

Public Document Pack

Lancashire Combined Fire Authority Planning Committee

Monday, 5 February 2024 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 Lynsey Barr on telephone number Preston (01772) 866908 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 - 10)**
4. **ECR Implementation (Pages 11 - 16)**
5. **Annual Service Plan (Pages 17 - 32)**
6. **Strategic Assessment of Risk (Pages 33 - 90)**
7. **Consultation Strategy - Annual Review (Pages 91 - 98)**
8. **Blue Light Collaboration Update (Pages 99 - 102)**
9. **HMICFRS Update (Pages 103 - 106)**
10. **Sickness Absence KPIs (Pages 107 - 110)**
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 **15 July 2024** in the Main Conference Room, at Lancashire Fire and Rescue Service Headquarters, Fulwood.

Further meetings are: scheduled for 18 November 2024
 proposed for 03 February 2025

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, 20 November 2023, at 10.00 am in the Washington Hall, Service Training Centre, Euxton.

Minutes

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

Officers
S Healey, Deputy Chief Fire Officer (LFRS) S Brown, Director of Corporate Services (LFRS) E Price, Group Manager, Planning, Performance and Assurance (LFRS) D Brooks, Principal Member Services Officer (LFRS) L Barr, Member Services Officer (LFRS)

12/23	Apologies for Absence
	None received.
13/23	Disclosure of Pecuniary and Non-Pecuniary Interests
	None received.
14/23	Minutes of Previous Meeting
	Resolved: - That the Minutes of the last meeting held on 17 July 2023 be confirmed as a correct record and signed by the Chair.
15/23	Emergency Cover Review - Implementation Update
	The Deputy Chief Fire Officer presented the report. He introduced Group Manager Emma Price from the Planning, Performance and Assurance team and advised that the team had been working hard towards achieving the changes identified from the Emergency Cover Review (ECR).

Lancashire Fire and Rescue Service (LFRS) was required to review emergency response arrangements periodically to ensure that provision remained effective and commensurate with its dynamic risk profile. This process was a robust assessment of historic data and emergent risk and was delivered in the format of an Emergency Cover Review (ECR).

The changes identified in the ECR 2022 reflected the most effective and efficient use of resources for the whole of Lancashire. The Authority agreed all the proposed changes on 19 December 2022 which would result in LFRS:

- Maintaining all 39 fire stations and 58 fire appliances;
- Maintaining its outstanding response standards;
- Creating an increase in overall firefighter jobs by eight.

An ECR implementation plan was developed with five key workstreams, with updates on the workstreams detailed as follows:

1. Introduce more resilient and flexible crewing arrangements

The Service had hoped to introduce more flexible crewing arrangements if agreement could be reached with trade unions. However, the proposed flexible wholetime duty system was not agreed by the trade union. The Service subsequently proposed a trial of flexible rota management and leave arrangements; however, an agreement could not be reached. Therefore, changes of duty systems at some stations would still take place but with the re-introduction of the 2-2-4 wholetime duty system as opposed to flexible wholetime.

Engagement sessions had taken place with all the members of staff affected. Implementation of the changes to crewing arrangements were led by people's preferences in terms of the duty system they wished to work, subject to the skill requirements and the demands of the Service. Members of staff permanently employed on Day Crewing Plus (DCP) stations were offered a role at an alternative DCP station, or a position at their current station depending on their preference with some members of staff securing promotion opportunities. The Service continued to work with members of staff who were currently temporary on the DCP system to identify a suitable posting. A training needs analysis had been completed and training was being commissioned and delivered to meet the needs of staff.

Property alterations at Morecambe, Fleetwood and Skelmersdale were currently being planned to accommodate an increase in staff at those stations.

It was anticipated that the go live date for implementation of the change of duty systems, or establishment numbers, would be 1 March 2024. Changes for each station (with the exception of Penwortham) would take place at the same time as follows:

- Morecambe, Fleetwood and Skelmersdale (changing from DCP to 2-2-4 Wholetime) increasing establishment numbers from 14 to 24;
- St Annes (changing from DCP to Flexible Day Crewing) reducing establishment numbers from 14 to 13;
- Hyndburn, South Shore and Lancaster (remaining 2-2-4 Wholetime) reducing establishment numbers from 28 to 24;

- Darwen, Rawtenstall, Nelson and Bispham (remaining DCP) reducing establishment numbers from 14 to 13;
- Fulwood, Bacup, Ormskirk and Leyland (remaining Flexible Day Crewing) reducing from 14 to 13;
- Penwortham will remain as DCP whilst the Preston area review is carried out, the establishment number will reduce from 14 to 13 in line with other DCP stations.

In response to Member questions the Deputy Chief Fire Officer advised that one of the main areas in the ECR had been the need to reduce the number of stations on the DCP system. The above changes were across each station and would result in an overall increase of 8 firefighter roles. He confirmed that the Service had worked hard liaising with Union representatives and with individuals who would be changing stations or roles. The proposed flexible rostering system could have affected circa 100 staff however agreement could not be reached with the FBU.

Changes to St Annes had provided opportunities for a number of on call firefighters to pick up wholetime roles and there had not been the need for anyone to move their home into the area. Changes on single pump stations (such as Hyndburn, South Shore and Lancaster) had meant a slight difference in establishment numbers with crews that currently had seven dropping to six to support a balanced budget.

CC Hennessy requested information regarding firefighter promotion opportunities. The Deputy Chief Fire Officer advised that the Service ran annual promotional boards for aspiring crew and watch managers. Current DCP stations had one watch manager B and three crew managers which when the stations returned to wholetime, would become four watch manager A roles. He agreed to bring a breakdown to the next meeting.

In response to further questions from CC Hennessy, the Deputy Chief Fire officer provided reassurance that skill requirements across all stations had been analysed. He confirmed that training was delivered in-house at the training centre with some specialist training (such as swift water rescues) being out sourced.

2. Optimise emergency cover through dynamic cover software

The dynamic cover software was now in use in LFRS, both within the Command Support Room at Service Headquarters and through the mobile devices of all Flexi Duty Officers. The software had been used successfully during a number of large-scale incidents and periods of high incident activity, to move resources according to the risk. The next phase of this project was to embed the software and its use at North West Fire Control (NWFC). A standalone facility would be made available on the Lancashire pod at NWFC so that Control Room Operators could start to use the software.

In response to a question raised by CC Hennessy, the Deputy Chief Fire Officer advised that currently spate flooding or large fires were managed by the LFRS command support room, crewed by group and station managers who used the dynamic software to assist North West Fire Control to move appliances across the county to spread fire cover based on current risk, availability and demand. He added that flexi duty officers were based across the county and worked a rota system to cover at night and during the weekends.

In response to a comment from CC Shedwick the Deputy Chief Fire Officer advised that of the Fire and Rescue Services within NWFC, LFRS was currently the only Service that used the dynamic cover software.

In response to Cllr Hugo who had received a query regarding why one of the appliances from Blackpool had been moved to Burnley to provide cover, the Deputy Chief Fire Officer advised that he was not aware of that occurrence but could look into it. The software was designed to provide efficient and effective cover across the fifty-eight fire appliances, of which thirty-two were crewed by on call staff. It was therefore possible on occasion that one of the four appliances at Blackpool would be relocated elsewhere to provide efficient and effective cover. Members were aware that on call availability had been an issue for the fire sector for a number of years and that the Service was investigating ways to improve this. The Deputy Chief Fire Officer added that the use of the dynamic cover software provided for an effective deployment of resources.

