

Public Document Pack

Lancashire Combined Fire Authority Planning Committee

**Monday, 17 July 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 - 22)**
4. **Annual Service Report (Pages 23 - 40)**
5. **Serious Violence Duty (Pages 41 - 44)**
6. **Blue Light Collaboration Board Update (Pages 45 - 48)**
7. **His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) (Pages 49 - 52)**
8. **Measuring Progress - Fire Engine Availability - KPI Review (Pages 53 - 56)**
9. **Measuring Progress - 1st Pump Critical Fire and Critical Special Service Response Standards - Key Performance Indicator Review (Pages 57 - 68)**
10. **Measuring Progress - Addition of Key Performance Indicator for Business Fire Safety Checks (Pages 69 - 70)**

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 **20 November 2023** in the Main Conference Room, at Lancashire Fire & Rescue Service Headquarters, Fulwood.

Further meetings are: scheduled for 5 February 2024
 proposed for 15 July 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, 6 February 2023, 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	
F Jackson	
D O'Toole	
S Rigby	
J Shedwick	
T Williams	

Officers
S Healey, Deputy Chief Fire Officer (LFRS) J Charters, Assistant Chief Fire Officer (LFRS) M Hamer, Area Manager, Prevention Protection and Road Safety (LFRS) D Brooks, Principal Member Services Officer (LFRS) L Barr, Member Services Officer (LFRS)

16/22	Apologies for Absence
	Apologies for absence were received from Councillor J Hugo.
17/22	Disclosure of Pecuniary and Non-Pecuniary Interests
	None received.
18/22	Minutes of Previous Meeting
	Resolved: - That the Minutes of the last meeting held on 21 November 2022 be confirmed as a correct record and signed by the Chair.
19/22	Annual Service Plan and Strategic Assessment of Risk
	The Deputy Chief Fire Officer presented a report on the Service's Annual Service Plan and Strategic Assessment of Risk for 2023/24.

Strategic Assessment of Risk

Risk in Lancashire would always remain dynamic: it changed over time, differed by area and demographic, and needed different interventions to reduce the likelihood of the risk occurring or to lessen its consequences. These risks were identified in the Strategic Assessment of Risk (SaoR) which was refreshed annually and was also informed by the Lancashire Resilience Forum Community Risk Register. Through its risk management framework, the Service continually assessed changing risk and prioritised its response framework.

The Strategic Assessment of Risk reflected the knowledge and experience of a variety of specialist departments and utilised Lancashire Fire and Rescue Service (LFRS) Incident Recording System (IRS) data to derive a data driven methodology that highlighted the incident types that posed the greatest risk to the county of Lancashire and the individuals who lived and worked within it.

This year's document built on previous iterations as LFRS sought to continually improve its risk management processes. The Deputy Chief Fire Officer drew Members attention to the final paragraph of the introduction (page 43 of the agenda pack) particularly that "the environment in which we operate is constantly changing and new risks to our communities will always emerge". He advised that significant changes had been made to the 'About Lancashire' section, which had been refreshed to ensure the Service was using the most up-to-date data sources available and most notably the section now used 2021 census data. The report also detailed risks relating to: Deprivation (and the correlation to fire risk); the wide range of Infrastructure risk within Lancashire in terms of operational response (including to: reservoirs, dams, wind turbines, ports and rail networks); the Built Environment (from the newer forms of construction materials and the ongoing work following the Grenfell Tower fire in 2017 supporting future buildings to be as safe as they could be); Technology (including electric vehicles and bulk/battery energy storage systems); and Wildfire Incidents (and the impact of climate change. This in turn informed the Climate Change Operational Response Plan that detailed how LFRS would respond to increased flooding and wildfires). Pages 53 – 55 of the agenda pack presented data analysis that fed into the risk methodology used and how the Service resourced to risk. A heat map on page 56 of the agenda pack showed centres of high incident activity alongside fire station locations which reassured Members that resources were aligned to risk. From page 58 onwards the report detailed the risk assessment methodology used and the risk associated against the 32 incident types which had resulted in some movement in the ranking of the highest risk incident types.

In response to a question from County Councillor S Rigby concerning his county council division of St Annes, the Deputy Chief Fire Officer advised that the heat map showed high level activity across Lancashire and the Strategic Assessment of Risk drove robust Service, district and local station level response to risk thereby enabling LFRS to tailor prevention, protection and response activities to the identified risks. This process had been commended by His Majesty's Inspectorate of Constabulary and Fire and Rescue Services.

County Councillor Rigby also queried why there was an increase in special service incidents (as detailed under the historical data section of the report on page 53 of the agenda pack). The Deputy Chief Fire Officer advised that special service calls related to non-fire related incidents where the Service offered support, for example to blue light colleagues (ie: gaining entry into properties and missing persons' searches), in addition to incidents such as road traffic collisions. In response to a further question regarding whether this was reflected in the spending profile the Deputy Chief Fire Officer advised that investment (for example in drone technology) had been made which supported the broader response of keeping the communities in Lancashire safer. He advised that the Service was considering a recharge policy to recover costs when specialist assets such as our drones and dogs were used outside of Lancashire and/or with other Blue Light partners.

With reference to County Councillor Rigby's query, County Councillor Shedwick confirmed he would welcome the Deputy Chief Fire Officer's proposal for a presentation at a future Strategy Group on how the Service used data to assess risk.

Councillor Williams queried the level of incidents attended that included lithium-ion batteries. In response, the Deputy Chief Fire Officer advised that there had been a national increase in response to fire from power sources in road vehicles and solar panels and these could be difficult to extinguish. Power generated by renewable energy sources was being stored in lithium-ion battery solutions (including large battery energy storage systems, one of which is located in Preston; typically housed in a bank of what looked like shipping containers). Modern solar panels were increasingly linked to a domestic battery storage systems which created additional hazards for firefighters attending these types of incidents. Details regarding the number of incidents attended was available and could form part of the presentation to the Strategy Group.

The Assistant Chief Fire Officer added that there was national recognition that emerging technology was a risk. The National Fire Chiefs Council (NFCC) had a working group which looked to link with industry and suppliers of technology to understand what was being produced and consider how to alter operational response arrangements to respond appropriately to those risks. More locally, Area Manager John Rossen was the lead for the north west's emerging technology group on behalf of the NFCC and work was ongoing with other North West Fire and Rescue Services to analyse data and identify emerging local risks.

In response to a question raised by County Councillor Hennessy regarding the highest risks, the Deputy Chief Fire Officer advised that the table on page 61 of the agenda pack showed all incident categories which ranked the highest risk in red, down to the lowest risk for each of the risk areas based on the risk assessment methodology. Property fires both domestic and commercial were at the top of the risk table, followed closely by climate change challenges and road traffic collisions. The risk calculation was complicated and could change. It depended on the number of incidents as well as the outcome of those incidents ie: wildfires and flooding did not occur regularly but did have a massive impact on communities and the environment. In response to a further question the

Deputy Chief Fire Officer confirmed that communication campaigns were linked to these risks. National prevention campaigns were led by NFCC and local campaigns were based on local intelligence and delivered in line with local plans.

Councillor Jackson advised that the 'new urban design approach' referred to on page 48 of the report had been in operation in Blackpool for several years. The Deputy Chief Fire Officer confirmed that the wording in the report would be amended before publication.

The Deputy Chief Fire Officer then referred to the Annual Service Plan.

Annual Service Plan

The Annual Service Plan continued to provide Lancashire Fire and Rescue Service (LFRS) with the platform to highlight the priority activities and projects the Service intended to deliver over the coming year; leading improvements and innovation in the sector with some of the best firefighting equipment and training facilities in the country and a highly skilled and motivated workforce.

The Annual Service Plan was built around the Service's 5 corporate priorities as detailed in the Community Risk Management Plan. As in previous years, detailed under each corporate priority was a series of priority activities and projects with a brief description of each item to give further clarity and context as now considered by Members, these were: -

1. Valuing our people so they can focus on making Lancashire safer;
 - Create an organisational culture where diversity is encouraged and valued;
 - Introduce peer support ambassadors;
 - Explore the future of Service headquarters;
 - Upgrade fire station facilities;
 - Improve learning and development systems; and,
 - Deliver firefighter pension changes.
2. Preventing fire and other emergencies from happening;
 - Invest in digital improvements to our home fire safety check service;
 - Improve evaluation of fire prevention activity; and
 - Strengthen operational risk information.
3. Protecting people and property when fires happen;
 - Expand our business fire safety check service;
 - Strengthen our fire safety inspection programme to meet evolving standards;
 - Introduce a revised automatic fire alarm attendance policy; and
 - Transform fire protection and business safety.

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

- Implement our emergency cover review which includes:
 - Review emergency cover in Preston;
 - Introduce more resilient and flexible crewing arrangements;
 - Optimise emergency cover through dynamic cover software;
 - Strengthen our response to climate change emergencies;
 - Strengthen firefighting and rescue capabilities in high-rise and commercial buildings; and
 - Broaden on-call firefighting capabilities to strengthen operational response.
- Invest in our training centre;
- Build 4 new drill towers;
- Invest in our fleet; and
- Implement operational learning in response to national events.

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

- Review productivity and efficiency;
- Replace performance and analysis software;
- Collaborate with other public services; and
- Install CCTV on fire engines and other service vehicles.

Activities that were planned to be delivered also informed the staff performance appraisal process, so all staff understood plans and were involved in helping to deliver key activities.

The aim was to continually improve and refine the planning process and this year's Plan aimed to add focus on achievable objectives to be delivered within the year, acknowledging that a proportion of items were continued from the 2022/23 Plan, reflecting the commitment to a number of long-term projects.

With reference to the scored incident categories on page 61 of the agenda pack, County Councillor O'Toole was proud that the risks were transparent. He was pleased that the Plan included the need to redevelop Preston Fire Station and to explore the potential relocation of headquarters which had been discussed by the Authority for many years. He suggested that a previously constituted Task and Finish Working Group be re-established to support both of these building projects. This was supported by County Councillor Shedwick who commented on the need for a review of Service requirements across Preston given the level of change. In response the Deputy Chief Fire Officer advised that the redevelopment of Preston Fire Station would be reviewed which would include options to rebuild in situ or at an alternate site in Preston whereby consideration would be given to the impact on nearby stations. He confirmed that options would come back to Members for consideration. In addition, the review of capital projects would look at potential improvements at the Service training centre and the potential relocation of service HQ to the training centre. These 3 key areas all impacted on the capital programme which Members would be reviewing at the next Authority meeting.

	<p>In response to a comment from County Councillor Hennessy the Deputy Chief Fire Officer advised that wording in the introduction to the Annual Service Plan (page 28 section 2) regarding the introduction of more resilient and flexible crewing arrangements could be amended to be clear this would be through engagement with staff and trade unions.</p> <p>County Councillor Singleton thanked officers for the detailed report and for outlining a very challenging service plan. He commented that the plan would be impacted from any strike action and welcomed the plans for Preston station, supporting the establishment of a task and finish working group proposed by the Authority Chairman.</p> <p>Resolved: That the Planning Committee noted and endorsed the Annual Service Plan and Strategic Assessment of Risk for publication.</p>
20/22	<p>Consultation Strategy - Annual Review</p>
	<p>The Deputy Chief Fire Officer presented the report. The Authority had a consultation strategy which provided a framework through which it could seek public opinion on major change issues.</p> <p>Each year the Planning Committee reviewed the strategy, as now considered by Members, to assure continued compliance with guidance or legislation and to incorporate learning from any public consultation exercises undertaken.</p> <p>The review concluded that the strategy continued to be legally compliant and in line with good practice.</p> <p>It was noted that in the most recent inspection by His Majesty's Inspectorate of Constabulary and Fire and Rescue Services the report commented that the service had improved in the way it communicated 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.</p> <p>Resolved: That the Planning Committee noted and endorsed the consultation strategy.</p>
21/22	<p>Blue Light Collaboration Board Update</p>
	<p>The Deputy Chief Fire Officer advised that the report updated on progress of the Blue Light Collaboration Board. The current Membership was himself as Chair together with the Director of Response for North West Ambulance Service and the Deputy Chief Constable.</p> <p>The Deputy Chief Fire Officer updated Members on progress regarding the initial 5 collaboration projects as follows: -</p> <p>1. Missing Persons</p> <p>Members of the Authority and Service sent their thoughts to family and friends of</p>

Nicola Bulley who was currently missing. The Deputy Chief Fire Officer reassured Members that the Service had provided overhead and underwater search drones, search dogs, firefighters and boat teams to support the multi-agency response assisting Police colleagues in the search.

