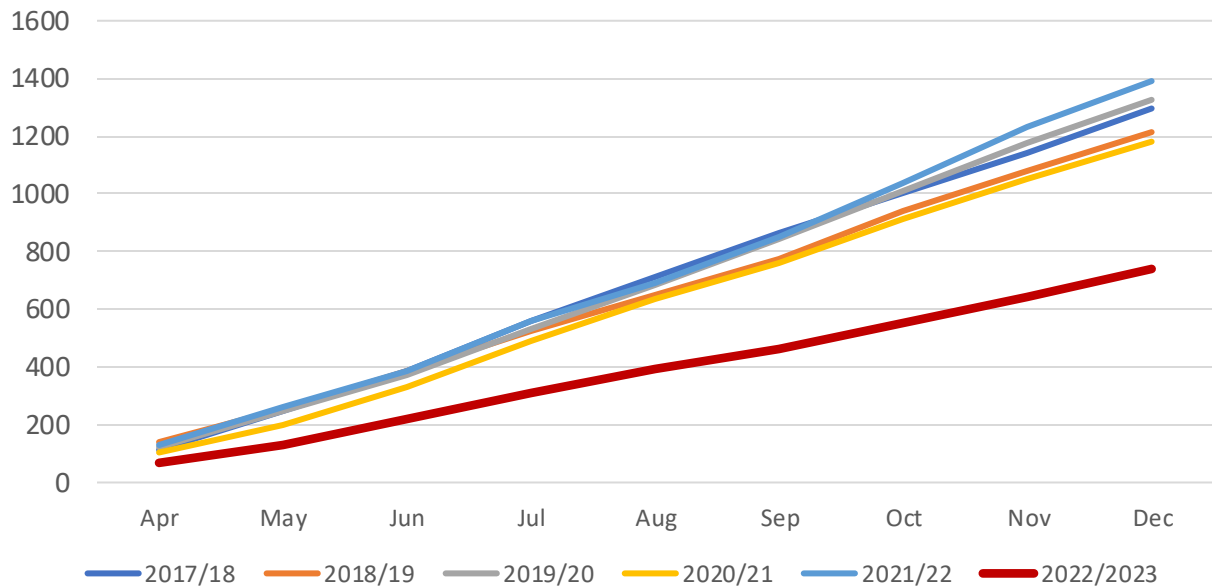
The following table shows a count of incidents, recorded initially as AFA, by hour of occurrence. The column at the end is the percentage of those that fall within the daytime period (08:00 to 19:00). The table illustrates that during the months of April 2022 to December 2022, **14.1%** of the total initial AFA incidents occurred within daytime hours, against an **average of 55.8%** during the preceding 5 years.

Hour	00	01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16	17	18	19	20	21	22	23	% Day
2017/18	40	35	46	32	33	33	52	74	76	86	62	70	56	55	63	62	42	56	72	53	53	52	47	46	54.0%
2018/19	35	46	37	22	22	36	53	57	77	82	68	82	76	63	66	51	50	39	52	40	40	45	35	40	58.2%
2019/20	38	35	42	36	38	32	51	64	75	100	93	84	57	74	76	63	44	55	43	58	40	30	50	48	57.6%
2020/21	47	32	46	28	25	35	63	49	74	76	67	60	51	55	64	44	39	51	48	42	52	42	51	40	53.3%
2021/22	37	46	46	47	31	48	51	58	82	74	101	79	69	61	81	51	81	51	51	54	47	53	40	52	56.1%
2022/23	57	44	51	32	23	42	59	70	10	8	11	12	10	7	12	7	7	9	11	65	67	51	41	34	14.1%

The below is a count of incidents initially recorded as AFA (08:00 to 19:00) (orange shading above). The table illustrates the decrease in AFA volumes within the various property types.

2017/18	2018/19	2019/20	2020/21	2021/22	**2022/23**
700	706	764	629	781	**104**

Incidents at property types to which the new AFA policy applies, between the daytime hours, have reduced **85.5%** during the comparative first nine months of 2022/23, to the previous 5-year average (716).

No incidents occurred during the 9-month period where the initial AFA daytime non-attendance, was subsequently followed up by a 999 call to a primary fire.

Retrospective Analysis (had the policy been applied 24/7 since April 2022)

From April 2022 to December 2022 there were a total of 740 AFA attendances with 104 during the day-time hours (subject to the new policy) and **636** during the night-time hours (1900 – 0800). Through analysis of these attendances we can, with a high-level of accuracy, identify the premises which would and would not have resulted in an attendance had the new policy been applied 24 hours per day.

By discounting relevant premises there would have been **c.109** night-time incidents attended and **c.527** not attended - unless there was a confirmed fire. A reduction of 527 would have seen an **82.9% decrease** in night-time attendances from April 2022 to December 2022.