3. Strengthen our response to climate change emergencies

Investing in Four Fire Appliances with Off-Road Capabilities

The Service was currently finalising the last stage of evaluation for the first large fire appliance with off-road capabilities and a contract award was expected by the end of November 2023. It was anticipated that this appliance would be delivered to LFRS within the next 12 months. The smaller fire appliance would be explored once the contract for the large fire appliance had been awarded. The procurement of this vehicle was anticipated to be quicker and was also expected to be in Service within the next 12 months. The Deputy Chief Fire Officer confirmed that these vehicles were not in addition to the current fleet but would be replacing standard fire appliances. Both vehicles would then be evaluated prior to the purchase of two further vehicles (one large and one small).

Introduce Flood Water Incident Managers and Flood Water Tactical Advisors

Eight flexi duty officers had been trained as Flood Water Incident Managers. These officers would be informed of any incidents within the water or large area flooding, and they would either attend the incident or provide advice remotely depending on the nature of the incident. Two Flood Water Tactical Advisors were yet to be trained as this was a nationally run accredited course and LFRS was awaiting availability.

CC Shedwick commented that he was pleased to see more swift water training and asked whether liaison was made with local mountain rescue teams and flood forums (such as the Wyre flood forum which was very active in his area). The Deputy Chief Fire Officer advised that multi-agency responses were provided and the Service would always respond even though there was not a statutory duty under the Fire Services Act nor funding received from government.

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

Introduce a 45m Aerial Ladder Platform (ALP)

The Service's largest ever ALP was currently in build and was on track for delivery January 2024. There would then be a period of familiarisation and training for operational crews prior to the appliance going on the run at Preston.

Invest in two Additional Water Towers

The project was currently on target with the new appliances due for delivery by the end of March 2024. Similar to the new ALP, there would be a period of familiarisation and training prior to the appliances going on the run, which were anticipated to be located at St Annes and Lancaster.

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

Aerial Ladder Platform (ALP) Driving

On Call staff at Hyndburn were now trained to drive the ALP to incidents and they had already successfully utilised this skill on a number of occasions. On Call staff at Morecambe were currently undertaking driver training which would be completed by the end of November 2023.

Command Support Unit (CSU)

The CSU went live on 1 November 2023 and was crewed by On Call staff from Bolton-le-Sands and Carnforth. The CSU attended its first incident on 7 November 2023 at the large commercial building fire in Longridge.

In response to a query raised by CC Rigby, the Deputy Chief Fire Officer advised that in addition to the small CSU mentioned two large CSUs were currently in build for replacement at Fulwood and Blackburn.

On Call and Specials Review

The On Call review was progressing and had identified a number of additional options to strengthen operational response. These items alongside the implementation of the Specials Review, would see On Call staff being developed to support a number of specialist appliances in the future. The Service was currently exploring options around potentially training the On Call staff at Lancaster in the swift water rescue specialist skill.

The Authority Chairman commented that over the last decade, in a rapidly changing world, investment had been made in equipment and software and he was pleased that there was much better co-operation with neighbouring authorities to provide cross-border support at incidents. He advised that it was not for Members to get involved in operational matters as that was for the Service who had excellent Officers.

The Authority Chairman also commented that the reduction in highway services provided by local authorities (ie: the lack of litter picking or removal of grass-cuttings) resulted in blocked drains which added to difficulties the multi-agencies faced during flooding incidents. He therefore asked Members to take this issue back to their local authorities.

Resolved: that the report be noted and endorsed.

16/23

Blue Light Collaboration Board Update

The Deputy Chief Fire Officer presented the report that updated Members the progress against the five key workstreams being progressed under the Blue Light Collaboration Board (BLCB). It was noted that the workstreams were effectively

managed through the Strategic and Tactical Collaboration Boards.

1. Missing Persons (Missing from home)

Lancashire Fire and Rescue Service (LFRS) continued to support Lancashire Constabulary (LanCon) with this successful collaboration and a closure report was now in development for this workstream.

It was noted that there were over 220 police requests into North West Fire Control (NWFC) for the Service's specialist drone team within the last 12 months and most of these incidents were for missing persons.

The Missing Persons project was being enhanced further with the aim of training teams from several on-call stations within Lancashire. The locations were identified from data and analysis which showed where people were most likely to go missing from home, and where LanCon's resources were limited. This enabled LFRS' specialist teams to search familiar ground in reduced time and improve the likelihood of a positive outcome. This training developed the knowledge of what was required by LanCon in the management of a missing from home incident: including intelligence gathering, record keeping, search areas, and ensuring a crime scene wasn't contaminated.

Training was also planned for the contact centre staff in LanCon to increase their knowledge of LFRS' search capabilities.

A Memorandum of Understanding had been developed to provide a framework to further support the collaborative use of LFRS and LanCon drones. The Deputy Chief Fire Officer advised that the Service would be starting to recharge to cover costs.

CC Shedwick commented that the fire service played a major part in collaboration and given the level of support to the Police was pleased the Service would be making a recharge.

In response to a further comment from CC Shedwick the Deputy Chief Fire Officer advised that the drone team were on call and dependent on the level of incident it was not always necessary to mobilise a fire engine.

2. Estates and Co-location

This was a long-term workstream which may deliver significant efficiencies and effectiveness where co-location sites were identified.

A set of principles were being developed in relation to co-location sites and a mapping exercise of the current co-location sites and benefits had commenced.

Blue Light partners were currently reviewing their strategic property asset plans to coordinate the future development plans over the next 5-10 years. The development plans would consider the potential for co-location, and with a view to further developing the integration of services at co-location sites to enhance the shared ethos and principles.

All Blue Light partners were included in the scoping work for the LFRS' Preston

area review.

3. First Responder

As part of the Annual Service Plan priorities this year, the Service was running a trial involving staff volunteering as community first responders, supporting North West Ambulance Service (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. This collaboration aimed to save lives in Lancashire's communities.

Phase 1 of the first responder scheme involved 5 non-operational LFRS' staff from various departments across the Service volunteering to take part in the scheme. At least one life has been saved by LFRS' volunteers.

Phase 2 had commenced which has enabled operational staff to volunteer for the scheme. Eight Flexible Duty Officers had so far volunteered to be a community first responder and were currently progressing through the onboarding process with NWAS.

In response to a question raised by CC Hennessy, the Deputy Chief Fire Officer advised that the FBU locally would not agree to a first responder scheme without agreement at national level; however, it was supported by the other grey book union bodies Fire Officers Association and Fire and Rescue Services Association. He confirmed that discussions were ongoing and that staff currently on the trial were volunteers. There was a benefit to the community given fire engines carried defibrillators and could often attend a cardiac arrest incident quicker than an ambulance. He also stated that fire and rescue mobilisations would be in addition to an ambulance / NWAS response, not instead of. There was also a duty under the Policing and Crime Act to collaborate and provide more effective and efficient public services.

4. Leadership Development

The Learning and Development leads from each of the Blue Light partners were investigating leadership development collaboration opportunities.

An analysis of leadership development was ongoing between the three organisations, with the services currently exploring an additional mentorship programme for command and control.