Following a review of 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 was to improve the existing collaborative approach to the identification of the location of missing persons. Learning had been identified from the original process and improvements had been made. LFRS support for the 'Missing from Home' Manager training for Lancashire Constabulary staff would be continued in terms of LFRS assets available. Furthermore, Lancashire Constabulary had provided training to control staff to raise awareness.

The initial plan included a small number of LFRS personnel from the Urban Search and Rescue team and Drone team to undertake the 'Missing from Home' Manager course. This would develop knowledge and understanding regarding aspects of planning and undertaking a search. Additional LFRS crews 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 missing person incidents within the context of potential crime scene management. All LFRS assets would remain available regardless of the additional skills imparted to the specialist teams.

2. Estates and Co-location

This was a longer-term work stream with interdependencies as there were several internal projects within Lancashire Constabulary to review current building stock. This included Lancashire Constabulary headquarters, and various police stations. Property leads from all three agencies were in contact with each other and plans were being developed to organise a monthly catch-up meeting. This would ensure that each Blue Light Service was sighted to internal findings and provided with awareness in terms of future opportunities. The Deputy Chief Fire Officer advised that, should it be decided to relocate Preston Station or build in situ this would be done through the Collaboration Board to provide opportunities for collaboration.

3. First Responder

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

Progress on phase 1 had resulted in the success of one non-operational member of LFRS responding to category 1 incidents. The Deputy Chief Fire Officer advised that the LFRS First Responder volunteer had recently responded to a cardiac arrest which resulted in the person's life being saved. The North West Ambulance Service (NWAS) reporting system had been modified to include LFRS staff, so it was possible to analyse data and monitor mobilisations.

There were 4 additional volunteers identified who would undertake training shortly. Once the 5 initial volunteers had been operating for 3 months, the data would be analysed, and regular welfare checks would be completed. The findings would be used to inform plans for phase 2.

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

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

In response to a question from County Councillor O'Toole the Deputy Chief Fire Officer confirmed that North West Ambulance Service did support the Collaboration Board. He advised that there were challenges in establishing the scheme which had now started locally with non-operational staff volunteers. The greater challenge was how front-line crews could respond without compromising the availability of fire engines. It was noted that there had been a national pilot trialled in the past but this had paused and work was ongoing at national level to work through this with the Trade Unions.

4. Leadership Development

Initial scoping had been completed, in terms of what each organisation currently delivered for leadership development. The project was being delivered in two phases. Phase 1 covered 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 was the 'Inside Out' programme, which was offered by Lancashire Constabulary. A benefit would be improved efficiency, through utilisation of unfilled places. Additionally, it would provide a platform for discussing ideas and sharing learning, as many of the leadership challenges were cross cutting in all three organisations.

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

5. Command Units

The aim of this project was 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 were to improve operational effectiveness and in line with LFRS' mission; 'Making Lancashire Safer'.

County Councillor Shedwick commented on the high level of collaboration provided by the Service including road safety. Councillor Jackson supported

	<p>County Councillor Shedwick’s comment and added that staff should be commended on their work in this area given the injuries and fatalities witnessed at some of the incidents they attended. He added that, although it was difficult to prove, he genuinely believed that the delivery of road safety education had saved lives.</p> <p>Resolved: That the Planning Committee noted and endorsed the update.</p>
22/22	<p>His Majesty's Inspectorate of Constabulary and Fire and Rescue Services - Update</p>
	<p>The Deputy Chief Fire Officer updated Members regarding the inspection methodology and framework for His Majesty’s Inspectorate of Constabulary and Fire and Rescue Services and LFRS planning arrangements.</p> <p>Round 2 gradings summary</p> <p>Since the previous meeting, the Services in tranche 3 (of the current round of inspections) had received their reports. A summary of the gradings awarded from the completion of round 2 inspections for each pillar was detailed in the report. Whilst some more ‘outstanding’ grades were awarded in round 2, the greater detail and scrutiny in assessment meant that most fire and rescue services lost grading against the 11 diagnostics. This was likely to continue to be the approach going forward, which meant that to maintain the same gradings in the next round of inspections it was expected that a demonstration of progress would be made.</p> <p>Round 3 Overview</p> <p>Members noted that the next round of inspections, known as ‘Round 3’ would start in February 2023. HMICFRS would continue to inspect how effective and efficient Fire and Rescue Services (FRSs) were at carrying out their principal functions of fire safety, firefighting, and responding to road traffic collisions and other emergencies. All 44 FRSs in England would be inspected in round 3 over a two-year period, using a similar methodology to the Round 2 inspections. It was noted that HMICFRS had moved away from grouping services in to three tranches, to a more rolling approach. It was anticipated that this would ensure that publication of the reports was sooner after the inspection had concluded, which would enable FRSs to be able to react to feedback in a timelier way. Whilst it was still not certain, planning assumptions were that Lancashire would likely be inspected either late 2023 or early 2024.</p> <p>HMICFRS had stated they wanted to maintain the focus of the sector on the areas that had been identified for improvement through the inspection process, therefore, moving forward they would continue to inspect the effectiveness and efficiency of FRSs and how well they looked after their people. However, to identify more precisely where it was considered improvement was needed, and how FRSs should achieve it, HMICFRS would move to a common grading approach throughout both FRS and Police inspections.</p> <p>The 5 judgement categories would be: i) Outstanding (the FRS had</p>

substantially exceeded the characteristics of good performance; ii) **Good** (the FRS had substantially demonstrated all the characteristics of good performance); iii) **Adequate** (the FRS had demonstrated some of the characteristics of good performance, but areas had been identified where the FRS should make improvements); iv) **Requires improvement** (the FRS had demonstrated few, if any, of the characteristics of good performance, and a substantial number of areas where the FRS needed to make improvements had been identified); v) **Inadequate** – HMICFRS had cause for concern and had 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 would now assess and give graded judgments only for the 11 diagnostic questions only. This better served the aims of promoting improvements in fire and rescue and highlighting where a FRS was doing well and where it needed to improve.

In future reports, HMICFRS would comment on progress made by the service since its last inspection. However, these changes meant it would 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 would continue to consider how well each FRS was performing its principal functions of preventing fires from happening, making sure the public was kept safe through the regulation of fire safety and responding to emergency incidents. They would continue to provide the public with clarity on how well FRSs were prepared to respond to major incidents with other FRSs and partner agencies.

The assessment of efficiency made a clear distinction between the way each FRS used its resources to manage its current risks and how well it was 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 was and what productivity improvements it had made since its last inspection. HMICFRS would also continue to improve how they inspected value for money.

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

State of Fire 2022

His Majesty's Chief Inspector of Fire & Rescue Services', Mr Andy Cooke was required to report to the Secretary of State under section 28B of the Fire and Rescue Services Act 2004 on an annual basis. The State of Fire and Rescue Annual Report 2022 contained 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. This report drew on findings from inspections of FRSs in England, to provide an

overall view of the state of the fire and rescue sector.

The Deputy Chief Fire Officer drew Members' attention to Mr Cooke's first annual assessment of England's fire and rescue services since being appointed in 2022, where he found that:

i) only two of the inspectorate's previous six recommendations for reform of the fire service had been implemented, which he described as extremely disappointing; ii) 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 iii) many services needed to improve their culture, and there were still some unacceptable levels of bullying, harassment and discrimination.

Mr 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 4 remaining recommendations were:

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

In response to a question from County Councillor Hennessy regarding the above national recommendation 2 "that the sector should remove unjustifiable variation including how they define risk" the Deputy Chief Fire Officer advised that LFRS was working with colleagues in the sector towards a definition of risk to enable HMICFRS to compare Service performance effectively.

In response to a question from County Councillor Rigby regarding the above national recommendation 4 "the Home Office should invest chief fire officers with operational independence, whether through primary legislation or in some other manner" the Deputy Chief Fire Officer advised that he understood that HMICFRS would like to see a response to the 'Reforming our Fire and Rescue Service' White Paper from the Home Office by the end of March 2023, part of

	<p>which considered the operational independence of chief fire officers and the potential for different governance models. The Authority had responded to the consultation on the White Paper the previous year (resolution 12/22 refers) that “the Fire Authority remained resolute that the current governance arrangements represented the best for Lancashire, evidenced by an excellent Fire and Rescue Service”.</p> <p>Members noted that the Inspectorate had also confirmed that it would produce a new report on values and culture in England’s fire and rescue services, which would be published later this year.</p> <p>In response to a query from County Councillor O’Toole the Deputy Chief Fire Officer confirmed that LFRS had been graded ‘good’ in 10 areas and ‘outstanding’ in one area. He advised that the summary (on page 101 of the agenda pack) was of the round 2 gradings from the 44 Services inspected. This showed that 2 services were ‘inadequate’ for efficiency and 2 services were ‘inadequate’ for people. He confirmed that each of those Services would receive a detailed report that set out where HMICFRS found them to be inadequate.</p> <p>In response to a question raised by County Councillor Hennessy the Deputy Chief Fire Officer confirmed that a report could be presented to Members at a future Strategy Group meeting on progress made towards areas of improvement identified by HMICFRS.</p> <p>Resolved: That the Planning Committee noted and endorsed the update.</p>
23/22	<p>Automatic Fire Alarm Attendance Policy - Nine Month Review and Forward Proposals</p>
	<p>The Assistant Chief Fire Officer presented the report.</p> <p>On 28 June 2021, the Fire Authority endorsed for public consultation (resolution 14-20/21 refers), a recommendation by the Performance Committee 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.</p> <p>The resulting consultation commenced on 12 August and concluded on 21 September 2021. It was noted that in accordance with committee terms of reference, the consultation outcomes and associated recommendations were considered by the Planning Committee at its meeting held 15 November 2021 where it was resolved (15-20/21 refers) to make recommendations to the Authority. At its meeting on 13 December 2021 the Authority approved the recommendations (resolution 46-20/21 refers) with the launch of the new policy from 1 April 2022.</p> <p>Prior to implementing the revised AFA policy (which aimed to reduce the volume of Unwanted Fire Signals) 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</p>

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, namely:

- 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 System¹. To date one property had requested a fire alarm exemption and provided the necessary documentation for this to be implemented.

Data Analysis (9-month review)

In April 2022 the revised AFA policy was introduced to non-sleeping premises types between the daytime period of 0800 to 1900. Since implementation, the Service had seen significant reductions (42.3% decrease on the previous 5-year average) in the overall number of AFA attendances to premises covered by the policy. During the months of April 2022 to December 2022, 14.1% of the total initial AFA incidents occurred within daytime period which favourably compared against an average of 55.8% during the preceding 5 years.

Incidents at property types to which the new AFA policy applied, between the daytime period, had reduced 85.5% during the comparative first nine months of 2022/23, to the previous 5-year average. The Assistant Chief Fire Officer commented that mobilisation to unwanted fire signal activations used a great deal of operational response resources and interrupted other business activity (such as: training, the delivery of Home Fire Safety Checks and Business Fire Safety Checks etc). By reducing unwanted and unnecessary mobilisations would demonstrate to HMICFRS both improved efficiency and effectiveness.

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 Assistant Chief Fire Officer drew Members attention to first paragraph on page 110 of the agenda pack “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” which provided assurance to Members that the policy had been accurate and effective over the preceding period.

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, it was possible, with a high-level of accuracy, to 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 was 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 24 hours against a 5-year average of 1281 incidents it would equate to an 83.4% decrease in incident attendances to premises covered by this policy.

Regional Approach

NWFC serves Cumbria, Greater Manchester, and Cheshire Fire and Rescue Services (FRS) and all have AFA policies which include a non-attendance option for certain premises via call challenge:

- Greater Manchester FRS 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.
- The Authority’s 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

Members noted that 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 demonstrated that the change to the AFA policy had 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 represented tangible efficiencies in the use of resources and avoided unnecessary disruption to other aspects of service delivery activities. Based on data held, it was estimated that in applying the policy over a 24-hour period it was 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 did 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 had implemented the policy change made 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 had 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 underpinned the requirement for further extensive engagement over the coming months to support businesses, and those responsible for them, to be the best equipped to manage the impacts of this policy change.