The 5-year average is 565 incidents occurring during night-time hours which would equate to an **80.70% decrease** in night-time incidents

For greater comparison, had the policy been applied 24hrs against a 5yr average of 1281 incidents it would equate to an **83.4% decrease** in incident attendances to premises covered by this policy.

The table below compares the number of night-time attendances (by hour) between what was attended and what would have been attended had the policy been in place 24/7.

Hour	00	01	02	03	04	05	06	07		19	20	21	22	23	Total
2022/23 – actual	57	44	51	32	23	42	59	70		65	67	51	41	34	636
2022/23 – proposed outcome had the policy been applied 24/7	6	8	9	4	3	6	10	6		16	13	10	8	10	109

The following table shows that the number of night-time attendances has been increasing over recent years (comparative 9-month data period); it illustrates the current day/night distribution and what the resultant impact would have been on activity using retrospective analysis.

	2017/18	2018/19	2019/20	2020/21	2021/22	**2022/23 actual**	**2022/23 potential**
Daytime	700	706	764	629	781	104	104
Night-time	596	508	562	552	610	636	109
Total	**1,296**	**1,214**	**1,326**	**1,181**	**1,391**	**740**	**213**
% Day	54.0%	58.2%	57.6%	53.3%	56.1%	14.1%	48.8%
% Night	46.0%	41.8%	42.4%	46.7%	43.9%	85.9%	51.2%

Regional Approach

NWFC serves Cumbria, Greater Manchester, and Cheshire FRS, all of whom have AFA policies which include a non-attendance option for certain premises via call challenge (referred to as NWFC Emergency Call Management) which enables Control Room Operatives to process calls more efficiently:

- GMFRS operate their non-attendance policy between 08:00 and 20:00.
- Cumbria FRS and Cheshire FRS operate their non-attendance policy 24-hours per day.
- LCFA initial decision was to approach implementation on the basis of daytime implementation in year 1 moving to proposed 24/7 application from year 2.

Future efficiencies

In the HMICFRS inspection report dated 2019, the inspectors highlighted that –

"[…] the service has not taken advantage of the call-challenging protocols which the other fire and rescue services that share the North-West Fire Control centre use. This means that Lancashire FRS may attend more false alarm calls than it needs to".

The data demonstrates that the change to the AFA policy has resulted in a reduction in the number of mobilisations for LFRS and produced a reduction in UWFS incidents between the hours of 0800 and 1900. These reductions represent tangible efficiencies in the use of resources and avoid unnecessary disruption to other aspects of service delivery activities.

Based upon data held, it is estimated that on applying the policy over a 24-hour period it is highly likely to result in overall reduction of c.83.4% in mobilisations to AFA's in these types of premises.

The revised AFA policy does require premises to significantly adapt their policies and procedures to take ownership of the management of activations to their fire alarm system. The transitional nature in which the Service has implemented the policy change, makes the proposed expansion of the policy to 24-hour application realistic and manageable for those premises concerned. Learning from the first 9-months of implementation has highlighted however, that despite extensive engagement and consultation having taken place, several organisations had not either fully understood, or properly considered the impacts of the change and were still caught unawares. This underpins the requirement for further extensive engagement over the coming months so as to ensure that businesses, and those responsible for them, can be best equipped to manage the impacts of this policy change.

Business risk

Medium – should the Service not act to continually refine the AFA and UWFS policy there is a high probability that the next HMICFRS inspection could see a deterioration in outcome across both Efficiency and Response areas of inspection due to continued impact of unnecessary mobilisations to UWFS, which:

- Divert essential resources from genuine emergencies
- Create road risk to crew and public whilst responding
- Disrupt Community & Business Safety activities
- Disrupt operational training
- Create avoidable environmental impact
- Drain public finances
- Disempower businesses from managing their own fire safety
- Divert Protection activity away from high-risk premises

- Create disruption for businesses employing On-Call FF's
- Cause avoidable call handling delays in NWFC

<u>Low</u> – During the 9-month period, no incidents occurred where the initial AFA (daytime) non-attendance, was subsequently followed up by a 999 call to a primary fire.

There was one fire call which occurred outside of the daytime period (19:30 hours) and which the Service did attend as per the current policy, and which resulted in a primary fire. Proportionally (1 incident out of 740) represents 0.1% of occasions.

Mitigation of this risk comes in the form of the exemptions to non-attendance provided in the original revised AFA policy. In addition, effective business engagement which emphasises the importance of back-up 999 calls from occupied premises, will assist those responsible to consider the implications of the change and adapt their arrangements to effectively manage the risk to their premises.

Prior to implementation, further extensive engagement will be undertaken with commerce and owners of non-sleeping risk premises to inform them of the new approach and the changes needed to their fire alarm investigation procedures. We will also seek to evidence the benefits of Enhanced Reliability Alarm systems for responsible persons to consider.

Sustainability or Environmental Impact

Significant reduction in unnecessary appliance movements across Lancashire leading to reduced carbon production.