5. Command Units

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

LFRS' Command Support Unit (CSU) project was listed in this year's Service Plan and aims to upgrade not only the vehicles but to take advantage in recent technological advances to support operational incidents. The first new CSU went live on 1st November, crewed by on-call staff from Carnforth and Bolton-le-Sands fire stations. As part of the agreed capital vehicle replacement project, two larger

	<p>command units would also be in service by the end of 2023.</p> <p>It was expected that the initial benefits to be realised would be technological advances that would further develop information sharing and situational awareness aligned to improving and embedding the Joint Emergency Services Interoperability Principles. Further scoping and development would be overseen by the Blue Light Collaboration Board to ensure opportunities for joint working were effectively coordinated and delivered.</p> <p>Resolved: that the report be noted.</p>
17/23	<p>His Majesty's Inspectorate of Constabulary and Fire and Rescue Services</p>
	<p>The Deputy Chief Fire Officer provided an update on His Majesty's Inspectorate of Constabulary Fire and Rescue Services (HMICFRS) activity.</p> <p>HMICFRS had commenced Round 3 inspections in early 2023. The three pillars of effectiveness, efficiency and people remained the same as Round 2 as did the 11 diagnostics under each pillar which the inspectorate graded judgements against.</p> <p>It was noted that HMI Michelle Skeer, recently retired Chief Constable of Cumbria Constabulary, had three meetings planned with the Chair of the Authority, the Chief Fire Officer and Trade Union officials / staff network group representatives at the start of December. In addition, the Chair of the Authority and the Chief Fire Officer had recently attended a HMICFRS' Chief and Chairs event in London.</p> <p>Early engagement with the Service's liaison lead, Dominic Mika had taken place with Chief Fire Officer Justin Johnston and Area Manager Tom Powell (Service Liaison Officer). Dominic would start to be introduced into the Service over the coming months in the build up to LFRS' inspection which was anticipated would take place around late spring / early summer 2024. The Organisational Assurance Team within the Service Improvement Department continued to track progress against our previous inspection, monitor national themes and prepare LFRS for our Round 3 inspection.</p> <p>HMICFRS was publishing reports on a rolling basis for Round 3 and had so far published eight reports on fire and rescue services (FRS). With the introduction of the 'adequate' grading, many FRS's had seen 'good' gradings from Round 2 change to 'adequate' gradings in Round 3 due to identified 'areas for improvement'. A summary of the gradings for all eight FRSs inspected so far in Round 3 was detailed in the report.</p> <p>Misconduct within fire and rescue services</p> <p>Members noted that HMICFRS had commissioned Crest Advisory to carry out research on misconduct within fire and rescue services in England. The goal was to better understand misconduct within the fire sector so its processes and policies could be strengthened and improved.</p> <p>Crest Advisory was conducting two online surveys; one aimed at current members of staff and the other aimed at former members of staff who had worked in a fire and rescue service within the last five years. Current members of staff could take part in the survey which was open until 4 December 2023. Former members of staff could register their interest to take part in research interviews with registration open</p>

until 11 December 2023. LFRS had shared details of the surveys with both current and former members of staff. Information shared in the research would typically remain confidential, unless there were safeguarding, or criminal issues raised that require it to be shared with a third party (e.g., the police). Reporting of data obtained via surveys and interviews would be anonymised. The findings would be reported by HMICFRS in June 2024.

Values and culture in fire and rescue services

Values and culture in fire and rescue services remained a focus for HMICFRS and LFRS had already been working proactively in terms of promoting its values and engendering an organisational culture where all employees could thrive.

Members noted that the Authority’s Resources Committee had recently received a report on the progress the Service had made in relation to equality diversity and inclusion (EDI) as part of our EDI Annual Report.

The Resources Committee was also updated on progress the Service was making regarding the HMICFRS and National Fire Chiefs Council recommendations in relation to values and culture. In response to Member questions, the Deputy Chief Fire Officer confirmed that there were 35 recommendations and 20 of those were for Chief Fire Officers to implement which included: methods for individuals to raise concerns (including an anonymous reporting line), the review of background checks, the implementation of Disclosure and Barring Service (DBS) checks and a 360° feedback process for leaders and managers in the Service.

The Principal Member Services Officer confirmed that the progress report to the Resources Committee was publicly available on the Service website and agreed that this would be circulated separately to Members of the Committee for information.

The Authority Chairman commented that collaboration was discussed at a national conference he had attended where the vast majority of attendees were against governance of fire by a Police and Crime Commissioner; this was something that the Authority had previously unanimously opposed.

Resolved: that the report be noted and endorsed.

18/23

Date of Next Meeting

The next meeting of the Committee would be held on **5 February 2024** at 1000 hours in the main Conference Room at Lancashire Fire and Rescue Service Headquarters, Fulwood.

Further meeting dates were noted for 15 July 2024 and agreed for 18 November 2024.

**M Nolan
Clerk to CFA**

**LFRS HQ
Fulwood**

This page is intentionally left blank

Lancashire Combined Fire Authority

Planning Committee

Meeting to be held on 5 February 2024

Emergency Cover Review

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

Executive Summary

This report provides an update on the Emergency Cover Review (ECR) 2022 implementation.

Additionally, it provides information regarding when changes are anticipated to take place, the work that is ongoing and has been completed to date.

Recommendation

Planning Committee are requested to note and endorse the update.

Background

Lancashire Fire and Rescue Service (LFRS) is required to review emergency response arrangements periodically to ensure that provision remains effective and commensurate with our dynamic risk profile. This process is a robust assessment of historic data and emergent risk and is delivered in the format of an Emergency Cover Review (ECR).

The changes identified in the ECR 2022 reflect the most effective and efficient use of resources for the whole of Lancashire. Lancashire's Combined Fire Authority agreed all the proposed changes on 19 December 2022. The changes will result in LFRS:

- Maintaining all 39 fire stations and 58 fire appliances
- Maintaining our outstanding response standards
- Creating an increase in overall firefighter jobs by eight

An ECR implementation plan was developed with five key workstreams, updates on the workstreams can be found below:

Introduce more resilient and flexible crewing arrangements

The Service had hoped to introduce more flexible crewing arrangements if agreement could be reached with trade unions. However, the proposed flexible wholetime duty system was not agreed by the Fire Brigades Union (FBU). The Service subsequently proposed a trial of flexible rota management and leave arrangements, however an agreement could not be reached on this either. Therefore, changes of duty systems at some stations will still take place but with the re-introduction of the 2-2-4 wholetime duty system with 24 members of staff as opposed to flexible wholetime.

Engagement sessions have taken place with all the members of staff affected. Implementation of the changes to crewing arrangements have been led by people's preferences in terms of the duty system they wish to work, subject to skill requirements and the demands of the Service. Members of staff permanently employed on Day Crewing Plus (DCP) stations have been offered a role at an alternative DCP station or a position at their current station depending on their preference. Some members of staff have secured promotion opportunities. Following engagement with staff affected by the ECR, the Service has collated the preferences of staff who will be displaced and have informed them of their new postings upon implementation of the ECR changes.

A training needs analysis has been completed and training is underway to meet the needs of the Service and staff, although it is anticipated that there will be some short-term challenges around the availability of some of our specialist skills until the training is completed. For example, training around bariatric rescues, where, in some circumstances, the next nearest resource will be mobilised and/ or detachments considered.

Property alterations at Morecambe, Fleetwood and Skelmersdale have been agreed which will support and accommodate the increase in staff at those stations. Station engagement sessions have been held with staff at those stations to communicate the changes to them.

Implementation of the change of duty systems and establishment numbers is planned for the 1 March 2024. All changes with the exception of Penwortham will take place at the same time:

- Morecambe, Fleetwood and Skelmersdale (changing from DCP to 2-2-4 Wholetime) increasing establishment numbers from 14 to 24
- St Annes (changing from DCP to Flexible Day Crewing) reducing establishment numbers from 14 to 13
- Hyndburn, South Shore and Lancaster (remaining 2-2-4 Wholetime) reducing establishment numbers from 28 to 24
- Darwen, Rawtenstall, Nelson and Bispham (remaining DCP) reducing establishment numbers from 14 to 13
- Fulwood, Bacup, Ormskirk and Leyland (remaining Flexible Day Crewing) reducing from 14 to 13
- Penwortham will remain as DCP whilst the Preston area review is carried out, the establishment number will reduce from 14 to 13 in line with other DCP stations

With the resultant changes, there is an overall increase in wholetime members of staff by 8 with 12 additional supervisory manager positions as seen below:

Role	Current Total	New Total	Difference +/-
WMB	31	28	-3
WMA	12	24	+12
CM	89	92	+3
FF	370	366	-4
	502	510	+8

Due to the increase in overall establishment numbers, plus a significant increase in Crew and Watch Manager opportunities arising as a result of the ECR, the Service

delivered an additional supervisory promotion process. Following this process, the Service has filled the majority of posts recognising that at a small number of stations there may be some interim acting up arrangements pending further development.