The Assistant Chief Fire Officer highlighted the business risks outlined in the report. He advised that, should the Service not act to continually refine the Automatic Fire Alarm and Unwanted Fire Signal Policy there was a high probability that the next HMICFRS inspection could see a deterioration in LFRS grades in the Efficiency pillar and in respect of Operational Response aspects. In addition, it was acknowledged changing the policy inevitably increased responsibility and risk with businesses. However, fire safety legislation was clear that the responsibility sat with the premises' responsible person not the Fire Authority. Therefore, as previously undertaken for the implementation of changes to the Policy in the first year during the day, there would be further extensive engagement undertaken with commerce and owners of non-sleeping risk premises to inform of the new approach which would be applied overnight.

In response to a question raised by County Councillor Hennessy the Assistant Chief Fire Officer provided reassurance that there was no correlation that efficiencies gained through the adoption of the Policy change would directly lead to job losses and station closures as these were predicated via the emergency cover review process. He advised that the Service was getting busier (as demonstrated through the data presented to the Performance Committee) and as mentioned earlier, in the provision of support to other blue light services to deliver benefits to communities. In addition, the adoption of the Automatic Fire Alarm policy would increase productivity to deliver broader activities known to be effective in reducing risk.

In response to a further question from County Councillor Hennessy, the Assistant Chief Fire Officer provided reassurance that following this policy change the Service would undertake evaluation to understand whether the change had been positive or negative, reviewing and adjusting the policy as appropriate.

	<p>County Councillor O’Toole queried whether actuations at hospitals could be monitored and Chief Executives be contacted if there were too many false alarm calls. In response, The Assistant Chief Fire Officer provided reassurance that any alarm actuations from exempt properties were monitored by Business Safety Advisors who had a systematic approach to engagement and support to businesses through continued dialogue with the aim of reducing activations (which could be due to nuisance activations, an incorrect system design, staff training requirement etc). It was recognised however, that it would not be possible to eradicate false alarm calls altogether. In addition, Area Manager Matt Hamer advised that NHS Chief Executives had been contacted. He confirmed that the Service had a dedicated Fire Safety Manager, as Hospitals’ lead who was currently in London meeting with National Fire Chiefs Council and the national NHS estates team to discuss aligning remediation fire safety work with general estates management.</p> <p>Based on the detailed analysis set out in the report County Councillor O’Toole was pleased to move the proposal as recommended particularly, given HMICFRS inspection report (as detailed on page 111 of the agenda pack) had referred to LFRS not taking advantage of the call-challenging protocols which other members of North West Fire Control centre used.</p> <p>County Councillor Shedwick supported County Councillor O’Toole’s comments. He thanked officers for the detailed report and research undertaken and based on the assurance there would be further extensive engagement he seconded the proposal as recommended.</p> <p>Councillor Williams congratulated officers on a comprehensive report. He commented that although the benefits were obvious cost savings were not identified. He was delighted that jobs were not at risk and that capacity would be generated for more prevention work. He therefore endorsed the proposal. County Councillor Rigby would also have liked to see the financial implications of the benefits from the change in policy. In response the Deputy Chief Fire Officer advised that most of the efficiencies gained were non-cashable as the bulk of the incidents occurred in areas where the Service had wholtime fire crews, therefore capacity would be created for crews to undertake other prevention work.</p> <p>Resolved: That the Planning Committee noted the analysis provided and endorsed that the Service continue with the roll out of the revised Automatic Fire Alarm policy across the full 24-hour period.</p>
24/22	Protection Inspection Programme - Forward Proposals
	<p>The Assistant Chief Fire Officer presented an overview of the report. The three main drivers in the report were: i) to ensure the Service was effectively deploying resources (using the most qualified and knowledgeable inspectors) to review the most complex premises in Lancashire; ii) to make sure that as the delivery of services changed, those changes were integrated into the risk based inspection programme as appropriate; and iii) the Service, teams and individual officer targets were largely driven by the risk based inspection programme therefore targets needed to be realistic and achievable to ensure that the</p>

Service could effectively deliver against the requirements of Lancashire's risk based inspection programme.

The Assistant chief Fire Officer introduced Area Manager Matt Hamer who presented the report.

Nationally, the terminology '*Risk Based Inspection Programme*' (RBIP) was predominantly applied to a list of commercial premises which had 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 was no one piece of guidance that Fire and Rescue Services (FRS) could use as the 'how to' for RBIP and there was no national scoring mechanism however, Lancashire Fire and Rescue Service (LFRS) had led on this for several years and continued to shape national thinking.

LFRS existing 'risk based' methodology applied to circa 65k+ premises which, when additional criterion was applied, set 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 was then referred to as the RBIP.

Issues with inspection programmes being discussed nationally included how best to discharge resources towards i) 'assumed risk' (derived from data) versus ii) 'live risk' (known risks) i.e. Business Fire Safety Check (BFSC) outcomes, complaints, local knowledge, district planning etc. The changes within this proposal were developed with this in mind to afford LFRS the capacity to remain agile to both elements of risk. It was also noted that nationally, the application of a purely assumed weighting or score applied to a premises to determine its level of risk, would result in the same premises being audited time and again. For LFRS this would result in the top c.7.4k premises being audited repeatedly.

The existing weighting/scoring methodology had been strength tested by Lancaster University and was aligned to national guidance and best practice².

The methodology was applied in such a way that focus was driven towards:

- Occupant's sleep - those unfamiliar with the premises and unable to escape without significant assistance and pre-planning (e.g. Hospitals, Nursing & Care Homes)
- Occupants sleep - those unfamiliar with the premises (e.g. Hotels and Hostels)
- Occupants sleep - those familiar with the premises (e.g. blocks of flats)
- Occupants were awake - but unfamiliar with the premises (e.g. theatres, pubs, clubs)

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

² 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.

- ‘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 applied a Performance Framework which outlined the inspection targets for each role.

From 1 April 2022 to 31 December 2022, the department had undertaken 6,081 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 changed, the requirements placed upon Fire Safety Enforcing Authorities continued to emerge and grow. The laying of new legislation and the creation of the Building Safety Regulator (lead by the Health and Safety Executive) were a few examples which created further demands on the Authority’s ability to inspect against existing practices.

LFRS inspection activity (against its own performance criteria) was reported to His Majesty’s Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS), National Fire Chief Council (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. the current capacity could undertake c.1.9k. Under the existing programme, focus was driven to the top c.7.4k premises with only inspections on these premises being reported upon. This resulted 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 highlighted this was the development of the Business Fire Safety Check (BFSC). As operational crews identified ‘live risk’ which required follow up enforcement activity, the current reporting method did not reflect this work as those premises were 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 were drawing inspectors away from the top premises deemed as being the RBIP, therefore 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 was foreseen that LFRS current inspection methodology and performance criteria required redefining to ensure they remained 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 was aligned only to the top 7.4k premises.
- The existing methodology and direction would 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, resulted in other known-risk premises not being audited.
- The target set for the 3-year period (c.7.4k) was being impacted by competency, staffing numbers and 'other work' which was not being reported or recognised as part of broader risk reduction. As such we would always be under reporting our activity against our target.
- If the existing methodology was applied to existing datasets the current approach would 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 was limited e.g. responding to Building Regulation consultations within the statutory 15-day timescale.

Forward Plan

It was not proposed that any significant change occurred to the existing RBIP weightings within the methodology. This meant the underpinning (tested) methodology (as now considered by Members under appendix 1) remained, however, it was further strengthened by refining the data and defining more realistic and achievable targets. In time, as systems improved, 'previous outcome' would be included as a weighting. This would see premises with a history of poor or non-compliance being rated as higher risk, and it was in line with emerging guidance.

Following significant work with the premises dataset, moving forward the number of premises in Lancashire to which the Fire Safety Order applied could be greatly refined. 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) it was possible to more accurately define which premises LFRS was the primary regulator for; along with the level of intervention required. This, in turn, provided a refined list of c.5k higher risk premises³ which LFRS inspectors should audit. Using the refined dataset, this equated 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.

This methodology had been applied across the entire Lancashire commercial premises dataset (c.65k premises) and this new ethos effectively provided a risk-based list of commercial premises. Importantly, it also provided improved granularity to enable the most appropriate fire safety intervention for that

³ '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.

premises type to be provided, 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 would 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 would complete the final elements of the transformation process which would include the proposed changes to the inspection programme. This would 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 the dataset would continue over many years as business as usual to ensure resources remained managed efficiently and effectively.

The redefined c.5k higher risk premises would 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 would ensure LFRS remained well placed to meet its inspection programme over the 36–48-month period, whilst also ensuring that it was best placed to service a projected c.3k of BFSC follow on visits by inspecting officers, meet the statutory requirement for completion of Building Regulations submissions, and additionally continued the development of 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 authorities (as primary regulator) to assist in their inspection programmes.
- Redefine LFRS inspection programme to both HMICFRS and PPRU as 'defined higher risk premises'.
- Update LFRS recording system to better reflect its approach and enable better reporting into the Combined Fire Authority, HMICFRS and PPRU.

Benefits

Reframing our methodology and changing targets would:

- Allow LFRS to apply a new policy to auditing frequency (up to 48 months for

	<p>higher risk premises) and move away from current targets and align to more realistic figures which reflect all the risk-based work undertaken.</p> <ul style="list-style-type: none"> • 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 LFRS inspection programme methodology to other regulators. • With current capacity (2k audits) LFRS would achieve or over-achieve its 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. <p>County Councillor Hennessy queried whether this work presented an income generation opportunity and would provide a better incentive for staff to be retained in the Service. In response the Deputy Chief Fire Officer advised that over the last 10 years, some fire and rescue services had set up a commercial arm of the business but all had determined these were not viable as income generated did not cover costs. In addition, there was the need to ensure there was no conflict of interest (where the regulator assessed itself). LFRS was therefore creating opportunities for all staff at all levels to develop across an agreed pathway in this specialist subject.</p> <p>In response to a question from County Councillor Shedwick regarding the proposed changes of ‘sharing LFRS data sets with local authorities to assist in their inspection programmes’, AM Hamer advised that the Service had a Manager that sat on the Housing Leads Forum. It was recognised that the local authorities worked differently however, as this was a new initiative which would evolve, it also presented an opportunity to share best practice.</p> <p>Resolved: That the Planning Committee noted the information provided and endorse to the Fire Authority that the Service refine the Fire Safety Inspection Programme.</p>
25/22	<p>Business Continuity Planning and Testing</p>
	<p>The Deputy Chief Fire Officer presented the report.</p> <p>In line with the Business Continuity Policy (BCP), Lancashire Fire and Rescue Service (LFRS) was required to test Business Continuity Plans 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 these were in the process of being implemented; namely embedding business continuity within LFRS was highlighted as a priority.</p> <p>Numerous other BCP exercises were being planned to take place in 2023 to validate BCPs created for recent increased or new risks, as well as maintaining</p>

	<p>the annual November BCP exercise for 2023.</p> <p>As a named Category 1 responder under the Civil Contingencies Act 2004. LFRS was required to maintain robust Business Continuity Plans (BCP). In order to achieve this LFRS had taken steps to align with both the Business Continuity Institute's Good Practice Guidelines and the Business Continuity ISO 22301 standard by updating the Business Continuity Management System supporting documents and suite of plans accordingly. The overarching principles of both frameworks required LFRS to review, update and test plans at predetermined intervals based on a Business Impact Analysis for each identified critical activity or process.</p> <p>Resolved: That the Planning Committee:</p> <ul style="list-style-type: none"> i) Accepted the arrangements for the Business Continuity Plan exercising 2023; and ii) Supported strengthening LFRS' resilience through the development, embedding and implementation of a Business Continuity Management System.
26/22	Date of Next Meeting
	<p>The next meeting of the Committee would be held on Monday, 17 July 2023 at 1000 hours in the Main Conference Room at Lancashire Fire and Rescue Service Headquarters, Fulwood.</p> <p>A further meeting date was noted for 20 November 2023 and agreed for 5 February 2024.</p>

LFRS HQ
Fulwood

M Nolan
Clerk to CFA

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on Monday 17 July 2023

Annual Service Report 2022-23

Appendix 1 refers

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

Executive Summary

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

The Annual Service Report 2022-23 seeks to provide an overview of our progress against the areas of work detailed in the Annual Service Plan 2022-23. The report highlights a number of key deliverables against our priority areas of people, prevention, protection, response, and value for money related work streams

Recommendation(s)

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

Information

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

We then report on progress against each ASP with an Annual Service Report. The attached report details progress against the priorities set out in the Annual Service Plan 2022-23. It also includes key performance data and details of significant incidents across the county during the year.