Equality and Diversity Implications

Low

Data Protection (GDPR)

Will the proposal(s) involve the processing of personal data? No

HR implications

None identified

Financial implications

Financial benefits to Service in terms of increased productivity of operational crews and through reduced disruption, reduced fuel costs, vehicle wear and road risk liability.

Increased availability of qualified staff to inspect high risk premises as presently, all applicable premises are subject to LFRS Unwanted Fire Signals Policy which details that premises suffering regular UWFS receive a follow up from a Fire Safety Inspector/Business Safety Advisor. The anticipated reduction in UWFS attendances will create greater capacity due to less follow up activity being required.

Local Government (Access to Information) Act 1985

List of background papers

Paper:
Date:
Contact:

Reason for inclusion in Part 2 if appropriate: N/A

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Lancashire Combined Fire Authority

Planning Committee

Meeting to be held on 6 February 2023

Protection Inspection Programme - Forward Proposals
(Appendix 1 refers)

Contact for further information – Jon Charters, Assistant Chief Fire Officer
Tel: 01772 866802

Executive Summary

As the landscape for Fire Safety Enforcing Authorities changes so must how Authorities define risk and manage available resource. This paper proposes that we re-define our 'risk based' inspection programme, taking into consideration national best practice. Through reframing the risk methodology, Service performance requirements will be more realistic and achievable and much needed capacity freed up to complete building regulation consultations within timescales, accelerate staff development to competency and increase engagement with strategic and local partners.

Recommendation

Planning Committee is asked to note the information provided and endorse to the Fire Authority that the Service refine the Fire Safety Inspection Programme.

Information

Nationally, the terminology *'Risk Based Inspection Programme'* (RBIP) is predominantly applied to a list of commercial premises which has undergone some form of scoring, triage or consideration by the Fire Safety Enforcing Authority to deem it warranting an audit by a competent Fire Safety Inspector (FSI). There is no one piece of guidance that Fire and Rescue Services (FRS) can use as the 'how to' for RBIP and there is no national scoring mechanism however, Lancashire Fire and Rescue Service (LFRS) has led on this for several years and continue to shape national thinking.

LFRS existing 'risk based' methodology is applied to circa 65k+ premises which, when additional criterion is applied, sets an inspection target of the top c.7.4k premises over a 3-year period; equating to c.2.5k audits per annum. This list of 7.4k premises is then referred to as the RBIP.

Issues with inspection programmes being discussed nationally include how best to discharge resources towards 'assumed risk' – that being derived from data – versus 'live risk' - that being the known risk i.e. Business Fire Safety Check (BFSC) outcomes, complaints, local knowledge, district planning etc. The changes within this proposal are developed with this in mind to afford LFRS the capacity to remain agile to both elements of risk. It is also noted that nationally, the application of a purely assumed weighting or score applied to a premises to determine its level of risk, will result in the

same premises being audited time and again. This, for LFRS, will result in the top c.7.4k premises being audited repeatedly.

The existing weighting/scoring methodology has been strength tested by Lancaster University and is aligned to national guidance and best practice[1].

The methodology is applied in such a way that focus is driven towards:
- Occupant's sleep, are unfamiliar with the premises and unable to escape without significant assistance and pre-planning (e.g. Hospitals, Nursing & Care Homes)
- Occupants sleep and are unfamiliar with the premises (e.g. Hotels and Hostels)
- Occupants sleep and are familiar with the premises (e.g. blocks of flats)
- Occupants are awake but unfamiliar with the premises (e.g. theatres, pubs, clubs)

To undertake this work, LFRS Protection department currently has 41 roles with differing levels of responsibility for auditing premises, ranging from:

- 'Developing' Business Safety Advisors (BSA) – no qualifications
- BSA – Level 3 (L3) competent
- 'Developing' Fire Safety Inspector – L3 competent, developing to Level 4 (L4).
- Fire Safety Inspector – L4 competent.
- Fire Safety Manager – developing towards Level 5 (L5) or L5 competent.
- Fire Engineers – Level 6/7 competent or developing.

Aligned to each role, LFRS applies a Performance Framework which outlines the inspection targets for each role.

From 1 April 2022 to 31 December 2022, the department has undertaken 6081 fire safety interventions ranging from audits, building regulation consultations, licensing applications and peak risk inspections out of hours with partner agencies.

As the regulatory environment changes, the requirements placed upon Fire Safety Enforcing Authorities continue to emerge and grow. The laying of new legislation and the creation of the Building Safety Regulator (lead by the Health and Safety Executive) are a few examples which create further demands on the Authority's ability to inspect against existing practices.

LFRS inspection activity (against its own performance criteria) is reported to the HMICFRS, NFCC Protection Policy Reform Unit (PPRU) and in turn the Home Office on a quarterly basis.