Optimise emergency cover through dynamic cover software

The dynamic cover software is now in use in LFRS, both within the Command Support Room at Service Headquarters, and through the mobile devices of all Flexi Duty Officers. The software has been used successfully during a number of large-scale incidents, and periods of high incident activity to move resources according to the risk.

The next phase of this project is to embed the software and its use at North West Fire Control (NWFC). A standalone facility has been installed on the Lancashire pod at NWFC so that Control Room Operators can familiarise themselves with the software. Further work will take place with NWFC to embed the software into their core business.

Strengthen our response to climate change emergencies

Investing in Four Fire Appliances with Off-Road Capabilities

The Service has concluded a procurement process and has awarded a contract for the first large fire appliance with off-road capabilities to Angloco. It is anticipated that this appliance will be delivered to LFRS during quarter 3 of 2024/25.

The Service will now undertake a procurement process to invest in a smaller off-road equivalent. The procurement of a smaller off-road fire appliance is anticipated to be quicker. The ambition is for this smaller vehicle to be in Service within the next 12 months. Both vehicles will then be evaluated prior to the potential purchase of two further vehicles (one large and one small).

Introduce Flood Water Incident Managers and Flood Water Tactical Advisors

Eight flexi duty officers have been trained as Flood Water Incident Managers. These officers will be informed of any incidents within the water or large area flooding, and they will either attend the incident or provide advice remotely depending on the nature of the incident.

Two Flood Water Tactical Advisors are yet to be trained as this is a nationally run accredited course and LFRS are awaiting availability.

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

Introduce a 45m Aerial Ladder Platform (ALP)

Our largest ever ALP is currently in build and should be delivered during quarter 1 of 2024/25. There will then be a period of familiarisation and training for operational crews prior to the appliance going on the run at Preston.

Due to the motor industry environment, some delays have been encountered, particularly around vehicle parts which has caused a slight delay in the manufacturing of this vehicle.

Invest in two Additional Water Towers

The new appliances are due for delivery during quarter 3 of 2024/25. Similar to the new ALP, there will be a period of familiarisation and training prior to the appliances going on the run, which are anticipated to be located at St Annes and Lancaster.

Due to the current state of the motor industry globally, some delays have been encountered, particularly around vehicle parts which has caused a delay in the manufacturing of these vehicles.

Broaden on-call firefighting capabilities to strengthen operational response

Aerial Ladder Platform (ALP) Driving

On Call staff at Hyndburn are now trained to drive the ALP to incidents, they have already successfully utilised this skill on a number of occasions by driving the ALP to incidents. On Call staff at Morecambe completed driver training in November 2023 and are also now trained to drive the ALP to incidents. This went live in December 2023.

Command Support Unit (CSU)

The Command Support Unit (CSU) went live on 1 November 2023 and is crewed by On Call staff from Bolton-le-Sands and Carnforth. The CSU has attended two significant incidents since its introduction. Both were large commercial building fires, the first in Longridge and the second being the SupaSkips incident in Lancaster where it provided an effective command support resource over a prolonged period.

On Call and Specials Review

The On Call review is progressing and has identified several additional options to strengthen operational response. These items alongside the implementation of the Specials Review, will see On Call staff being developed to support a number of specialist appliances in the future. The Service is currently exploring options around potentially training the On Call at Lancaster in the swift water rescue specialist skill.

Business risk

Production of the ECR is a business-critical planning function. LFRS must demonstrate a timely review of response arrangements in line with National Framework guidance issued by central government.

Environmental impact

A key driver of the ECR process is to align to our climate change response plan. This will drive our operational response through speed of attack and ensuring the most effective and efficient resource is deployed with the aim of reducing harm to the environment.

Equality and diversity implications

A full Equality Impact Assessment has been completed alongside an independent third-party specialist to ensure any proposed changes do not impact negatively upon Lancashire's diverse community or LFRS' workforce.

HR implications

The changes of duty systems and associated operational resource continues to have a direct effect on HR functions. HR are managing this through relevant processes including consultation and engagement.

Financial implications

There are associated training and property expenditure due to the implementation of the ECR, however these are being managed within existing budgets. Any capital spends such as new appliances or dynamic cover software have allocated funds and are governed through individual projects reporting into the appropriate programme board.

Legal implications

LFRS must demonstrate a timely review of response arrangements in line with National Framework guidance issued by central government.

Local Government (Access to Information) Act 1985

List of background papers

Paper:

Date:

Contact:

Reason for inclusion in Part 2 if appropriate:

This page is intentionally left blank

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on 5 February 2024

Annual Service Plan 2024/2025 (Appendix 1 refers)

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

Executive Summary

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

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

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

Recommendation(s)

The Planning Committee are asked to note and endorse the ASP for publication.

Information

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

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

Role in the planning framework

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

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

As always, we aim to continually improve and refine our planning processes and this year's document aims to add focus on achievable progress within the year, acknowledging that a proportion of items are continued from the 2023/24 Plan, reflecting our commitment to a number of long-term projects. It is presented in a style to remain consistent with that of the CRMP 2022-27.

Business risk

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

Sustainability or Environmental Impact

None

Equality and Diversity Implications

The Annual Service Plan has been produced in accordance with accessibility guidelines. The overarching strategic documents have also had equality impact assessments carried out.

Data Protection (GDPR)

Will the proposal(s) involve the processing of personal data? N

If the answer is yes, please contact a member of the Democratic Services Team to assist with the appropriate exemption clause for confidential consideration under part 2 of the agenda.

HR implications

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

Financial implications

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

Legal implications

None

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

Paper:

Date:

Contact:

Reason for inclusion in Part 2 if appropriate: Insert Exemption Clause

This page is intentionally left blank

Welcome to our annual service plan

The year ahead will see the fruition of a series of improvements, innovations, and investments intended to provide the best possible services for the people of Lancashire.

Sweeping changes to building fire safety standards, the increasing impacts of climate change emergencies, and opportunities and risks posed by new technology have altered the ways fire and rescue services keep people safe.

We have been determined to adapt to these challenges, often leading innovation in our sector and influencing national fire and rescue service policy.

From advanced fire appliances better equipped to respond to flooding and wildfires and incidents in tall buildings and businesses, to pioneering technology that will have an impact on everything from operational firefighting to performance reporting, the Service is continuously improving.

This year we are focussed on embedding and evaluating these new ways of working to ensure they are tailored to local need and deliver the most effective interventions and responses to local risks.

Our people are central to everything we set out to achieve. They display the highest levels of professional standards, operational excellence, and dedication. Investing in their training, equipment, wellbeing, and safety is a long-held priority that will continue this year.

With that in mind, we intend to design a masterplan for the proposed redevelopment of our training centre site in Chorley incorporating the relocation of Service headquarters from Fulwood, new and improved training props, and modernised learning and office space.

We are proud of our culture in Lancashire and the high regard in which the Service is held by others. The trust and confidence of the public is essential for us to deliver effective services that make a difference to people's lives. For that reason, we are committed to building a more inclusive service for our own staff and for the communities we serve.

Financial challenges lie ahead to ensure that the Service is affordable in the future. However, we have a strong history of making efficiencies without impacting on services to the public. We will continue to use our resources in ways that represent value for money and provide the best services for the whole of Lancashire.

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

Justin Johnston
Chief Fire Officer

Valuing our people so they can focus on making Lancashire safer

The Service relies on the collective expertise and experience of its staff to achieve our purpose of making Lancashire safer. Investing in their training, development, facilities, and wellbeing is at the core of creating a workplace where everyone feels valued and empowered to contribute their views and ideas.