The report will be published internally and externally both in print and online to highlight the Service's achievements over the period.

Business risk

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

Sustainability or Environmental Impact

None

Equality and Diversity Implications

The final product will be designed to accessibility principles and made available online in an accessible version. There will also be an accompanying video with subtitles and audio description.

Data Protection (GDPR)

None

HR implications

None

Financial implications

The report is produced in-house by the corporate communications team and print costs are funded from the departmental budget.

Local Government (Access to Information) Act 1985

List of background papers

Paper:

Date:

Contact:

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

Welcome to our Annual Service Report

Last year we set out to strengthen community safety in respect of emerging risks affecting Lancashire. Climate change in particular is having a significant impact on homes, businesses and environments, and the risk of flooding and wildfires has increased.

In response, we invested in wildfire personal protective equipment (PPE) for every firefighter in the Service plus additional equipment for specialist wildfire units. Two new all-terrain Hagglund vehicles were added to our fleet to make it easier to access rural areas during extreme weather events. These vehicles have already proved their worth in multiple incidents across the county.

Collaboration with other emergency services continued to deliver improved public services. We attended more incidents to gain entry to homes where there was a medical emergency and assist in searching for missing people than the previous year.

These partnerships enable us to use our skills and experience to keep people safe in diverse ways. A new collaboration with North West Ambulance Service on their community first responder initiative has already seen a Lancashire resident benefit from life-saving first aid from one of our staff responding from the workplace.

Business Fire Safety Checks is a new service delivered by operational crews to help small and lower risk businesses comply with fire safety laws, following significant changes to legislation. This means our dedicated fire safety inspection teams can focus on premises where occupants are at a higher risk of harm.

Thank you to everyone who took part in our emergency cover consultation which reviewed fire engines and crewing arrangements alongside community risks. The improvements identified reflect the most effective and efficient use of resources for the whole of Lancashire. All 39 fire stations and 58 fire appliances have been maintained and we are increasing the number of firefighters employed.

An innovation that is already benefitting Lancashire as part of the review is the introduction of dynamic cover software to deploy resources. It provides visual data on community risks and emergency cover in real-time to inform decision-making. This means we can position firefighters and fire engines with greater precision and has improved emergency cover and response times in communities during several periods of high demand.

During the year we were proud to offer critical support to people outside of Lancashire, as we responded to international emergency events. We supplied two fire engines and equipment to Ukrainian firefighters and formed part of search and rescue teams following natural disasters in Turkey and Malawi.

Behind all these achievements are dedicated people with the highest levels of skills and expertise. From saving lives on the frontline to supporting behind the scenes, we are united in our determination to make Lancashire safer.

Justin Johnston

Chief Fire Officer

Our year in numbers

18,841 incidents attended

Average attendance time 7 mins 48 secs

5,632 fires attended

8 people tragically lost their lives in fires

772 accidental dwelling fires (ADFs)

37 casualties from ADFs

86% of ADFs prevented from spreading

94 missing person searches

914 gaining entry to property incidents in support of North West Ambulance Service

621 road traffic collisions attended

22,210 Home Fire Safety Checks delivered

110,197 children and young people received prevention education

18,755 people took part in road safety education

158 fire safety enforcement notices issued

15 businesses prohibited from operating

64 on-call firefighters recruited

Valuing our people so they can focus on making Lancashire safer

Embed the Core Code of Ethics alongside our STRIVE values

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.

A programme of staff events related to the Core Code of Ethics has been delivered to 281 members of staff to-date and continues in 2023-24. Our 360 degree appraisal process, which is undertaken by all supervisory and middle managers, now includes the code, and all new recruits were offered support and key contacts in relation to values and behaviours.

Develop resilient leaders who manage the performance of their staff

We are focused on developing the capability and resilience of leaders to support their staff in achieving their full potential through talent management, promotion pathways, and continuous improvement.

- Seven people started Institute of Leadership and Management (ILM) level 3 qualifications and 11 began level 5. They are a combination of middle manager talent gateway candidates, fire safety managers and personal development candidates identified in appraisals, including service support staff.
- Five operational and support staff are working towards ILM level 7.
- Nine people received external coaching.
- Three people were nominated for Lancashire Police's Inside Out programme.
- On-call managers were offered access to the National Fire Chiefs Council supervisory leadership development programme.
- Middle manager talent gateway assessments and area manager recruitment were delivered.

Attract and develop diverse talent

Recruiting, training, and developing people who can meet the diverse needs of the residents of Lancashire and bring diversity of thought and talent into our Service is a priority.

- The Service signed the Armed Forces Covenant and was accredited with the Defence Employer Recognition Scheme's Bronze Award to support the employment of veterans through our recruitment processes.
- 87 job roles were successfully recruited to.
- Wholtime firefighter recruitment was paused at interview stage due to the potential for national industrial action by firefighters.
- Educational visits took place at schools and colleges, we attended careers fairs to promote roles within the Service, and a special recruitment event was held at our training centre to attract women.

- A comprehensive training plan was created and implemented aimed at building knowledge and skills and creating an environment for flexibility and innovation.
- A training and organisational development group was established to oversee apprentice recruitment, progression, and success.
- Incident command development and assessment was reviewed to ensure suitable behavioural skills and effective command presence are demonstrated by incident commanders at all levels. On-call incident commanders were supported with additional workshops.

Deliver firefighter pension changes

Calculations required to implement the pensions remedy in relation to legislative changes arising from recent legal judgments were undertaken for the vast majority of both current and previous employees. All current employees affected were transferred into the revised pension scheme.

Upgrade fire station facilities

Investment in new accommodation at Hyndburn Fire Station was completed and design work began at Blackpool Fire Station to ensure it meets the needs of a more diverse workforce. This includes improving accommodation, providing a dedicated training room, and installing a quiet room.

DRAFT

A celebration of our people

Lancashire Fire and Rescue Service celebrated the achievements of over 50 of its most talented and dedicated people in a special event on 11 November 2022.

Long Service Good Conduct Awards were presented to both operational and non-operational staff for 20 and 30 years' service and meritorious conduct.

Justin Johnston, Chief Fire Officer, awarded personal commendations for acts of courage and determination to those involved in challenging emergencies.

The Service also celebrated its fifth annual Star Awards which recognised members of staff, nominated by their peers, for exemplifying Service values. The awards highlight the often-untold stories of people making a real difference to their colleagues and local communities.

Those who successfully completed high-level academic qualifications alongside demanding job roles, reflecting outstanding commitment to personal development, were also honoured.

Honours and awards

Group Manager Tim Murrell was awarded a Queen's Fire Service Medal in the Queen's Birthday Honours List in honour of his outstanding contribution to the fire and rescue service through innovation, dedication and voluntary work.

Tim worked tirelessly during the COVID-19 pandemic and was pivotal in the distribution of personal protective equipment to social and health care workers across the county, and in Lancashire Fire and Rescue Service becoming the first fire and rescue service in the country to help in the vaccination programme.

In December 2022, Lancashire Fire and Rescue Service won Partnership of the Year Award at the Asian Fire Service Association awards alongside Lancashire and South Cumbria NHS Foundation Trust and Cumbria Fire and Rescue Service. The award recognised the partnership's work to deliver the COVID-19 vaccination programme in communities.

The Service was delighted to then win Fire Brigade of the Year at the GG2 Leadership and Diversity Awards in March 2023, for outstanding work in championing diversity, making demonstrable progress in diversifying the talent pool and creating an inclusive working environment.

Preventing fires and other emergencies from happening

Reduce fires and other emergencies in Lancashire's diverse communities

The Service and the Prince's Trust celebrated 22 years of delivering the team programme across Lancashire and improving the lives of young people, and our fire cadets programme continued to be delivered at six fire stations.

A water safety thematic group was introduced to our prevention activity and the Service led the formation of a pan-Lancashire water safety partnership, which was launched in April 2023.

We became a partner in the Lancashire Violence Reduction Network and contributed to the readiness assessment commissioned by the Home Office. Fire and rescue services have a role within the Serious Violence Duty which has broadened the ways we can contribute to community cohesion and citizenship.

Collaboration with Lancashire Police to attain new forensic science standards for fire investigations continued.

Improve our Home Fire Safety Check (HFSC) service

Local partnerships were reviewed to ensure that for each of Lancashire's districts, the profile of partners referring people into the service matches the risk profile and meets the needs of communities.

A new version of the HFSC mobile system was developed and work continues to align the service with national principles of a person-centred service and standard data collection requirements.

Develop prevention services for homes equipped with assistive technology

Acknowledging that those with telecare are some of the most vulnerable in our communities, we strengthened the way we work with both telecare commissioners and providers through training and data sharing.

We worked closely with partners following changes to the provision of telecare in Lancashire. This will now form the basis of a new domestic automatic fire alarm policy.

Community safety officer saves Lancashire woman's life

Lancashire Fire and Rescue Service's first workplace community first responder helped to save the life of a woman who suffered a cardiac arrest.

Diane Fenton went into cardiac arrest at her home in Leyland in January 2023. Her husband called 999 and began chest compressions. Andy Dow, a community fire safety officer based at Leyland Fire Station, was the first to arrive on scene followed by North West Ambulance Service (NWAS) paramedics.

Andy and the paramedics gave Diane advanced life support for over 50 minutes, using a defibrillator to restart her heart, before she was taken to hospital.

"If it wasn't for Andy and the paramedics, the outcome could have been a lot different."

Diane Fenton

The Service is running a trial involving non-operational staff volunteering as community first responders, supporting NWAS. Volunteers respond to life threatening emergencies in their communities from the workplace and administer first aid in the initial vital minutes before NWAS colleagues arrive.

The collaboration aims to save lives in Lancashire's communities. We also have defibrillators on every fire engine in the county.

Two weeks after her cardiac arrest and heart surgery, Diane was back home with her husband, fully recovered. She has since visited Leyland Fire Station to thank Andy and the NWAS crew for saving her life.

Protecting people and property when fires happen

Transform fire protection and business safety

Five new business safety advisors were recruited to the fire protection team and are training to national standards. The scope of training and support given to firefighters has been broadened following work with Skills for Justice, the National Fire Chiefs Council and regional partners on the development of a Level 2 Award in Carrying Out Fire Safety Checks. This has been embedded in apprentice firefighter training with roll out to existing firefighters planned.

Crew training sessions are planned during 2023 to further upskill firefighters in built environment tactics and work to digitise protection services progressed with the development of a digital document store for premises files.

Introduce Business Fire Safety Checks

Following a successful pilot the previous year, Business Fire Safety Checks are now delivered by all wholtime operational crews to lower risk premises that would not normally be audited by fire safety inspectors. The service helps businesses comply with fire safety laws.

Strengthen our fire safety inspection programme to meet evolving standards

A review of risk-based inspection data helped define higher risk premises, which we target to make sure they are complying with fire safety requirements. The creation of our built environment and operational liaison team strengthened our understanding of auditing in line with new legislation and guidance.

Introduce a new automatic fire alarm attendance policy

Due to high numbers of incidents which were found to be false alarms and following public consultation, the Service started to change how it responds to automatic fire alarms in non-sleeping risk premises, initially during daytime hours. We respond when there is a confirmed fire only (or the building provides sleeping accommodation). This enables us to use our resources more efficiently. The second phase of this project related to night time hours went live in May 2023.

We have engaged with businesses in various ways, including dedicated online sessions, to support them in making necessary changes to their fire alarm procedures and emergency plans relevant to their premises type.

Working with premises that are exempt from our automatic fire alarm policy has minimised false alarms, so that we remain available for genuine emergencies. This also reduces disruption to businesses.