With a full complement of competent staff, the current workforce profile could complete c.3k inspections per annum. However due to the demands of recruitment, limited training providers, time to attain competency, new legislation/directives etc. we currently have capacity to undertake c.1.9k. Under the existing programme, focus is driven to the top c.7.4k premises with only inspections on these premises being reported upon. This results in a significant amount of work (c.40% of all inspection activity) being under-reported, purely by virtue of it not being deemed as 'risk based'. One area which highlights this is the development of the Business Fire Safety Check (BFSC). As

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[1] IRMP GN.4 '*A risk assessment-based approach to managing a fire safety inspection*' (2009) along with NFCC guidance – '*Preliminary Guidance Technical Note Higher Risk Occupancies*' published in 2021.

operational crews identify 'live risk' which requires follow up enforcement activity, the current reporting method does not reflect this work as these premises are not within the top 7.4k of premises within the RBIP.

Likewise, with improvements to strategic relationships with Local Authority Housing teams, Care Quality Commission and care commissioners, further referrals are drawing inspectors away from the top premises deemed as being the RBIP, however serving significantly to reducing 'live', known risk in other premises types.

With the current trend in new demands along with the impacts on workforce planning it is foreseen that LFRS current inspection methodology and performance criteria require redefining to ensure they remain cognisant of 'live risk', rather continuing to service residual or consequence risk and drift further from the present performance targets.

Summary of current issues:

- Little scope within capacity, to action 'risk' outside the existing 7.4k RBIP premises.
- Performance reporting is aligned only to the top 7.4k premises.
- The existing methodology and direction will result in the same premises being audited time and again due to 'residual risk' or perceived 'consequence'.
- The requirement to audit these premises on a cyclical basis, results in other known-risk premises not being audited.
- The target set for the 3 years (c.7.4k) period is being impacted by competency, staffing numbers and 'other work' which is not being reported or recognised as part of broader risk reduction. As such we will always be under reporting our activity against our target.
- If the existing methodology is applied to existing datasets the current approach will see the target number grow from 7.4k to an estimated 9k premises to audit in 3 years' time, outstripping inspectors' capacity.
- Currently, capacity to achieve improved performance in other aspects of work is limited e.g. responding to Building Regulation consultations within the statutory 15-day timescale.

Forward Plan

It is not proposed that any significant change occurs to the existing RBIP weightings within the methodology. This means the underpinning (tested) methodology (appendix A) remains, however is further strengthened by refining our data and defining more realistic and achievable targets. In time, as our systems improve, we will include 'previous outcome' as a weighting. This will see premises with a history of poor or non-compliance being rated as higher risk and is in line with emerging guidance.

Following significant work with our premises dataset, moving forward we can greatly refine the number of premises in Lancashire to which the Fire Safety Order applies. By aligning the premises type/use, with both the primary regulator and the competency of staff (in line with the Competency Framework for Fire Safety Regulators) we are more accurately able to define which premises LFRS is the primary regulator for; along with the level of intervention required. This, in turn, provides us with a refined list of c.5k higher risk premises[2] which LFRS inspectors should audit. Using the refined dataset

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[2] 'Higher risk premises' are those whose classification/use is such that, in line with the Competency Framework for Fire Safety Regulators, requires either a L3 or L4 inspector to audit initially.

this equates to c.3.7k of premises to be audited by a Level 4 qualified inspector and 1.3k of premises to be audited by a Level 3 qualified inspector.

We have applied this methodology across the entire Lancashire commercial premises dataset (c.65k premises) and this new ethos effectively provides a risk-based list of commercial premises. Importantly, it also provides improved granularity to enable us to apply the most appropriate fire safety intervention for that premises type, making the most efficient and effective use of resources and competency. This, for example, may be the completion of a BFSC at a very low risk premises, or a Level 4 inspector at a higher risk premises. The tiered intervention approach to the entire inspection programme will enable LFRS to remain 'risk based' and deploy resources across a range of premises types rather than simply focusing on the top 7.4k.

Over the coming months, the Protection department will complete the final elements of our transformation process which will include the proposed changes to the inspection programme. This will also see the area-based teams reshaped to support the delivery of the inspection programme, the Building Safety Regulator and the ongoing delivery and development of the BFSC.

The ongoing development of our dataset will continue over many years as business as usual to ensure our resources remain managed efficiently and effectively.

The redefined c.5k higher risk premises will be the key focus for Area-based teams in line with both the performance framework and competency, with a completion target of 36-48 months.

The proposed changes to both the inspection programme targets and performance framework will ensure we remain well placed to meet our inspection programme over the 36–48-month period, whilst also ensuring that we are best placed to service a projected c.3k of BFSC follow on visits by inspecting officers, meet our statutory requirement for completion of Building Regulations submissions, and additionally continue the development of our fire safety staff to achieve competence.