Create an organisational culture where diversity is encouraged and valued

Our STRIVE values and the national Core Code of Ethics guide the professional behaviours of all our staff. We are proud of our culture in Lancashire and the high levels of trust the public have in our Service. However, we remain focussed on building a more inclusive service where diversity is nurtured and valued.

We will:

- Recruit and develop a workforce that is resilient, highly skilled, flexible, diverse and which can deliver the Service's aim of making the people of Lancashire safer.
- Explore different methods of recruiting to the role of firefighter.
- Implement relevant learning from values and culture reports related to the fire and rescue service to ensure we maintain the highest standards and levels of public trust.
- Review and embed our approach to undertaking equality impact assessments.

Deliver tailored learning and development opportunities

We are committed to providing learning and development that supports people to reach their full potential and equips them with the skills, knowledge, and resilience to achieve the Service's ambitions and face future challenges.

We will:

- Strengthen leadership skills in identifying and developing talent to support individuals and meet workforce planning challenges.
- Develop more flexible models of training to meet the needs of on-call firefighters.
- Streamline and implement more efficient and effective methods of assessment to demonstrate leadership competency.
- Deliver bespoke project management training to a range of staff.

Encourage and listen to employee voice

We recognise the positive influence on both our employees' wellbeing and organisational success when people at all levels can contribute their views, expertise, and ideas.

We will:

- Analyse staff survey findings to identify areas of good practice, understand where improvements can be made, and inform future activity.
- Pilot a new firefighting tactics staff group to support operational excellence by evaluating frontline policies, practices, and equipment.
- Create more ways for people to voice their views by expanding our programme of digital and face-to-face engagement opportunities and consulting the newly formed staff focus group.

Invest in training and technology to improve health and safety

We aspire to the highest standards of health, safety, and wellbeing for our staff. This year we will continue our work to improve mental health and invest in new technology to support operational learning.

We will:

- Develop new training to support staff dealing with the impact of challenging operational incidents involving awareness of self-destructive behaviours and mental health.
- Trial and evaluate body worn cameras to enhance operational learning, improve firefighter safety, and provide increased transparency during incidents.

Service headquarters and training centre masterplan

A review of options for Service headquarters in Fulwood, which was built in 1891, has highlighted relocation to our training centre in Chorley and redeveloping that site including training facilities as the preferred option for the future. Creating a central hub in one location will bring operational and support staff together from across the county and lead to collaboration, efficiency, and sustainability gains.

We will:

- Create a masterplan for the redevelopment of our training centre in Chorley to include the relocation of Service headquarters, new and improved training props, and modernised learning and office space.

Upgrade fire station facilities

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

We will:

- Complete improvements to the rest and welfare facilities at Blackpool Fire Station to better meet the needs of an increasingly diverse workforce.

DRAFT

Preventing fires and other emergencies from happening

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

Invest in improvements to our home fire safety check service

Bringing about positive change in behaviours within people's homes is central to improving community safety. Our core offer is the home fire safety check (HFSC) service targeted to those most at risk, as identified in local risk profiles. We will continue to improve the service to make it easier for people and partners to make referrals, to ensure a person-centred approach, and to address new and emerging risks within homes.

We will:

- Identify ways our contact centre could be more effective and efficient in supporting partner agencies and scheduling visits by crews and community safety staff.
- Develop our web and phone services for self-referrals and referring family and friends to align with national principles and products.
- Evaluate ways to develop the service to take account of emerging trends and changes in society, maintaining our focus on those most at risk.

Deliver targeted fire prevention activity

Evaluation of fire prevention activity is giving the Service greater understanding of which activities and interventions are most successful. Combined with local risk profiles, we are able to better target those most vulnerable and focus resources on reducing risk in our communities.

We will:

- Embed local evaluation of prevention activities to ensure alignment with district plans, which are delivered in communities by local teams.
- Share key prevention messages on our fleet of new fire engines tailored to risk in the areas they are based.

Protecting people and property when fires happen

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

Strengthen our fire safety inspection programme to meet evolving standards

We take a risk-based approach to inspecting businesses to make sure they are complying with fire safety laws. Fire safety inspectors focus their activity on complex high-risk premises and operational crews check lower risk premises such as schools, shops, and offices.

We will:

- Deliver enhanced built environment training across the Service to strengthen the connection between fire protection and frontline service delivery, to improve risk reduction outcomes.
- Develop the BFSC service to be delivered more flexibly within communities at the point of need and with less reliance on central systems.

Transform fire protection and business safety

Significant changes to fire safety and building control standards continue to change the way fire and rescue services and our partners work. New legislation and a pivotal role with the Building Safety Regulator have resulted in additional responsibilities for fire and rescue services. To ensure we remain well-placed to support those responsible for fire safety in buildings, we will continue to invest in and develop our protection services.

We will:

- Deliver digital solutions to streamline the working practises of our fire safety inspectors and improve the flow of information with partner organisations, to drive productivity and efficient use of resources.
- Invest in mobile devices for our fire safety teams to support remote working and generate more efficient working practices.

Responding to fires and other emergencies quickly and competently

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

Implement our emergency cover review

Periodically we review the locations, numbers and types of fire stations and appliances against community risks and incident levels across the county. We then propose ways to improve how we respond to emergencies and ensure that we are well equipped to respond to future challenges. Following an emergency cover review (ECR) in 2022, several improvements were approved by the Lancashire Combined Fire Authority and are being implemented during the period 2023-2026. The changes maintain all 39 fire stations and 58 fire appliances in the county, strengthen resilience by increasing the number of wholetime firefighters in the Service by eight, and at the same time generate efficiencies.

Introduce more resilient crewing arrangements

A number of changes to crewing arrangements formed part of the ECR, including the replacement of the day crewing plus duty system at some stations, and are designed to provide greater resilience across the Service.

We will:

- Evaluate the impact of the changes and benefits realised following the implementation of duty system changes at Fleetwood, Morecambe, Skelmersdale, and St Annes.
- Continue to deliver additional specialist training required as a result of duty system and personnel changes.

Review emergency cover in Preston

Preston Fire Station has been identified for long-term redevelopment and we intend to create a new, modern station either in the same place or another location that services both our staff and the local community well.

We will:

- Continue to review emergency cover across the Preston area, conducting a land review and exploring options to replace or relocate the station. In the

short-term we will make improvements to the station so it remains fit for purpose and better meets the needs of a diverse workforce.

Optimise emergency cover through dynamic cover software

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

We will:

- Introduce dynamic cover software at North West Fire Control following successful implementation within Lancashire Fire and Rescue Service to deploy resources more effectively and efficiently.

Strengthen our response to climate change emergencies

Our climate change operational response plan aims to address the increasing threat of flooding and wildfires, lessen the impacts on communities and public services, and improve firefighter safety when dealing with these emergencies.

We will:

- Roll out one large all-wheel-drive appliance suitable for off-road travel and procure a second smaller appliance.
- Following staff training, trial the appliances for 12 months in areas of the county at high risk of flooding and wildfires. Following the trial and additional research we intend to procure two additional appliances.
- Deliver education and training to key partners in Lancashire's wildfire arena.
- Strengthen partnerships locally and nationally with landowners and review our climate change prevention offering aligned to national developments.

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

To strengthen our response to fires in tall buildings we intend to introduce additional special fire appliances to our fleet that provide extended reach and the ability to penetrate slate, tiles, and other building materials at height to inject large volumes of water onto a fire within a building.

- Bring into operation our new, highest ever aerial appliance, the 45 metre aerial ladder platform at Preston fire station following staff training.
- Bring into operation two additional water towers, Scorpion appliances with an increased reach of 20 metres.