Responding to fires and other emergencies quickly and competently

Review emergency cover incorporating the replacement of the day crewing plus duty system

We undertook an emergency cover review to ensure that our emergency response remains effective and efficient, and that we are well equipped to respond to future challenges.

Public consultation took place from July to October 2022 and Lancashire's Combined Fire Authority agreed the proposed changes in December.

The changes identified reflect the most effective and efficient use of resources for the whole of Lancashire and:

- Maintain all 39 fire stations and 58 fire appliances.
- Maintain our outstanding response standards.
- Create an increase in firefighter jobs of eight.

Review special fire appliances and resource provision

A review of special fire appliances, such as aerial ladder platforms, swift water rescue units, and hazardous materials and environmental protection units, was carried out to ensure they are located and crewed in line with community risks.

Most changes will be implemented as part of the emergency cover review implementation in 2023-24. However the number of bariatric response units has increased from six to 10, development of a small command support unit has begun, and a 4x4 wildfire unit has moved to Bacup to complement the specialist wildfire capability there and nearby at Rawtenstall.

Invest in our fleet

Procurement of a 45-metre aerial ladder platform (ALP), the greatest ALP capability currently available in the UK, began. The Covid-19 pandemic and supply chain problems delayed this work however it is expected to be in service in 2023.

Procurement of two more water towers, fire engines with added capability to deliver large volumes of water from height and pierce building exteriors to extinguish fires within compartments, was completed. The appliances are expected to be in service during 2023-24.

Building of new incident command units continued with the first expected to be completed in 2023. These vehicles will replace existing units and lead to more effective large-scale incident management. New incident command software has also progressed and is being tested.

As part of our vehicle replacement plan, 13 new fire engines are being built with delivery expected to start in 2023-24.

Respond to the impacts of climate change

The Service procured new wildfire personal protective equipment (PPE) for all our firefighters, plus additional equipment for specialist wildfire units. Rollout began and was completed in June 2023.

Two new Hagglund vehicles were added to our fleet to strengthen our response to wildfires and flooding. The all-terrain vehicles are rubber tracked off-road appliances which will enhance our existing wildfire and flood rescue response capability in remote areas of the county.

A working group of firefighters explored the use of climate change response vehicles to further strengthen our capabilities, and consulted on proposals to trial two bespoke all-wheel-drive fire appliances to give better access to rural areas. The group is now progressing vehicle specifications for trials.

This investment is part of our work to respond to the impacts of climate change through our climate change operational response plan.

Four fully electric cars were introduced for use by fire safety teams. The Service is reducing its diesel-powered support vehicles, replacing these with self-charging and plug-in hybrid technology, and exploring the wider rollout of electric vehicle charging units at strategic locations across the county.

Implement operational learning in response to national events

Recommendations from the Grenfell Tower Inquiry were implemented including the development of an evacuation policy, delivery of training, and the introduction of new equipment such as smoke hoods and curtains. We also completed thematic assurance for these items and will continue to develop our people through training and exercising.

Recommendations from the Manchester Arena Inquiry were analysed and actions identified. We introduced new trauma equipment and training, which enhances our capability when responding to incidents with serious trauma, and remaining actions will be progressed in 2023-24.

Optimise emergency cover through improved data including dynamic mobilising software

We have introduced dynamic cover software that enables us to deploy resources more effectively and efficiently across Lancashire. Currently in use during significant incidents, it provides visual data on community risks and emergency cover in real-time. This means we can position firefighters and appliances with greater precision to improve emergency cover and response times during periods of high demand.

Lancashire firefighters deployed to global humanitarian disasters

After devastating earthquakes hit Turkey and Syria on 6 February 2022, six firefighters from Lancashire Fire and Rescue Service were deployed to Turkey to assist in search and rescue efforts.

The earthquakes led to the deployment of the United Kingdom International Search and Rescue (UKISAR) team. UKISAR responds to humanitarian accidents and disasters worldwide and the team is on call 24 hours a day, 365 days a year.

Watch Manager Wayne Ward, Crew Manager Jim Davison, Crew Manager Chris Jowett and Firefighter Adam Varey responded, along with search dogs Davey and Sid, and their handlers Crew Manager Lindsay Sielski and Firefighter Jon Hardman.

"For every area where we had intelligence that there may be someone alive in there Davey would be up, he would use his nose and he would be able to sniff out through cracks in the rubble to let us know if there was anyone alive in a building or a collapsed structure."

Crew Manager Lindsay Sielski, UK International Search and Rescue Team K9 Lead

The team spent 10 days working on searches, which could last up to 18 hours, and rescued eight people. The dogs found a further three who were then rescued by local teams.

In March, Crew Manager Jim Davison was deployed to Malawi following Cyclone Freddy, which caused landslides and flooding. He was part of a team that supported Malawian authorities in the search for survivors and providing shelter and water to thousands of people affected.

Lancashire supports Ukrainian firefighters

Lancashire firefighters drove two ready to use fire engines to Poland as part of a convoy organised by UK charity FIRE AID and International Development and the National Fire Chiefs Council to support firefighters in the Ukraine.

The Service also donated personal protective equipment including helmets, boots, tunics, and protective suits; defibrillators; hoses; and other vital firefighting equipment.

Delivering value for money in how we use our resources

Implement the first stages of our digital strategy

The Service has worked with digital developers to design and build a new data warehouse to enhance performance reporting processes. Several key performance indicators (KPI) were used to build initial performance dashboards within Microsoft Power BI. The solution includes the underpinning architecture and technology framework that will be used to deliver the remaining KPIs as well as standardised performance dashboards.

A project to enrol our mobile device fleet into a cloud management platform is nearing completion, which will enable greater access to digital solutions across devices.

We started increasing awareness of cloud productivity tools within the Service, sought local champions and initiated a community developer programme to empower our people with digital solutions. This work is continuing and will introduce ways to enlighten and upskill people to make more effective use of the tools that are now readily available.

Work progressed to consolidate our corporate data platform so that a consistent and enriched view of data from different systems is accessible to staff, and this new platform is what has been used to service the dynamic cover software.

Digital and data solutions were analysed and built to support other areas of work in this report including improvements to the Home Fire Safety Check service, transformation of fire protection and business safety, and the introduction of business fire safety checks.

Create digitally enabled fire engines

A new mobile data terminal was successfully tested and 80 have been ordered for fire engines and other Service vehicles which will replace all the existing terminals in the fleet.

Five fire engines are also piloting a second mobile terminal installed into the rear of the vehicles. These devices are de-mountable and will provide firefighters with more efficient, data-rich information that can also be used on the incident ground.

To increase connectivity, additional routers were added to two of the pilot vehicles, and work started on a secure network to connect with North West Fire Control and other applications.

Install CCTV on fire engines

CCTV was installed in 12 fire engines and all officers' cars resulting in a decrease in vehicle accidents and reduction in associated costs. Three aerial ladder platforms were fitted with six-way CCTV and plans are in place to extend the installation programme in 2023-24. The aim is to increase firefighter safety while they protect communities.

Replace a number of drill towers

New drill towers and associated alert masts were installed at Blackpool, Bolton-le-Sands and Tarleton fire stations and others have been repaired, as part of a service-wide replacement programme.

DRAFT

Making Lancashire safer

Fire at former nightclub in Preston City Centre

On 19 May 2022, a fire broke out in the former Odeon cinema and vacant Evoque nightclub on Church Street in Preston. The building was partly derelict and partly used by businesses.

12 fire engines, two aerial ladder platforms, the drone team, the urban search and rescue team, and a command support unit responded to the fire, which was prevented from spreading to adjacent properties.

Firefighting continued for several days alongside emergency demolition to make the structure safe. The Service worked with Preston City Council and other partners to minimise disruption to local residents and businesses in a multi-agency response to the incident.

Two people and a dog rescued from house fire in Charnock Richard

A faulty dishwasher, turned on before the occupants went to bed, caused a serious fire in a house on Chorley Lane in Charnock Richard on 21 June 2022.

Luckily, Michaela Swift and her visiting friend were awoken by a smoke alarm but were unable to leave the property due to heat and smoke.

Trapped in a first floor bedroom, the pair followed survival advice from North West Control Room until fire engines arrived. The first firefighters on scene rescued both women and Michaela's dog through the upstairs window using a ladder, undoubtedly saving their lives.

Fortunately, those involved suffered mild smoke inhalation from which they recovered however the property was significantly damaged and uninhabitable for many months.

[Michaela Swift comment to be inserted]

Fire at Chorley landfill site

On 13 July 2022, Lancashire Fire and Rescue Service responded to a fire at a landfill site on Dawson Lane in Buckshaw Village, Chorley.

Fifteen fire engines, the drone team and multiple special appliances, including water towers, high volume pumps, command support unit, water bowser, and a Hagglund were involved in firefighting.

The Service worked with the Environment Agency and other partners in a multi-agency response to the incident, which covered approximately 6,000 square metres of surface area and lasted several days.

Boxing day fire in Blackpool beauty salon

On 26 December 2022, eight fire engines, an aerial ladder platform, and the drone team were called to a fire in a beauty salon on Church Street in Blackpool town

centre. The urban search and rescue team and fire search dogs were later mobilised to assist in the response.

The fire caused parts of the building to collapse and an area of Church Street had to be closed as the area was made safe. The Service worked closely with Lancashire Police and other partners to minimise disruption to local businesses.

Waste site fire in Preston

Six fire engines, an aerial ladder platform, a water tower, and the drone team were called to a fire at a waste site on Longridge Road in Preston. The site is permitted to recycle, reclaim, and recover a range of waste materials.

The fire on 12 March 2023 impacted on the local community and multiple reports were made to the authorities about the incident.

The Service worked closely with the Environment Agency, which regulates waste sites to make sure they are complying with environmental legislation, to investigate the circumstances of the fire and identify measures to help reduce the risk and scale of potential future fires at the site.

DRAFT

This page is intentionally left blank

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on 17 July 2023

Serious Violence Duty

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

Executive Summary

This paper provides Members with an update on our progress against the Serious Violence Duty (SVD). The SVD identifies Fire & Rescue Authorities as a specified authority with a requirement to collaborate and plan with other specified authorities within the local government area to prevent and reduce serious violence.

Recommendation

To note and endorse the ongoing actions.

Information

The Serious Violence Duty (SVD) is part of the Police, Crime, Sentencing and Courts Act 2022 which came into force on 31 January 2023. The SVD is new legislation that requires a range of specified authorities to work together to share information and allow them to target their interventions. Within the SVD Statutory Guidance it is stated that ideally this should be done through existing partnership structures and these structures should be used to collaborate and plan to prevent and reduce serious violence within their local communities. The duty identifies the Police, Probation Services, Youth Offending Teams, Integrated Care Boards and local authorities in addition to Fire and Rescue Authorities as being specified authorities. Prison and Education Authorities are known as Relevant Authorities who are able to co-operate with Specified Authorities as necessary.

Specified authorities must identify the types of serious violence that occur in the area and, so far as it is possible to do so, identify the causes of that violence. To do so, specified authorities should undertake an evidence-based analysis of the causes of serious violence and use this analysis to develop a local strategic needs assessment which should inform the local strategy. The strategy, which specified authorities must prepare and implement, should contain bespoke solutions to prevent and reduce serious violence in their area.

The duty does not specify a lead organisation however the statutory guidance identifies the Police and Crime Commissioner as being the lead convener for local partner agencies. It is for the Specified Authorities to come together to decide on the appropriate lead and structure of collaboration for their area. At the meeting of the Specified Authorities on the 5th January 2023 it was agreed that the responsibility for the delivery of the Serious Violence Duty will sit with all Lancashire Community Safety Partnerships.

Lancashire is also fortunate to have the Lancashire Violence Reduction Network (LVRN), not all localities throughout the country have a Violence Reduction Unit. Through the LVRN, Lancashire has a Serious Violence Strategic Needs Assessment and Lancashire Serious Violence Strategy. Lancashire Fire and Rescue Service (LFRS) is represented within the LVRN and local district needs assessments produced by the Violence Reduction Network were included within the district planning process to ensure discharge at a local level through targeted risk reduction activities.

Crest Advisory Board has been commissioned by Home Office to conduct a readiness assessment across the country. LFRS has contributed within the Lancashire return which aims to identify barriers and areas requiring additional support as well as progress across the country in comparison to other localities.