Summary of Proposed Changes

- Rename the 'Risk Based Inspection Programme' to the 'Inspection Programme' (IP) incorporating all c.65k commercial premises.
- Apply a tiered fire safety intervention methodology to all commercial premises.
- Define new performance target for the higher risk premises (c.5k over 36-48 months) to balance 'known risk' vs 'unknown risk'.
- Define new performance targets for each role.
- Define the primary regulator for premises types.
- Share LFRS dataset with local authorises (as primary regulator) to assist in their inspection programmes.
- Redefine our inspection programme to both HMICFRS and PPRU as 'defined higher risk premises'.
- Update our recording system to better reflect our approach and enable better reporting into CFA, HMICFRS and PPRU.

Benefits

Reframing our methodology and changing targets will:
- Allow us to apply a new policy to auditing frequency (up to 48 months for higher risk premises) and move away from current targets and aligned to more realistic figures which reflect all the risk-based work undertaken.
- Apply the 'risk based' methodology to the 65k+ commercial premises however apply a tiered intervention approach (competency-based) i.e. BFSC, L3, L4, L5 inspections etc.
- Clearly define our inspection programme methodology to other regulators.
- With current capacity (2k audits) we will achieve or over-achieve our yearly performance target.
- Create capacity within teams to undertake work in line with the local district planning i.e. peak risk inspections, inspections based upon local KPI issues, joint inspections.
- Improve performance in terms of meeting the statutory requirements of Building Regulation consultations.
- Be better prepared for future changes and/or direction from central Government e.g. a medium-rise risk review.

Business risk

Medium
By continuing with the existing performance requirements and reporting, LFRS will continue to set a target that is unachievable due to several factors including, staffing vacancies, limited training providers, timescale to achieve competency and our existing workforce profile. This, in turn, will result in continued under-reporting to the CFA, HMICFRS and PPRU.

Sustainability or Environmental Impact
None identified

Equality and Diversity Implications
None identified

Data Protection (GDPR)
None identified

HR implications
None identified

Financial implications
None identified

Local Government (Access to Information) Act 1985
List of background papers
Paper:
Date:
Contact:

Reason for inclusion in Part 2 if appropriate: N/A

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Lancashire Fire and Rescue Service

Inspection Programme

making Lancashire **safer**

Contents

Abbreviations and definitions

AddressBase	The Ordnance Survey national gazetteer of all UK postal addresses.
Attribute	A feature of a premises which has influence on the degree of harm that may be sustained in the event of fire.
(the) Authority	The public body, holding the functions of a Fire and Rescue Authority, with a statutory duty to enforce the provisions of the RR(FS)O. (Also, the Enforcing Authority).
CFRMIS	Community Fire Risk Management Information System. A database that Lancashire Fire and Rescue use to record work activity and information, including that which relates to Fire Safety.
Dwelling	A domestic premises as defined in Article 2 of The Regulatory Reform (Fire Safety) Order 2005.
Fire Safety Inspection	An on-site engagement undertaken to support or check compliance or to capture data for the Protection Risk Model
FSEC (Categories)	Fire Service Emergency Cover is a robust, third-party validated risk assessment and resource deployment tool which breaks down premises into Risk Groups and Supplementary Line numbers.
Harm	The adverse impact on one of six categories of value, namely Public Life, Emergency Responder, Economic, Environmental, Heritage and Social Community (each defined within the document).
Likelihood	The relative probability that an event will occur based on historical data.
Lower Layer Super Output Area (LSOA)	LSOA are a geographic hierarchy designed to improve the reporting of small area statistics in England and Wales. A lot more data is available directly at LSOA level as LSOA have an average population of 1500 people or 650 households.

Mott MacDonald	Refers to values given to premises to determine risk, taken from national incident data published in 'Update of response time loss relationships for the Fire Service Emergency Cover toolkit' (Department for Communities and Local Government, 2010)
Regulated	A premises to which the Regulatory Reform (Fire Safety) Order 2005 apply but not including, in this guidance, dwellings to any extent.
Relevant Person	The Regulatory Reform (Fire Safety) Order 2005 outlines a relevant person, however, in the simplest terms, the relevant person is anyone that could possibly affected by fire (or related) problems at the premises.
Risk	A combination of Severity and Likelihood; the likelihood that a fire will cause harm, together with a measure of the effect.
Inspection Programme	Pre-planned Fire Safety Inspections based upon the Protection risk profile which is refreshed at least every three years.
Risk Data Capture	An activity whereby information is collected and recorded and forming the foundation of risk profiling.
Risk Profile	The value assigned to one or more premises record(s) allowing comparison between individual premises, types of premises or geographic locations.
(the) Service	Lancashire Fire and Rescue Service (LFRS).
Severity	A value representing the potential maximum harm in the event of fire.

How we manage risk

To manage risk, and allocate inspection resources effectively, it is first necessary to define what constitutes risk. LFRS operates a 'Risk Based' Inspection Program (IP) based on nationally recognised principles refined further at a local level using data and intelligence relevant to risk in Lancashire.