Broaden on-call firefighting capabilities to strengthen operational response

Lancashire has 32 fire appliances crewed by on-call firefighters, who often have another job outside Lancashire Fire and Rescue Service. They are trained to deal with a wide range of incidents and work alongside wholetime firefighters, responding to emergencies in their communities from home or work.

We will:

- Produce a data-driven recruitment and skills-based strategy.
- Develop a new recruitment and workforce planning tool, the first of its kind across the sector, to improve sustainability of on-call fire engine availability.
- Train on-call firefighters to operate special appliances to increase levels of resilience during periods of high demand.

Invest in our training centre

We remain committed to ensuring that our people have the best equipment and training available to deliver quality services now and in the future with a programme of significant, long-term investments. A review of training props, which allow firefighters to learn in a realistic and safe environment, will be incorporated into a wider plan for the redevelopment of the training centre site.

We will:

- Complete improvements to our working at height rope and rescue training prop.
- Develop options to enhance existing training facilities at our training centre in Chorley as part of the new Service headquarters and training centre masterplan.

Drill tower replacement programme

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

We will:

- Begin construction to replace four drill towers in line with our service-wide programme.

Invest in our fleet and operational equipment

The Service conducts extensive research and development to ensure we continue to invest in appliances and equipment with superior technology and systems, that will

lead to a more effective response to emergencies and increased firefighter safety. Several investments will be implemented this year as part of our special appliances review.

We will:

- Introduce two new technical rescue units as enhanced fire appliances with heavy rescue equipment at Preston and Chorley fire stations.
- Introduce a second state-of-the-art incident command unit at Blackburn Fire Station following the recent introduction of the first at Fulwood.
- Trial a firefighting robot, an innovative multi-functional crawler vehicle which can be deployed in places that are too dangerous for people, therefore reducing the risk to our firefighters.
- Support the procurement of a replacement mobilising system at North West Fire Control which is fit for the future, serves the needs of Lancashire's communities, and provides value for money.
- Evaluate our recent investment in a state-of-the-art underwater sonar scanner, a remotely operated search and rescue device and the first of its kind in the UK fire and rescue service.

DRAFT

Delivering value for money in how we use our resources

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

Create a new rota management team

A new, dedicated rota management team is being established to manage the range of duty systems in operation across the Service more effectively and drive more efficient use of our resources.

We will:

- Go live with the new rota management team alongside system upgrades that will optimise rota administration.

Review productivity and efficiency

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

We will:

- Produce and deliver a productivity and efficiency plan for 2024-25, setting out our direction of travel towards delivering cashable and non-cashable efficiencies, focussing on innovation and digital transformation
- Develop a decarbonisation strategy for our buildings and activities by undertaking a programme of specialist site assessments to understand our options for carbon reduction.

Drive efficiencies through digitisation

Building on our digital first culture, we will continue to empower our people to access information and data easily on a range of systems and devices, and drive efficiencies through digitisation.

We will:

- Explore alternative fleet management software solutions to digitise on-station daily vehicle and equipment checks.

- Introduce a scrutiny process for all procurement requests of systems, applications, and data related solutions, scoping the potential for bringing multiple systems together.
- Continue to roll out ICT and mobile devices on our fire engines to maximise productivity when crews are away from fire stations and working within communities.

Introduce Microsoft Power BI dashboards

Microsoft Power BI offers an opportunity to collate and interrogate performance data via a single platform which can be developed specifically to the user or department's needs through dashboards. This will allow for improved data visualisation, interactive exploration, data consolidation, and data driven decisions.

We will:

- Identify new and existing performance measures which can be automated or streamlined by the use of Power Bi dashboards.
- Improve performance management culture through the roll out of Power-Bi dashboards.
- Create local performance dashboards tailored to meet department requirements, prioritising station-based performance, on-call activity, human resources, finance, protection, and prevention.

Collaborate with other public services

Through our Blue Light Collaboration Board with Lancashire Constabulary and North West Ambulance Service, and by working jointly with other partners, we aim to collectively improve services to the public.

We will:

- Ensure value for money through collaboration with other fire and rescue services on procurement and the use of regional and national procurement frameworks wherever possible.
- Develop and deliver blue light collaboration projects in the following areas: estates and co-location, Community First Responders, leadership development, incident command units, and equality, diversity, and inclusion.

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on 5 February 2024

Strategic Assessment of Risk 2023/2024 (Appendix 1 refers)

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

Executive Summary

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

Recommendation(s)

The Planning Committee are asked to note and endorse the SAoR for publication.

Information

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

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

This year's document builds on previous iterations as we seek to continually improve our risk management processes. Revisions have been made to our local Risk Assessment, resulting in some movement in the ranking of our highest risk incident types. We have also sought to identify more clearly how LFRS responds to the strategic risks identified, examples being; our response to the emerging threat of climate change and advances in technology.

Business risk

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

Sustainability or Environmental Impact

None

Equality and Diversity Implications

The Strategic Assessment of Risk has been produced in accordance with accessibility guidelines.

Data Protection (GDPR)

Will the proposal(s) involve the processing of personal data? N

If the answer is yes, please contact a member of the Democratic Services Team to assist with the appropriate exemption clause for confidential consideration under part 2 of the agenda.

HR implications

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

Financial implications

The updated SAoR provides the latest data and intelligence, helping to direct the Service's focus over the next 12 months.

Legal implications

None

Local Government (Access to Information) Act 1985

List of background papers

Paper:

Date:

Contact:

Reason for inclusion in Part 2 if appropriate: Insert Exemption Clause



Lancashire Fire
and Rescue Service



2023-2024

Strategic Assessment of Risk

Contents

<i>Glossary of Abbreviations</i>	4
Executive Summary	5
Introduction	7
Lancashire Combined Fire Authority	8
About Lancashire	9
<i>Populous</i>	9
<i>Deprivation</i>	11
<i>Infrastructure</i>	12
<i>Built environment</i>	13
<i>Emerging Technology</i>	14
Electric vehicles(EVs) and energy storage systems.....	14
Hydrogen.....	15
<i>Climate change</i>	16
Wildfires.....	16
Flooding.....	16
<i>Health</i>	16
<i>Historical Data</i>	19
<i>Injuries and fatalities</i>	20
<i>Resource to risk</i>	21
National and local risks	22
Lancashire Fire and Rescue Service - community risk identification process	27
<i>District profiles</i>	27
Risk assessment methodology	28
<i>Consequence score</i>	29
Executive risk assessment summary	32
<i>Commercial property fires</i>	33
<i>Wildfire</i>	34
<i>Accidental dwelling fires (ADF's)</i>	35
<i>Flooding</i>	36
<i>Deliberate building fires</i>	36
<i>Road traffic collisions (RTC's)</i>	37

<i>Rescue collapsed structure/confined space.....</i>	<i>38</i>
<i>Road vehicle fires</i>	<i>39</i>
<i>Assist other agencies.....</i>	<i>39</i>
<i>Industrial fires</i>	<i>40</i>
<i>Waste disposal site fires</i>	<i>41</i>
<i>High rise fires</i>	<i>42</i>
<i>Rescue from height.....</i>	<i>42</i>
<i>Hazardous materials incident (Hazmat)</i>	<i>43</i>
<i>Hazmat incident (Minor).....</i>	<i>43</i>
<i>Hazmat incident (Major).....</i>	<i>44</i>
<i>Building under construction fires</i>	<i>44</i>
<i>Other outdoor fires (Primary).....</i>	<i>45</i>
<i>Removal of people from objects and Removal of objects from people</i>	<i>46</i>
<i>Animal rescue</i>	<i>47</i>
<i>Other transport fires (air, boat, train)</i>	<i>47</i>
<i>Secondary fires (accidental) and Secondary fires (anti-social behaviour - ASB).....</i>	<i>48</i>
<i>Effecting entry/exit</i>	<i>49</i>
<i>Suicide or suicide attempts.....</i>	<i>50</i>
<i>Heritage fires</i>	<i>50</i>
<i>Rescue from water</i>	<i>51</i>
<i>Other transport or making safe (not fire)</i>	<i>52</i>
<i>Lift release.....</i>	<i>52</i>
<i>Malicious attacks/terrorist incidents.....</i>	<i>53</i>
<i>Rescue from depth.....</i>	<i>54</i>
<i>Rescue from mud.....</i>	<i>54</i>

Glossary of Abbreviations

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

Executive Summary

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

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

Section 1 describes the statutory responsibilities placed upon LFRS and the Combined Fire Authority (CFA) committee structure, the document then aims to provide detail across several areas of risk pertinent to the county of Lancashire.