LFRS has signed a Lancashire Partnership agreement and will be represented at a newly formed Lancashire Serious Violence and Community Safety Board.

Lancashire Fire and Rescue Service

The Serious Violence Duty guidance recognises that Fire and Rescue Services are established in engaging with local communities to promote fire safety as well as wider models of community and individual engagement to support citizenship, community cohesion and direct support to vulnerable individuals and communities. Work with young people, safeguarding, in addition to fire reduction strategies, such as the sector's work to reduce deliberate fires, should be recognised as part of the Duty.

LFRS has an established Prince's Trust and Fire Cadet offering. The Prince's Trust works in partnership with LFRS, working towards a shared vision that will contribute to better outcomes for young people and local communities. LFRS has one of the strongest Prince's Trust offerings across all other Fire and Rescue Services in the country. Prince's Trust is used as a case study within the statutory guidance for responsible authorities, produced by Home Office to demonstrate how Fire and Rescue Services engagement can strengthen protective factors and allow opportunities for positive behaviour change.

LFRS also deliver education packages in schools, this is offered to all schools across Lancashire in years 2 and 6 with comprehensive uptake. LFRS also pick up tertiary prevention work for example Arson Threat Referrals, an intervention session delivered to young fire setters (FIREs) and bespoke work with Youth Offending Teams.

Safeguarding is a core function of LFRS, and we work across all levels and in all areas to support, and in some cases lead risk reduction services to those identified as vulnerable and at risk from exploitation or abuse. LFRS is represented at Local Authority Safeguarding Boards. This is recognised within the SVD.

National Fire Chiefs Council

During the consultation period for the SVD, the National Fire Chiefs Council (NFCC) held a number of meetings with the Home Office to ensure the role of the FRS is fully realised as part of the duty. NFCC released a paper in November 2022 presented by the NFCC Prevention Lead, CFO Neil Odin.

NFCC identify the primary role for Fire and Rescue Services in the SVD to be the well-established work that is already undertaken with Children and Young People and SVD is referenced within the NFCC Early Intervention Implementation Framework. Existing safeguarding work and arson risk reduction is also referenced as being key to Fire and Rescue Services involvement in the SVD.

Business risk

The SVD applies to the Fire and Rescue Authority for all Authority areas. Fire and Rescue Authorities are specified authorities under the duty therefore, we must be in a position to demonstrate compliance.

Sustainability or Environmental Impact

N/A

Equality and Diversity Implications

N/A

Data Protection (GDPR)

N/A

HR implications

N/A

Financial implications

N/A

Local Government (Access to Information) Act 1985

List of background papers

Paper: Police, Crime, Sentencing and Courts Act 2022

Date: 31 January 2023

Contact: ACFO, Jon Charters

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

This page is intentionally left blank

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on 17 July 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 paper in February 2023.

Recommendation

Planning Committee to note the report

Information

This paper provides an overview on the progress against the ongoing workstreams that are being progressed under the Blue Light Collaboration Board (BLCB). The workstreams are being managed effectively through both the Strategic and Tactical boards. Recently Lancashire Fire and Rescue Service (LFRS) has added resource to support this work with the On Call and Blue Light Collaboration Station Manager role being introduced which will help support and deliver the key workstreams that are detailed below.

Missing Persons (Missing from home)

The existing collaboration for missing from home has continued to be a success. While the number of requests for the attendance of LFRS has decreased over the past few years LFRS has supported Lancashire Constabulary (LanCon) with a number of high-profile cases; including the search for Nicola Bulley - where LFRS provided support from the initial search on day one up to, and including, the inquest.

The main objective of the project is to now improve, even further, the existing collaboration between LFRS and LanCon by providing support where it is most required. The aim is to enhance specialist teams from several 'on-call' and specialist crews in Lancashire where the locality is close to 'hot spots' where people are known to go missing from home – and, often, where LanCon has limited resources thus allowing LFRS specialist search teams to search familiar ground in a reduced time frame.

The training ensures that our specialist teams develop an increased knowledge of what is required by LanCon in the management of a missing from home case and the importance of intelligence gathering, record keeping where an area has been searched, ensuring a crime scene isn't contaminated and enhancing the working relationships, at ground level, between the two services.

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 met on 22 June 2023 and a review of existing work and future opportunities was discussed. This will now become a bi-monthly meeting to ensure work is progressed. As part of this work North West Ambulance Service (NWAS), LanCon and LFRS have shared information with regards facilities and estates management linked to current and future workstreams to enable a more cohesive approach to future proofing opportunities within the estate's portfolios. LFRS has also progressed work with the potential to re-negotiate leases and licences at Lytham and St Annes fire stations for the next three years with LanCon. In addition to this, the Service will ensure that all Blue Light partners are included in the scoping work we are undertaking in relation to the Preston area review.

First Responder

A phased approach 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 and other Green Book members of staff. Phase 2 will consider the option to broaden the scope to roll out to Grey Book operational staff, including Flexi Duty Officers, all on a voluntary basis.

Progress on phase 1 has resulted in the successful onboarding of 1 non-operational member of LFRS, who is responding to category 1 incidents, and has already provided lifesaving care whilst responding. A further 4 members of staff have successfully passed their interviews and Enhanced DBS checks and are currently awaiting suitable training dates before being fully onboarded, which is expected to be delivered within the next 3 months.

An NWAS application is used to mobilise First Responders who can accept or decline the notification. The information that is then held by NWAS enables LFRS to monitor the data provided by the reporting system to ensure suitable provisions such as welfare arrangements are in place to support staff, post incident(s). A more in-depth analysis will be completed once the next 4 members of staff are onboarded. The findings of this analysis will form options to progress to phase 2 of the project.

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 NWS and that collaboration to this effect was already taking place.

Leadership Development

Work is currently ongoing in Phase 1 for scoping further opportunities to collaborate. LFRS has identified 3 individuals who have been nominated to take part in the “Inside Out” leadership programme that is being led by LanCon, and this will hopefully come to fruition towards the end of 2023. This will then enable a review of the programme with a view to further expanding the offer across the organisation.

Phase 2 of the project will look to explore opportunities to offer places to external partners within LFRS delivered ILM courses and some of the “softer skill” courses that embed and reinforce effective leadership and raise self-awareness. The ongoing work will aim to realise efficiencies and help build professional working relationships across the Blue Light Services.

Command Units

The aim of this project is to establish and deliver additional collaborative uses of the command units in LFRS to support effective multi agency working amongst emergency responders. The key objectives are to improve operational effectiveness and in line with LFRS mission; ‘Making Lancashire Safer’.

LFRS is currently rolling out a small command unit and have two further large command units in build as part of a previously agreed capital vehicle replacement project. It is anticipated the two larger units will be in Service by October 2023. It is expected that the initial benefits to be realised will be technological advances that will further develop information sharing and situational awareness aligned to improving and embedding the Joint Emergency Services Interoperability Principles (JESIP). Further scoping and development will be overseen by the Blue Light Collaboration board to ensure opportunities for joint working are effectively co-ordinated and delivered.

Financial Implications

All collaboration projects within this update are included within existing agreed revenue and capital budgets

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

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on Monday 17 July 2023

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

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

Executive Summary

This report provides an update on His Majesty's Inspectorate of Constabulary Fire and Rescue Services (HMICFRS) activity.

Additionally, it provides information regarding Lancashire Fire and Rescue Service's (LFRS) planning arrangements, ongoing preparations for HMICFRS inspection, the inspection process, and the expected timeframe for Round 3 inspection.

Recommendation(s)

Planning Committee are requested to note and endorse the update.

Values and culture in fire and rescue services

On 30 March 2023 HMICFRS published a spotlight report, which focuses on the values and culture of all 44 fire and rescue services in England. Since the start of inspections in 2018, HMICFRS have reported that they have repeatedly found evidence of poor values, culture and behaviour, including bullying, harassment and discrimination in many services. This led to recommendation that the sector should have a code of ethics, which was introduced in 2021.

The spotlight report is the first time HMICFRS have looked in such depth at the cumulative issue of values and culture across all services. Their findings were based on evidence collected through fire and rescue service inspections since 2018. They particularly focused on issues that have been seen in more than half (at least 26) of services and are having a detrimental impact across the sector. These included:

- bullying, harassment, and discrimination;
- lack of fairness and diversity; and
- reporting and handling of concerns, including allegations of misconduct.

The report examined what is working well, what needs to change and the barriers to making improvements. HMICFRS found that while some services have made improvements since their first round of inspections in respect of values and culture, many need to do more.

The report contains 35 recommendations, which are aimed at chief fire officers, chief constables, and national bodies and a request to implement the relevant recommendations by the stated deadline(s). Fire and rescue authorities were also asked to note that fire and rescue services were required to update HMICFRS on how the recommendations are being actioned. LFRS has provided HMICFRS with an update

on the implementation of the recommendations, including a short self-assessment narrative per recommendation. HMICFRS will monitor these recommendations closely.

Positive Practice Portal

The National Fire Chiefs Council's (NFCC) Positive Practice Portal launched on 10 May 2023. The Positive Practice Portal will share case studies and examples of positive practice captured by HMICFRS, enabling fire and rescue services to learn from each other and improve their services for the benefit of the public.

The Positive Practice Portal provides details about interventions, which have been developed to address a particular need, concern or organisational change and recognised by HMICFRS as innovative or promising practice. These practices cover areas such as organisational culture.

HMICFRS Spring Data Collection

In accordance with timescales LFRS submitted the Spring Data Collection in June 2023.

Round 3 Overview

In the next round of inspections, '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, whilst taking a more in depth, robust, look at certain aspects.

As we updated in the previous report, HMICFRS have moved away from a tranche system 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.

As previously reported, there are now five gradings with the new judgment of 'adequate'. Whilst it is not set in stone, indications suggest that where a service has an identified 'area for improvement', it has the potential to move a 'good' grade to 'adequate'.

Round 3 started in February 2023 and inspection activity is now underway for the first 12 services in the programme. Over a two-year period they will inspect all 44 FRSs in England, using a similar methodology to the Round 2 inspections.

Whilst it is still not certain, our planning assumptions remain that Lancashire will likely be inspected either late 2023 or early 2024 (the first 15 FRSs on the list have been given inspection dates up to September, and we are 28th on the list.) The running order may be subject to change, which could be due to reasons including changes in performance or risk. Services affected by this will be informed of any planned changes at the earliest opportunity.

The newly formed Organisational Assurance Team within the Service Improvement Department will track progress from our previous inspection, monitor national themes and prepare LFRS for our round 3 inspection. Area Manager Tom Powell (Head of Service Improvement) is LFRS Service Liaison Officer.

Business risk

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.

Sustainability or Environmental Impact

None

Equality and Diversity Implications

None

Data Protection (GDPR)

None

HR implications

None

Financial implications

None

Local Government (Access to Information) Act 1985**List of background papers**

Paper:

Date:

Contact:

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

This page is intentionally left blank

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on Monday 17 July 2023

Measuring Progress – Fire Engine Availability – KPI review

Contact for further information – ACFO Jon Charters

Tel: 01772 866802

Executive Summary

Further to scrutiny of key performance indicators (KPI) by Members of the CFA Performance Committee, the Service was asked to reflect upon the ongoing suitability of the current 'Fire Engine Availability' KPI's in particular with reference to the On-Call measurement.

LFRS currently has one of the most challenging targets for availability of on-call fire engines of any fire and rescue service in the country and, whilst having a high aspirational target maintains focus on securing on-call fire engine availability, for some time now the Service has fallen short of delivering against this highly ambitious target. Work has been undertaken to compare our KPI's with those in use in other Services, with the ambition being to provide Members of the Performance Committee with a suitable KPI which would better reflect holistic fire cover across the county of Lancashire, considering both wholetime and on-call availability.

The approach is commensurate with the direction of travel towards optimising fire cover to ensure an efficient and effective operational response which is aligned to managing risk across the 39 fire station areas and is consistent with the Response Standards KPI which measures our 1st pump response time to incidents based upon the risk level within that area of the county. It is pursuant to the purchase and introduction of Dynamic Cover Tool software into service, which supports intelligent, risk-based decision-making around fire engine availability and provides for optimisation of emergency response coverage across the county.