As Lancashire has over sixty thousand regulated premises it is not possible to audit them all. Indeed, attempting to do so would inevitably be ineffective as valuable resources would be allocated to very low risk premises that have minimal potential to cause harm, at the expense of very high-risk ones where occupants are at significant risk of harm if a fire occurs. The IP ensures the pre-planned use of Officer and Operational Crew time is focussed on the premises which have the greatest potential to cause harm 'if' risk is not being managed effectively by premises management. Taking this approach enables us to continually suppress risk in the built environment and ensure that potential to cause harm is sustained at levels which are as low as reasonably practicable.

In general terms, the premises which are audited most frequently are those in which:
- Occupant's sleep, are unfamiliar with the premises and unable to escape without significant assistance and pre-planning (e.g. Hospitals, Nursing & Care Homes)
- Occupants sleep and are unfamiliar with the premises (e.g. Hotels and Hostels)
- Occupants sleep and are familiar with the premises (e.g. blocks of flats)
- Occupants are awake but unfamiliar with the premises (e.g. theatres, pubs, clubs)

In determining inspection priority further within those definitions, the IP also considers:
- History of previous fires in the premises (indicative of future likelihood)
- History of previous fires in the vicinity of the premises (indicative of arson risk)
- Distance from a fire station (indicative of the length of time the building will have to perform to protect its occupants before firefighting interventions can be made)

- Flood risk (as fire risk intensifies significantly during flooding when power fails, and reliance is placed on fire safety systems working on back-up power supplies)
- The height of the premises (taller premises place greater reliance on fire safety systems and building construction and management to protect their occupants).
- The date and outcome of previous inspections
- Other data which is relevant to specific premises types (e.g. Care Home inspection data from the Care Quality Commission indicating poor safety management).

The IP sits within our wider Inspection Framework and determines how we pre-plan the allocation of inspecting officer time. We also recognise that use of historical data is not always indicative of future events and consequently retain the ability to respond in an agile way to partner referrals, post fire audits, fire safety complaints and where emerging local or national intelligence suggests certain premises should be targeted irrespective of their position in the IP e.g. previously unknown concerns emerge over a particular external wall (cladding) system.

Overview

Fire is a 'hazard'. The combination of the harm caused by a hazard combined with the likelihood of the harm occurring leads to a level of 'risk'.

The 'overall score' described in this document represents the overall level of risk and is used to determine the priority in which premises are inspected. The overall score is calculated by assigning an initial value which is taken from national incident data published in 'Update of response time loss relationships for the Fire Service Emergency Cover toolkit' (Department for Communities and Local Government, 2010), in consultation with the Mott MacDonald Ltd. The final risk score is then calculated by applying an additional series of determinants which are relevant to fire risk in Lancashire and represent different 'Categories of Harm' (Appendix A) reflecting the broader impact of fires when they occur.

The overall score is not used in isolation to target higher risks premises. Additional information relating to fire risk is also included in the data presented to Fire Safety Inspectors (Appendix C) which might otherwise skew the overall model but allows local prioritisation when inspections are being allocated.

Datasets

CFRMIS holds data for approximately 25% of the regulated premises in Lancashire. As such, this dataset is not robust enough to be able to calculate risk on both premises the service is aware of and those it not aware of.

AddressBase is a product from Ordnance Survey which provides users with a gazetteer of all postal addresses. It is the most comprehensive and reliable database of properties available to the Service.

AddressBase is continually updated; the custodian, responsible for the currency and accuracy of the dataset, is the Local Authority.

The Service uses the AddressBase gazetteer to create a record for each listed address in Lancashire. One of the key pieces of information in this is the Basic Land and Property Unit (BLPU) classification which is used to ascertain the FSEC information for the premises. Once this information is linked, it is then possible to differentiate between Unregulated Premises (Private Dwellings) and Regulated Premises (Premises falling under the Fire Safety Order).

As every premises LFRS inspect has a record created in CFRMIS, information and characteristics can be associated with each address, allowing the Service to create a more detailed profile of each individual premises overtime.

Calculating the overall risk score

In 2018, LFRS developed a new methodology that started with the Mott MacDonald (Median) score and then multiplied by a series of weighting factors:

  i.   Public Harm (Score of up to 3)
  ii. Emergency Responder (Score of up to 1.5)
  iii. Economic Value (Score of up to 1.5)
  iv. Environment (Score of up to 1.5)
  v.   Heritage (Score of up to 1.5)
  vi. Social and Community (Score of up to 1.5)

The resulting score was used to rank premises in order of risk. Scores that achieved a value of 9 or above were included in the Risk Based Inspection Programme.

The Mott MacDonald value system has a bandwidth of 2.0 between the highest score for each FSEC code and the lowest, i.e. Purpose-Built Flats (VH=6.03, VL=4.03). Each of these values also has a median score, i.e. Purpose-Built Flats =5.03.