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

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

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

Finally, we finish with a collation of our risk scores across our Response section which aims to illustrate via a risk matrix our most common responses and our highest risks within the fire sector. This matrix is the product of our novel risk methodology, which has been designed to incorporate the frequency and trends of incident activity in Lancashire with consequences of the same activity. The methodology classifies pump-attended activity into

one of 32 incident types and ranks these incidents based on a calculated risk score. Each incident type has a respective consequence score which is based on the average consequence score of seven categories determined by a panel of industry professionals. This score is combined with a likelihood score calculated using the average incident frequency for the previous three years. We apply a directional multiplier determined through statistical analysis of long-term incident data to this likelihood score to identify incident types which represent emerging or declining risk and impact their order in the overall risk ranking.

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

Introduction

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

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

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

Each of the 14 district areas which make up the county faces its own unique risks. To effectively assess the risk, district plans are developed based on local intelligence and are supported by a district intelligence profile that is produced annually. The purpose of the profiles is to highlight activity and risk across each district both in terms of incident, geographical and people risk. This evidence-based document is designed to support the district plans by highlighting the most significant issues, the highest risk groups to target and the most significant areas to target.

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

Lancashire Combined Fire Authority

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

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

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

About Lancashire

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

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

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

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

There is something for everyone in Lancashire, with countryside, canals, 123-km of coastline and towns attracting 51.51 million visitors per year (the most recent 2021 data shows a fall from pre-covid figures of 68.74 in 2018) with staying visitors accounting for approximately 11% (5.8 million).

Populous

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

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

For the Lancashire-14 area, a 7.2% increase is projected over the 25-year period, resulting in an expected population total of 1.606 million by 2043. These increases have been revised up from the previous projections. Chorley (17.8%), Fylde (16%), Ribble Valley

(13.3%) and Rossendale (12.6%) are predicted increases above the England average. Blackburn with Darwen (1%), Blackpool (1.6%) and West Lancashire (3.8%) are predicted the lowest increases.

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

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

The 2021 census recorded:

- That across the 14 Lancashire Districts there were 90,590 (17.2%) of households with an adult living alone aged 65 or over.
- 17.42% of all households in Fylde and 17.40% of all households in Wyre had one person in this age-group, which are amongst the highest rates in England and Wales.
- An average life expectancy for males is 78.5 and for females 82.2 years old.

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

One person households in the Lancashire-12 area are projected to rise by 17.9% to 205,038 households, or 34.9% of all households, by 2043, slightly higher than the England projected average of 33%. Fylde (39.9%), Preston (38.7%), Hyndburn (37.2%), Burnley (37.7%) and Pendle (36.7%) are projected to have some of the largest percentages of one person households in England in 2043. Blackpool (41.2%), in the Lancashire-14 area, is projected to have the seventh highest percentage of one person households in England (out of 326 local authority areas).

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

Deprivation

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

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

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

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

- it is living in a property with an energy efficiency rating of band D, E, F or G as determined by the most up-to-date Fuel Poverty Energy Efficiency Rating (FPEER) Methodology; and
- its disposable income (income after housing costs (AHC) and energy needs) would be below the poverty line.

The 2021 fuel poverty statistics indicate that 15.2% of households were fuel poor in the Lancashire-14 area compared to the national average of 13.1% (an increase from 12.6% of households in 2018).

Pendle (19.8%), Burnley (19.6%), Hyndburn (18.6%), Blackburn with Darwen (18.3%) and Blackpool (20.2%) had the highest proportion of fuel poverty in the Lancashire-14 area. South Ribble (10.0%) and Chorley (11.1%) had the lowest proportion of fuel poor households.

Infrastructure

There is a wide range of infrastructure risk within Lancashire in addition to the expansive range of transport networks including reservoirs, dams, and wind turbines.

The Lancashire economy relies strongly on the motorway network. The M6 runs from north to south, past Lancaster and Preston. The M55 connects Preston to Blackpool and is 11.5 miles (18.3 km) long. The M65 motorway from Colne, connects Burnley, Accrington, Blackburn and Preston. The M61 from Preston via Chorley and the M66 starting 500 metres (0.3 mi) inside the county boundary near Edenfield, provide links between Lancashire and Manchester, and the trans-Pennine M62. The M58 crosses the southernmost part of the county from the M6 near Wigan to Liverpool via Skelmersdale.

Other major roads include the east–west A59 between Liverpool in Merseyside and Skipton in North Yorkshire via Ormskirk, Preston and Clitheroe, and the connecting A565 to Southport; the A56 from Ramsbottom to Padiham via Haslingden and from Colne to Skipton; the A585 from Kirkham to Fleetwood; the A666 from the A59 north of Blackburn to Bolton via Darwen; and the A683 from Heysham to Kirkby Lonsdale via Lancaster.

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

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

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

Lancashire mainly lies within the North West river basin district (England is covered by 10 'River Basin Districts') with a very small part near Earby in Pendle district is in the Humber river basin district. Most water bodies in Lancashire eventually flow out into the Irish Sea through the estuaries of the Ribble, Wyre and Lune rivers. Some in the south of the county

flow southwards and join up with tributaries of the Mersey. Only the water bodies in the Humber river basin district flow eastwards into Yorkshire and finally merge with the North Sea. The term 'water body' may refer to a river, lake, reservoir, canal, aquifer, or inter-tidal part of an estuary. As part of its industrial past, Lancashire gave rise to an extensive network of canals, which extend into neighbouring counties. These include the Leeds and Liverpool Canal, Lancaster Canal, Sankey Canal, Bridgewater Canal, Rochdale Canal, Ashton Canal and Manchester Ship Canal.

The County is served by a handful of airports some of which are within the county boundary. Blackpool Airport are no longer operating domestic or international flights, but it is still the home of flying schools, private operators and North West Air Ambulance. There is an operational airfield at Warton near Preston where there is a major assembly and test facility for BAE Systems. Manchester Airport is the main airport in the North West region, with Liverpool John Lennon Airport and Leeds Bradford both nearby.

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

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

Built environment

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

New building materials are being developed that present better value for money and reliability in terms of lower maintenance or replacement costs, however some of these poses significant risk. One such risk that Lancashire has experienced is the emergence of composite fencing and decking materials (made from recycled materials including plastic). Although some of these materials have suitable fire suppression characteristics, some do not, and it is these that have seen incidents escalate rapidly. Developments in both building materials and process is against a backdrop of developing technologies and

reducing demand on fossil fuels. The development of both commercial battery energy storage systems and domestic energy storage systems are examples of this. Ongoing work is taking place to identify ways of mitigating the risk to prevent such significant fires occurring again.

Work continues in relation to high-rise and high-risk residential premises in the wake of the Grenfell Tower fire in 2017 along with focus on mid-rise (11-18mtr) premises and other work to ensure the safety of all commercial properties within Lancashire. More detailed information about the built environment risk can be found within our protection and business safety strategy.