Recommendation(s)

Changes to the current KPI (3.3) which will combine first pump availability of wholetime and on-call fire engines across the 39 fire stations in Lancashire, and provide a performance measurement against a revised overall availability target of 90%.

Removal of the sub-indicators 3.3.1 and 3.3.2 which will be encompassed within the newly revised KPI, although these indicators will continue to be monitored locally by Service Delivery Managers.

Information

The Service presently has 3 KPI measurements pertaining to appliance availability across the entire fleet:

- 3.3 Total Fire Engine Availability (combines wholetime and on-call)
(No target – for information purposes only)
- 3.3.1 Fire Engine Availability – Wholetime Shift System (Target 99.5%)
- 3.3.2 Fire Engine Availability – On-Call Shift System (Aspirational Target 95%)

The On-Call appliance availability target is presently set at a demanding 95%. Whilst having such a high aspirational target maintains on-call availability as a perennial Service priority, setting unrealistic targets can have a negative impact on performance and can fail to recognise the improvements that some stations are making to availability, as they continue overall to fall short of the objective.

32 of 58 LFRS pumps, are crewed by on-call firefighters, many of these appliances provide fire cover in lower-risk, rural areas, whilst others provide a secondary layer of response to that provided by wholetime crews in urban areas of the county. The Service presently measures the availability of on-call appliances against the same 95% aspirational target across the county, irrespective of demand, risk levels or a wholetime resource being within that station area.

Nationally, on-call availability continues to be a challenge as highlighted by NFCC and HMICFRS; extensive work is ongoing both locally and nationally to address some of the key issues. Within Service, a significant volume of work is ongoing which aims to improve recruitment, training and development, retention, and broadening the utilisation of on-call staff, all balanced against realistic role expectations given the limitations on available training hours for them each week.

Having considered a number of options, this paper provides a proposal for Service KPI change which will provide the right balance of oversight and ambition for fire engines crewed by both wholetime and on-call firefighters, supplemented by further internal KPI's for use by local managers to drive contractual performance and ensure value for money.

Proposal

To Measure: 1st Fire Engine Availability (Wholetime & On-Call) across the 39 risk areas within Lancashire

The Dynamic Cover Tool software enables us to dynamically move resources according to risk and demand, optimising our ability to meet our published response times. The system will guide cover moves where operational incidents arise and appliance mobilisations then create gaps in fire cover. The system is designed to manage cover across the county based upon known risk and as such identifies the individual significance of each of our 39 base locations.

This proposal seeks to align our KPI reporting to this methodology, reporting performance based upon how effectively fire cover is provided across the 39 fire

stations (risk areas) within Lancashire at a fire station level, rather by each of the 58 fire engines.

The 'Availability KPI' will report on the combined availability of the primary asset at each of the 39 locations, in percentage terms, whether that be a wholetime or on call appliance. This aligns with the Response Standard KPI approach which measures 1st pump response times and gives a true indication of the speed of response and first intervention provided across each of the 39 risk areas.

As such the KPI will report availability by virtue of all first pumps at wholetime, flexi day crewed and day crewing plus stations in addition to the first pumps at the following stand-alone on call stations:

Area	Station	Callsign
Northern	Bolton le Sands	L13P1
	Carnforth	L14P1
	Silverdale	L15P1
	Hornby	L16P1
	Garstang	L18P1
	Preesall	L33P1
Western	Wesham	L34P1
	Lytham	L35P1
	Tarleton	L58P1
Eastern	Longridge	L59P1
	Great Harwood	L72P1
	Clitheroe	L91P1
Pennine	Haslingden	L75P1
	Padiham	L92P1
	Barnoldswick	L93P1
	Earby	L95P1
	Colne	L96P1

Based on the last 4 full years data, KPI 3.3 (combined WT and OC availability) annual availability would be represented as:

	2019/20	2020/21	2021/22	2022/23
WT	99.51%	99.35%	99.34%	99.35%
On-Call	90.93%	92.83%	81.71%	76.97%
Overall	95.77%	96.51%	91.65%	89.60%

The deterioration in performance largely as a result of declining on call availability as detailed in the table above.

Going forward, the Service would continue to apply focus to recruitment activities centred around all on-call units, not just those which comprise the basis of the KPI calculation.

To underpin the proposed Service level KPI, an incremental 2% p.a. approach to increasing on call availability is to be implemented on a local level starting from the current baseline position.

Recommendations

That Planning Committee adopt the revised Service measure for combined fire station availability, based upon a realistic target of 90% for 1st pump availability across the 39 fire stations / risk areas.

Business risk

High – the Service presently has targets for On-Call availability that are unachievable and unrealistic at the present time. Future HMICFRS Inspections will consider how effectively LFRS performs against the performance targets set.

Local and national work is underway to address on-call challenges, meantime, KPI changes are proposed to ensure that fire cover distribution can be appropriately measured and reported, using KPI's that are specific, measurable and achievable, and tailored towards managing the risk the exists across the county.

Furthermore, the proposed approach is consistent with the measurement of 1st pump response times to incidents and the development of the Dynamic Cover Tool system which is based upon covering 39 risk areas within Lancashire.

Sustainability or Environmental Impact

Negligible – overall appliance numbers remain, hence little environmental impacts, positive or negative, arise from these KPI change proposals.

Equality and Diversity Implications

None

Data Protection (GDPR)

None

HR implications

None

Financial implications

None

Local Government (Access to Information) Act 1985

List of background papers

Paper:

Date:

Contact:

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

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on 17 July 2023

Measuring Progress – 1st Pump Critical Fire and Critical Special Service Response Standards - KPI Review

Contact for further information – ACFO Jon Charters

Tel: 01772 866802

Executive Summary

Lancashire Fire and Rescue Service (LFRS) currently sets itself one of the most challenging targets for critical incident response times in the country. Whilst having a high aspirational target reflects the priority and importance of responding to incidents in a suitable time, we presently do not achieve the standards set.

This paper highlights the variance in performance reporting methodologies used across the country. Furthermore that LFRS has set one of the most rigorous set of response standards in the UK and pleasingly that we continue to perform well against those standards.

This paper proposes that the current methods used to measure the response standards should be amended to better reflect this high level of performance.

As both KPI 3.1 (First Pump – Critical Fire) and 3.2 (First Pump – Special Service Call) use the same method of measurement, both have been included within this paper to ensure the methodology remains consistent within our reporting.

Recommendation(s)

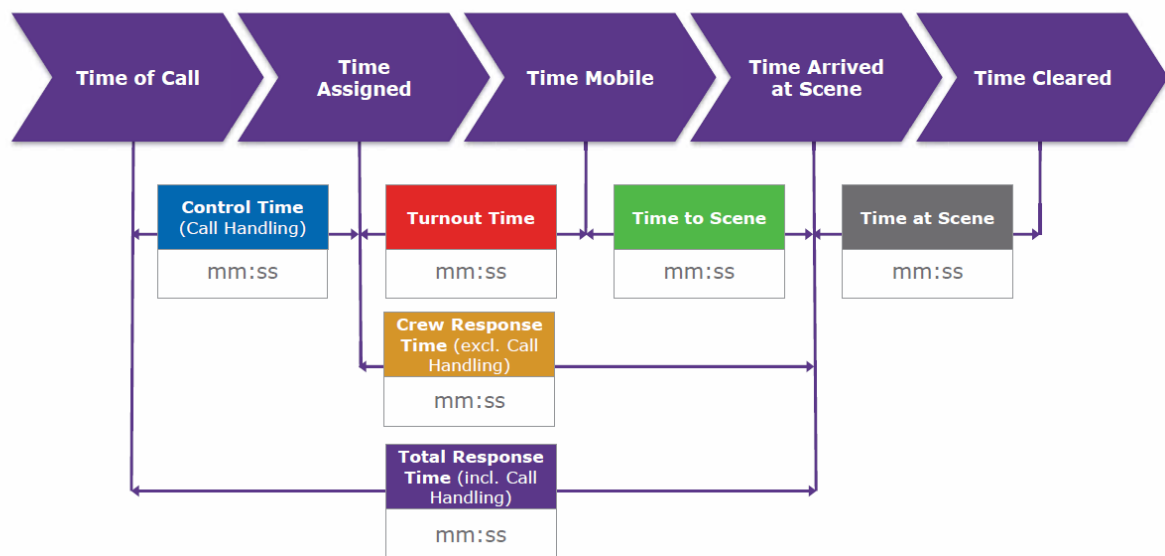
Members are asked to note the content of the paper and agree the recommendation to change the method of reporting to 'average response times'.

Background Information

UK Fire and Rescue Services set their own response standards in line with their Community Risk Management Plan and are then held to account against these standards. There are different methods of measuring the response, primarily from time of call or from time of mobilisation, though there is also the option to measure from time the appliance has booked mobile.

The two key methods are shown below as “Crew Response Time” and “Total Response Time”, both methods are used by fire services in the UK.

Call/Incident Cycle Times



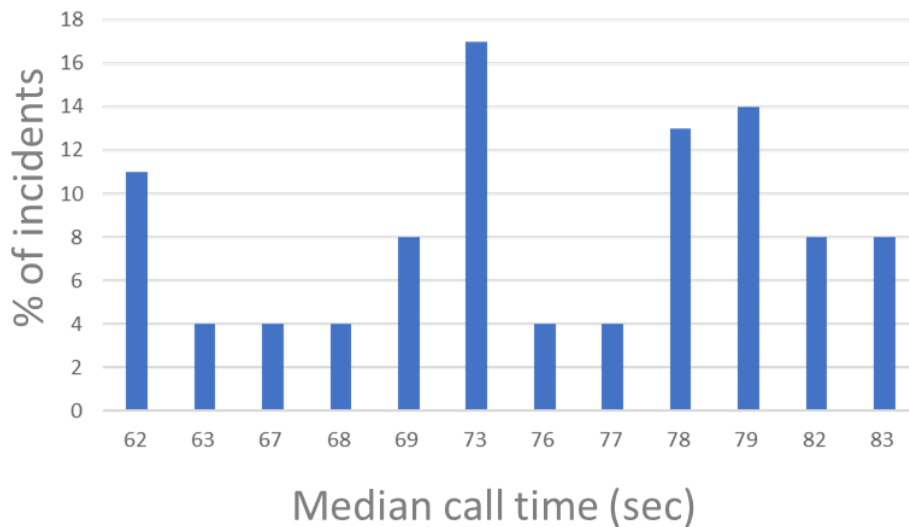
LFRS previously used the “Crew Response Time” standard which measured from the point of mobilisation, with the target response times to risks as is shown below.

In 2015/16, to present a more accurate position this was reviewed and updated to a “Total Response Time”* method of measuring and 60 seconds was added to each risk level to account for call handling time by North West Fire Control (NWFC).

RISK	Original Time (mins)	Revised to include call handling time (mins)
Low	5	6
Medium	7	8
High	9	10
V.High	11	12

*LFRS takes the “Crew Response Time” and adds the median call handling time for the month to arrive at the “Total Response Time”.

LFRS uses a median average of call handling time, the data used for this analysis showed the median call times within Lancashire for critical incidents vary between 1 minute 2 seconds and 1 minute 23 seconds.



The chart above shows the distribution of call handling times with the majority taking 73 seconds and over.

When considering that the updated response time in LFRS factored only 60 seconds for call handling time, these figures represent a tightening of the standards of between 2 to 23 seconds from 2015/16 onwards.

Comparison with other FRS

The 90% target and the reaction times set by LFRS are amongst the most challenging set by any UK FRS, particularly those within the Family Grouping. Additionally, many do not include call handling times within their response standards (appendix 1 refers).

As is shown in appendix 1, the other fire and rescue services within the “predominantly urban” category have response standards which are slower than those of Lancashire, even when call handling is not factored in to their overall response times.

National Response Standards

LFRS is currently categorised as “Predominantly Urban”, though it has a diverse demographic with both highly urbanised and remote rural areas.

Comparing Lancashire Fire and Rescue Service with other “Predominantly Urban” Services (appendix 2), it is evident that Lancashire is significantly larger geographically than the majority of the services in this category (but with a relatively low average population density / km²). Given this information, it is not surprising that when comparing average attendance times of “Predominantly Urban” services (for primary

fires – appendix 3), Lancashire is slightly slower than the national average for this category (13 secs – 2021/22).