As each of the scores from the Category of Harm can have the maximum effect of changing the score by +/-0.2, the combined effect of the full range of scores (5) will not change the score by more than +/-1.0, i.e. a Purpose-Built flats premises with a median score of 5.03, which achieves the highest score in EVERY of the Categories of Harm, would achieve a score of 6.03 (equal to the Mott MacDonald VH value), the same

premises, achieving the lowest score in EVERY of the Categories of Harm, would achieve a score of 4.03 (equal to the Mott MacDonald VL value)

The resulting score can be remapped against the full range of Mott MacDonald values and a risk level (VH, H, M, L, VL) can be applied.

By taking the median Mott MacDonald value, we start our calculation by using a well-researched and value-based score. We then add our Categories of Harm, which we consider to be apposite to Lancashire Risks. The resultant score is a blend of both Nationally based and service-based data. This is the COMBINED SCORE.

Figure 1 – Application of Mott MacDonald and Lancashire FRS Categories of Harm
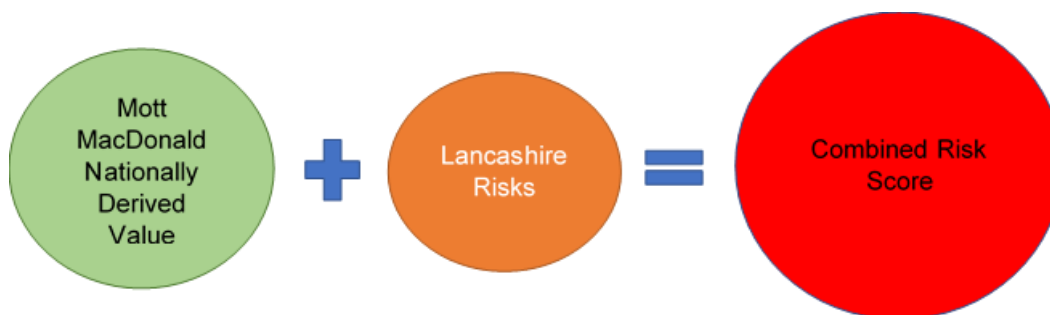
Selection of Premises

Based on the Mott MacDonald table and the National Fire Chiefs Council (NFCC) Competency Framework which provides a clear framework for Enforcing Authorities to follow to achieve, maintain and demonstrate appropriate standards of competency within their workforce, the scored premises are divided into several discrete work areas aligned to the competence of staff:

High Risk Residential Premises These are all 7 storeys and above residential, high-rise premises across Lancashire. Currently these are the only premises types defined by NFCC as 'in scope', however there is potential that more premises may come into scope.

Level 4/3 (qualified inspectors) (FSEC codes A, B, C, E, F, H) – these premises are split to ensure that the competency of the inspector is aligned to the risk/value. For

premises that fall below the Mott MacDonald (Median) score for the lowest FSEC category for sleeping risk (H) are included in the Sampling work area, together with any remaining premises more than 18m in height and (FSEC codes D, X, L). Premises that fall below the Mott MacDonald (Low) score for the highest FSEC category for sleeping familiar risk (D) are also included in the Secondary Risk work area.

Business Fire Safety Check (BFSC) (FSEC codes J, K, M, N, P, R, S, T) – these premises fall below the Mott MacDonald (High) score for the highest FSEC category for public unfamiliar/workplace familiar risk (J).

Heritage – Grade 1 and 2* premises not already included in High-Risk Residential Premise.

Targeting – this work area is used to empower local Fire Safety Team Leaders and Community Protection Managers to use local knowledge and intelligence to target premises that are known to be higher risk together with the facility to include premises that are highlighted due to national emerging trends.

Sampling – this work area is used to test the efficacy of the Inspection Programme. Local Fire Safety Team Leaders will select 5% of the lower score sleeping risks that have been allocated to the Secondary Risk area.

Secondary Risk – all other premises not included in the above. This work area has been devised to empower Fire Safety Managers and Community Protection Managers with ability to include other premises that have not been captured in A – E, above.

Appendix A – Categories of Harm

The risk-based approach is founded upon the concept that fire has the potential to harm not only the life safety of occupants and other 'relevant persons' but also other people and community assets.

The Inspection Programme identifies a total of five potential categories of harm:

a. Primary Fires
b. Secondary Fires
c. Emergency Responder
d. Flood Risk
e. Social & Community

Category of Harm	Definition	Attributes
Public Life	Occupants and other persons who would need to escape to a place of safety in the event of fire	• Primary Fires • Secondary Fires
Emergency Responder	Responders from the Emergency Services who may have to enter a hazardous area in the event of fire	• Emergency Response Times
Environment	Air, water and land	• Flood Risk Areas (taken from environmental health data)
Social & Community	A perceived value that causes public, political and/or media reaction which may also include community disruption.	• LSOA Risk Information • Mott MacDonald Score

Appendix B – Additional Markers

Additional markers are included to inform the Service and Inspecting Officers:

a. Combined Code – this is a combination of the FSEC code and the Supplementary Line Number for the Premises.

b. Enforcement Action – shows Y if the premises has had an enforcement notice issued during the previous 3 years.

c. Last Audit – shows the last date the premises had a fire safety audit, or blank if the premises has never been audited.

d. Building Height – gives the building height from the enhanced AddressBase gazetteer, together with the Estimated Number of Storeys.

Lancashire Combined Fire Authority
Planning Committee
Meeting to be held on Friday 27 January 2023

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. As such, the Service exercised and tested multiple Tactical and Strategic level BCPs in a Service-wide BCP exercise in November 2022. Consequently, 14 recommendations were identified through a structured debrief and are in the process of being implemented. Namely, Business Continuity (BC) embedding within LFRS was highlighted as a priority.

Numerous other BCP exercises are being planned to take place in 2023 to validate BCPs created for recent increased or new risks, as well as maintaining the annual November BCP exercise for 2023.

With the aim of developing and implementing 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, the BC Standard Operating Procedure will require redrafting. Consequently, to reflect these changes, the BCP policy will need reviewing and updating.

Recommendation

Members are asked:
(i) to accept the arrangements for BCP exercising 2023; and
(ii) to support strengthening LFRS's resilience through the development, embedding 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 taken steps to align with both the BCI's Good Practice Guidelines (GPG) and ISO 22301 by updating their Business Continuity Management System (BCMS), supporting documents and suite of plans accordingly. The overarching principles of both frameworks require LFRS to review, update, and test plans at predetermined intervals, based on a Business Impact Analysis (BIA) for each identified critical activity or process.

In 2022, an annual review and update of Station BCP's and departmental BIAs were conducted by the responsible Station Managers and Departmental Heads respectively, with the support and coordination of the Response and Emergency Planning (REP) Department. This review has highlighted gaps in the current BCMS, which will need to be addressed in order to comply with the BCI's GPG and ISO 22301. Therefore, in the first two quarters of 2023, the Business Continuity (BC) Standard Operating Procedure (SOP) will be updated to reflect the changes in the BCMS, such as the introduction of BIAs for Stations, drafting of Department specific BCPs, the increasing of regular exercising of BCPs at all levels, and the introduction of structured debriefs for BCP exercises. This in turn will require the review and updating of the BC Policy planed for the latter half of 2023.

REP conducted a Service-wide BCP exercise on the 8 November, with the aim of assessing the effectiveness of the activation and implementation of LFRS's BCPs during a multi-agency large-scale incident (Exercise Owl) which was linked to the county-wide, multi-agency, terrorist attack exercise (Exercise Goshawk). The scenario for Exercise Goshawk entailed one LFRS station to be cordoned off due to Police activity and therefore Exercise Owl planned to test a Station BCP; however, the station exercise did not occur due to delays in play with Exercise Goshawk. Nevertheless, Exercise Owl successfully tested multiple LFRS's Tactical and Strategic level BCPs.

A structured debrief was conducted for Exercise Owl for which the learnings are in the process of being recorded and implemented. The debrief resulted in 14 recommendations. Overall, the recommendations from the debrief highlighted that further training and awareness of BC is required at all levels in LFRS, due to the participants unfamiliarity of the plan's content, storage locations, and specific roles within BC. This can be done through a more thorough approach to embedding of a BC culture within LFRS. A strategy is planned to be devised in 2023 as BC embedding is a core principle of BCI's GPG and ISO 22301. Moreover, the recommendations included the importance of correct note taking and retention during a BC event, especially in the event of a future public enquiry. Likewise, the importance of adequately trained and readily available loggists was highlighted. All participants agreed that more BC exercises should be conducted in the future and on the whole, it was an educational and enjoyable experience.

Due to increased risk of Industrial Action (IA) and power outages, REP has been working across all departments to develop, update and implement BC plans for these threats. As such, in addition to maintaining annual November BCP exercising, REP is currently developing BC exercises in quarter 1 and quarter 2, which will serve to validate the new BCPs, including a BC exercise for power outage at a station level (Operational) and SHQ (Tactical). Likewise, a tabletop exercise for IA is being developed to test the staff and station modelling, as well as the coordination of the Service Incident Management (SIM) team.

In 2022, meetings were conducted with all departmental heads to identify any gaps within their BC systems, the level of REP support required in order to address these gaps and develop robust BC procedures. Discussion also included the identification of critical services within departments which may require a 24/7 rota system in the future to increase LFRS resilience. This is in progress and further consultations are required prior to a concrete proposal being put forward.

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 could have a negative disruption on human resources.

Financial Implications

A budget could be required for the embedding of BC within LFRS. This could include providing additional training, developing an e-learning module, BC promotion during international BC week (15-19 May 2023), or a modest budget for BCP exercising dealt with on an ad hoc basis.

Local Government (Access to Information) Act 1985
List of background papers
Paper:
Date:
Contact:
Reason for inclusion in Part 2 if appropriate: N/A

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