However, LFRS is performing better than the overall national average (by 1 minute 5 seconds) and also shows an improvement since 2016, which contradicts the national trend of increased response times. This reflects the work which has gone into this field and the benefits of technological innovations that have been delivered in-Service, such as our 'pre-alerting' of fire engines.

Pleasingly, since 2016/17 we have improved average response times by 21 seconds whereas the overall family group has only improved by 3 seconds. Furthermore, it could be argued that given Lancashire is the second largest county within the family group, with a low population density per km², we are more similar to 'Significantly Rural' fire and rescue services which have a notably higher average response time of 9 minutes 58 seconds.

Method of Measurement

The two most common approaches for measuring performance are:

- a) By percentage of incidents achieved within target (e.g. Life critical incidents attended within 10 minutes in 80% of occasions);
- b) Average time to attend incidents under target (e.g. Life critical incidents attended within an average of 10 minutes).

The two metrics appear to be very similar but provide significantly different results.

Of the 44 FRS' inspected by His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) 57% of services use the first method and 32% of services use the second, the other 11% applied a variety of other approaches. HMICFRS made no judgement on the method used and extolled the response standards of a serviceⁱ who applied the second method.

The disadvantage of the first method is that it offers a binary pass or fail result, regardless of whether the target was missed by 1 second or 1 hour.

The second method provides for an average, is proposed to be more transparent for understanding by our communities and therefore a better overall representation of service performance.

Changes to Reporting

KPI 3.1 - Critical Fires

LFRS currently uses the first metric and aims to achieve its response standards on 90% of occasions, the table below shows the success rate (based on the current risk map) for each risk rating and the overall success rate of the first fire engine to 'Critical Fires'.

Year	Success Rate	L	M	H	VH
2015/2016	85.5%	85.1%	89.9%	88.9%	63.9%
2016/2017	85.8%	85.5%	90.2%	85.1%	67.2%
2017/2018	88.6%	86.3%	92.7%	86.2%	74.2%
2018/2019	85.3%	83.2%	92.3%	84.2%	56.9%
2019/2020	88.5%	87.9%	94.2%	87.4%	56.2%
2020/2021	88.9%	85.5%	94.1%	92.3%	71.3%
2021/2022	86.8%	83.0%	91.4%	89.2%	72.0%
2022/2023	85.7%	83.1%	91.8%	79.2%	71.4%

The flaw in this approach is that it provides no measure of the distance by which our response times are not achieved.

If the same data is measured using an 'average response time' to each risk type, our communities can clearly see how effectively we are meeting our published response standards on average:

Average Response Times / Target

Year	L (12 mins)	M (10)	H (8)	VH (6)
2015/2016	08:42	06:51	06:24	05:53
2016/2017	08:42	07:01	06:01	05:55
2017/2018	08:40	06:48	06:17	05:41
2018/2019	08:52	06:51	06:17	05:59
2019/2020	08:15	06:26	06:02	06:07
2020/2021	08:27	06:16	05:48	05:31
2021/2022	08:52	06:25	05:50	05:44
2022/2023	08:33	06:26	06:17	05:35

Using this method, a mean or median average could be applied, although only one serviceⁱⁱ explicitly uses a median average. The data above has been calculated using a mean average as this is considered the most accurate and transparent approach.

The average response standard metric gives a more accurate representation of the response provided by LFRS by reflecting the magnitude of failure or success on achieving each standard rather than a binary pass/fail result. Furthermore, Members are assured that regardless of response time 'success' or 'failure' against target, robust operational assurance and debriefing processes are embedded to ensure we have a learning and development approach to our operational response arrangements.

KPI 3.2 - Critical Special Service Response

The Critical Special Service Response target is set at 13 minutes and is not affected by risk rating.

The current method of measuring performance shows that LFRS has only once achieved the 90% target within the period of data used for this analysis (2015-2023).

The below table shows that by applying the same average response metric to critical special service incidents, the service can be seen to be performing much better than the current binary method, and again provides a more accurate reflection of service performance.

Critical Special Service Incidents - 1st Pump Response

Year	Pass rate	Mean Average Response
2015/2016	86.6%	08:53
2016/2017	86.8%	08:51
2017/2018	83.9%	09:35
2018/2019	89.8%	08:40
2019/2020	88.9%	08:35
2020/2021	89.4%	08:21
2021/2022	90.0%	08:11
2022/2023	89.6%	08:17

Recommendation – Change method of recording to Average Response Times

Performance is currently measured in a binary way, whereby the resource either achieved or failed the response standard. This measure is very specific and does not represent the data well, providing the same result if an appliance missed the standard by 1 second or by 1 hour.

This recommendation suggests a more representative method of measuring performance.

By moving to a model whereby response standards are measured by average time, this would better reflect that LFRS has resources well placed to react to the prevailing risk in any part of Lancashire. The approach is transparent and considered to be more meaningful for scrutiny purposes.

The below tables show the average Critical Fire response times to each risk category over the period 2015/2023 and for the latest year 2022/23 with the same metric applied thereafter, to Critical Special Service Incidents.

**Critical Fire Response
Standard (2015-2023)**

Risk	Standard (Mins)	Average
VH	6	05:48
H	8	06:07
M	10	06:38
L	12	08:38

**Critical Fire Response
Standard (2022/23)**

(Most recent year's data)

Risk	Standard (Mins)	Average
VH	6	05:35
H	8	06:17
M	10	06:26
L	12	08:33

**Critical Special Service Incidents - 1st Pump Response (13 minute Response
Standard)**

Year	Current Pass rate	Mean Average Response
2015/2016	86.6%	08:53
2016/2017	86.8%	08:51
2017/2018	83.9%	09:35
2018/2019	89.8%	08:40
2019/2020	88.9%	08:35
2020/2021	89.4%	08:21
2021/2022	90.0%	08:11
2022/2023	89.6%	08:17

Business risk

Medium - In establishing our response standards, we have a responsibility to ensure that those targets are both realistic and achievable and relevant to our county's risk.

Failing to meet our own standards has the potential to negatively portray the Service for what remains some of the quickest response times in the UK (outside of the metropolitan authorities).

Sustainability or Environmental Impact

No issues around sustainability or environmental impacts identified.

Equality and Diversity Implications

None.

Data Protection (GDPR)

None

HR implications

None

Financial implications

None

Local Government (Access to Information) Act 1985**List of background papers**

Paper:

Date:

Contact:

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

Appendix 1

Family Group Comparator

Predominantly Urban Fire Services	Notes	Response Standard	Includes Call Handling?
Hampshire		Critical-8mins in 80% Non Critical-15mins in 80% Other – 60 mins in 100%	No
Lancashire		VH-6,H-8,M-10,L-12 in 90%	Yes
Nottinghamshire	Averaged response time	8 mins (on average)	No
West Yorkshire	In very high-risk areas only	Life Critical Fire-7mins in 80% Commercial fires –8mins in 80%	Not declared
Surrey		Critical Incidents –10mins	Not Declared
Hertfordshire	Dwelling fires only	10 minutes in 90%	No
Greater London	Averaged response time	6 minutes on average 10 minutes in 90% 12 minutes in 95%	Not Declared
South Yorkshire		9-15 minutes based on a matrix	No
Avon	Averaged response time	Critical - 8mins Non-critical –12mins Other – 60mins	Not Declared
Greater Manchester		Life risk – 7mins 30sec	Not Declared
Berkshire		10 mins in 75%	Not Declared
West Midlands		High risk incidents only – Median average of 5 mins from mobilisation	No
Merseyside		Life risk – 10 mins in 90%	No
Cleveland	Averaged response time	7 minutes (on average)	Not Declared
Tyne and Wear	Pilot	High Risk – 6 mins Risk to life –8 mins in 90% Risk to life- 10 mins in 95%	No

ⁱ West Midlands FRS

ⁱⁱ West Midlands FRS

Appendix 2

Predominantly Urban Fire Services	Size km ²	Population	Avg Density/km ²
Hampshire	3,679 km ²	1,376,000	374
Lancashire	3,079 km²	1,495,000	486
Nottinghamshire	2,084 km ²	823,126	395
West Yorkshire	2,029 km ²	2,325,000	1,146
Surrey	1,663 km ²	1,190,000	716
Hertfordshire	1,643 km ²	1,195,000	727
Greater London	1,569 km ²	8,908,000	5,678
South Yorkshire	1,552 km ²	1,405,000	905
Avon	1,345 km ²	1,080,000	803
Greater Manchester	1,276 km ²	2,822,000	2,212
Berkshire	1,262 km ²	915,157	725
West Midlands	902 km ²	2,928,000	3,246
Merseyside	645 km ²	1,423,000	2,206
Cleveland	583 km ²	136,718	235
Tyne and Wear	538 km ²	1,136,000	2,112

Appendix 3

Response times to primary fires by type of FRA

Type of FRA	2021/ 22	2020/ 21	Change since 2020/21	2016/ 17	Change since 2016/17
England	8m 50s	8m 35s	+15s	8m 38s	+12s
Predominately rural	10m 45s	10m 28s	+17s	10m 17s	+28s
Significantly rural	9m 58s	9m 42s	+16s	9m 35s	+23s
Predominately urban	7m 32s	7m 20s	+12s	7m 35s	-3s
Lancashire	7m 45s	7m 42s	+3	8m 6s	-21
Metropolitan	7m 09s	6m 57s	+12s	7m 12s	-3s
Non-metropolitan	9m 53s	9m 39s	+14s	9m 36s	+17s

*Due to restrictions on travel, all services saw an improvement in reaction times in the year 2020/21, therefore a comparison between 2016/17 and 2021/22 has also been made.

This page is intentionally left blank

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on 17 July 2023

Measuring Progress – Addition of Key Performance Indicator for Business Fire Safety Checks (BFSC)

Contact for further information – ACFO Jon Charters
Tel: 01772 866802

Executive Summary

During 2022 the Service began rollout of training to operational crews on BFSC delivery. During the first year, crews began delivering the service as and when they had completed their training and as such, the Service completed over 2,500 BFSC's in the first part-year.

Training rollout has since been completed across all wholetime stations and local targets have now been applied within each district, based upon risks identified within the district's local risk management plan.

The Service now proposes to include a new Key Performance Indicator (KPI) into the quarterly performance report 'Measuring Progress' to ensure that Elected Members and public are suitably appraised of our outputs and outcomes in this respect.

Recommendation(s)

Members are asked to note the content of the paper and agree the recommendation to implement the new KPI.

Background Information

Business Fire Safety Checks (BFSC) are inspections of lower risk commercial buildings, undertaken by operational firefighters. They typically result in lower level interventions, however where deficiencies identified are more significant they may be followed up with a subsequent visit by a Business Safety Adviser (mid level intervention) or a higher level intervention, such as enforcement under the Fire Safety Order, by a Fire Safety Inspector.

In the post-Grenfell era, it is essential that we continue to develop our front-facing teams in building their knowledge and understanding of the built environment, whilst in parallel the Fire Safety Inspectors (Fire Protection) see their roles becoming increasingly competency-based under the revised regulatory framework.

The training to conduct BFSC's is complemented by additional training input around risks and controls found in buildings to support the continued development of our teams in recognising risks in the built environment and being able to respond to them appropriately.

We presently have 65,000+ commercial buildings in Lancashire, a large proportion of those are lower risk buildings which would therefore have been unlikely to make the inspection programme for our Fire Safety Inspectors and by delivering these valuable BFSC's we are effectively addressing the built environment risk more broadly across Lancashire whilst improving our operational crews' knowledge of building construction and how buildings should behave when involved in fire.

This proposal will see the Service reporting on the delivery and outcomes of BFSC's on a quarterly basis moving forward, in terms of volumes completed and satisfactory / unsatisfactory outcomes.

Business risk

Low – BFSCs are being delivered the risk pertains to visibility of the work being undertaken by the Service to reduce built environment risk in the post-Grenfell era.

Sustainability or Environmental Impact

No issues around sustainability or environmental impacts identified.

Equality and Diversity Implications

None.

Data Protection (GDPR)

None

HR implications

None

Financial implications

None

Local Government (Access to Information) Act 1985

List of background papers

Paper:

Date:

Contact:

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