Emerging Technology

Electric vehicles (EVs) and energy storage systems

Modelling shows that there will be a need for around 6,600 charge points throughout Lancashire by 2030, with an estimate that there will be over 240,000 EVs in Lancashire by then, representing 36% of all cars and vans.

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

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

In the renewable energy environment, energy generated by solar, wind, biogas and other sources is increasingly being stored in lithium-ion battery solutions. In the commercial environment this can be in the form of a battery energy storage system (BESS) and are a fundamental part of the UK's move toward a sustainable energy system.

The installation of BESS systems both in the UK and around the globe is increasing at an exponential rate. The county has seen a significant increase in planning applications submitted to build these sites in both rural and populated areas, which in turn is requiring significantly more resource within LFRS to deal with this emerging risk. These sites consist of several shipping container size battery units which contain a significant number of lithium batteries within them, the number of these units on a site in the county range from ten units, to six hundred and forty-eight at a site in Heysham. A fire at one of these sites in

Merseyside proved to be very challenging with no staff on site, and extinguishing the fire took several days.

Due to the speed and scale of the introduction of this technology formalised UK guidance has been scarce on what fire precautions need to be installed to reduce the fire risk, and what firefighting facilities are required to enable FRSs to both extinguish fires and mitigate environmental impacts. In 2023 the National Fire Chiefs Council produced a guidance document to aid FRSs in dealing with these sites and the government has changed planning guidance to advise developers that they should consult with the FRSs prior to applying for planning permission. However, this is still a developing technology and guidance will need to keep a pace with the new technology. Further information on Battery Energy Storage Systems can be found our [website](#).

An increasing number of bus fleets within the county will be changing a large volume of their fleet to being battery powered vehicles in the coming years, in line with the government's green energy agenda. LFRS engaged with Blackpool Council in 2023 to provide advice on the risks that this type of vehicle presents to them as an operator and LFRS' response to incidents involving them.

In the domestic world, modern solar panels are increasingly linked to a domestic battery, Domestic Energy Storage System's (DESS). DESS systems store energy from domestic Photo voltaic (Solar) panels for use in the home rather than feeding back into the National grid. They are becoming increasingly popular with both new builds and refurbishments. Due to the cost-of-living crisis, there are increasing cases of "homemade" DESS systems using second hand Electric Vehicle Lithium-ion battery packs. These will also be problematic in the same way as BESS sites and FRS's will not have any prior information on the presence of these in houses.

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

Hydrogen

The county has recently started to see the emergence of Hydrogen as an alternative fuel source. In Samlesbury there are plans for a Hydrogen storage facility to provide fuel for HGVS and a paper mill in the southern area of the county is trialling the use of Hydrogen as opposed to Natural gas in its papermaking process. LFRS are updating the planning guidance letter and will adapt our guidance and response according to the likely increase of Hydrogen as a fuel source.

Climate change

Wildfires

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

LFRS continues to invest in the technological development of our wildfire response capability, and we are working more closely with private and public sector organisations on wildfire prevention and response. Our Climate Change Operational Response Plan (CCORP) aims to reduce the threat to the communities in Lancashire, improve firefighter safety and reduce the costs and impact upon LFRS, partners and our communities.

Flooding

Over the last few years, flooding caused by extreme rainfall has become a bigger issue in Lancashire and across the country. Heavy rain has had a devastating impact, this has led to people needing to leave their homes and seen valuables destroyed by flood water.

When it rains heavily and for a long period of time, the drains become overwhelmed by the amount of water – they overflow and the water on the surface has nowhere to go. Large puddles can become more of a flood, stretching across whole streets, pavements and sometimes further beyond that – this is known as surface water flooding.

Flash floods can occur anywhere and without warning during and after heavy rainfall, making them much more difficult to predict. It's inconvenient and likely to cause disruption on the roads, but when it's more serious it can also cause damage to homes and businesses.

Health

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

The health of people in Lancashire varies when compared to England. Within the county there are wide differences between the most and least deprived areas. Blackpool (53.5 years) has the lowest male Healthy Life Expectancy (HLE)¹ in England; Blackburn with Darwen (58.8 years) is also one of the lowest. Both are significantly worse than England (63.1 years). Blackpool (54.3 years) and Blackburn with Darwen (59.3 years) also have amongst the lowest HLE expectancy for females, with Blackpool having the lowest in England.

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

The Active Lives Survey (202/22) estimates that 65.7% of the adult population (18+ years) in Lancashire-12, 68.4% in Blackburn with Darwen and 72.3% in Blackpool are classed as overweight or obese, significantly above the England estimate of 63.5%. Again, national trends indicate an increase overall in the numbers who are obese or overweight and it is expected the rates in Lancashire will also rise. Physical activity levels for adults are also low, although similar to England, and increasing these can be beneficial for health.

There are issues across the county around falls, unintentional injuries and hospital admissions. The highest risk of falls is in those aged 65 and above, and it is estimated that about 30% of people aged 65 and above living at home and about 50% of people aged 80 and above living at home or in residential care will experience an episode of fall at least once a year. Falls that result in injury can be very serious - approximately 1 in 20 older people living in the community experience a fracture or need hospitalisation after a fall. In the Lancashire-12 area the percentage of the 65+ population predicted to have a fall is projected to increase by 33% by 2035 and the percentage of these predicted to be admitted to hospital as a result is projected to increase by 40% by 2035 (from 2020).

The health of adults in the county is mixed; prevalence and incidence rates for many long-term conditions varies (although this may be indicative of effective screening in some districts) and residents in the more deprived areas of Lancashire tend to have higher levels of premature and overall mortality from these conditions.

¹ HLE indicates the amount of time a person will live in good health (rather than with a disability or in poor health)

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

There are issues around mental health and wellbeing, with residents in the most deprived areas of Lancashire nearly twice as likely to have mental health problems compared to those in the least deprived areas. This includes common mental health issues such as depression and anxiety, and more severe disorders such as schizophrenia.

Figures from the Primary Care Dementia Data show that on 31 March 2023 there were 11,031 known cases of dementia in the 65+ registered population across the Lancashire-12 area. For Blackburn with Darwen this was 1,077, and Blackpool was 1,453.

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

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

The most up to date estimates (2016/17) indicate that there are 9.1 opiate and/or crack cocaine users (per 1,000 of the population aged 15-64) in the Lancashire-12 area, in line with the England estimate (8.9). Blackburn with Darwen (18.8) and Blackpool (23.5) both have significantly higher estimated rates of opiate and/or crack cocaine users.

In the Lancashire-12 area, an estimated 13.4% of adults (18+) smoke, which is in line with the England estimate of 12.7% (Annual Population Survey, 2022). Blackburn with Darwen (19.4%) and Blackpool (18.8%) have a significantly higher estimated proportion of adult smokers, compared to England.

At a district level, Fylde is significantly better than England (6.4%) whilst all remaining districts in Lancashire-12 all are statistically similar to England (the Ribble Valley value is not published and therefore not comparable).

Common factors present during Accidental Dwelling Fire's.	The 7 determinants covered during Safe and Well visits.
Physical and mental health	Falls prevention
Hoarding and significant clutter	Social isolation
Substance misuse and/or alcohol	Living with dementia

Smoking	Diabetes
Elderly	Healthy homes/ winter pressures
Lone person	Home security/ arson vulnerability
	Mental health

Historical Data

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

During the fourteen years in which IRS has been in operation, incident levels within LFRS have reduced by 5%, which equates to approximately 920 incidents. This reduction in activity is evident across most incident types, with false alarms reducing by 9%, secondary fires by 23% and primary fires, which are the most significant type of fire, have reduced by 41% within the same timeframe. However, special service incidents have doubled, mainly due to the adoption of undertaking gaining entry incidents on behalf of the ambulance service.

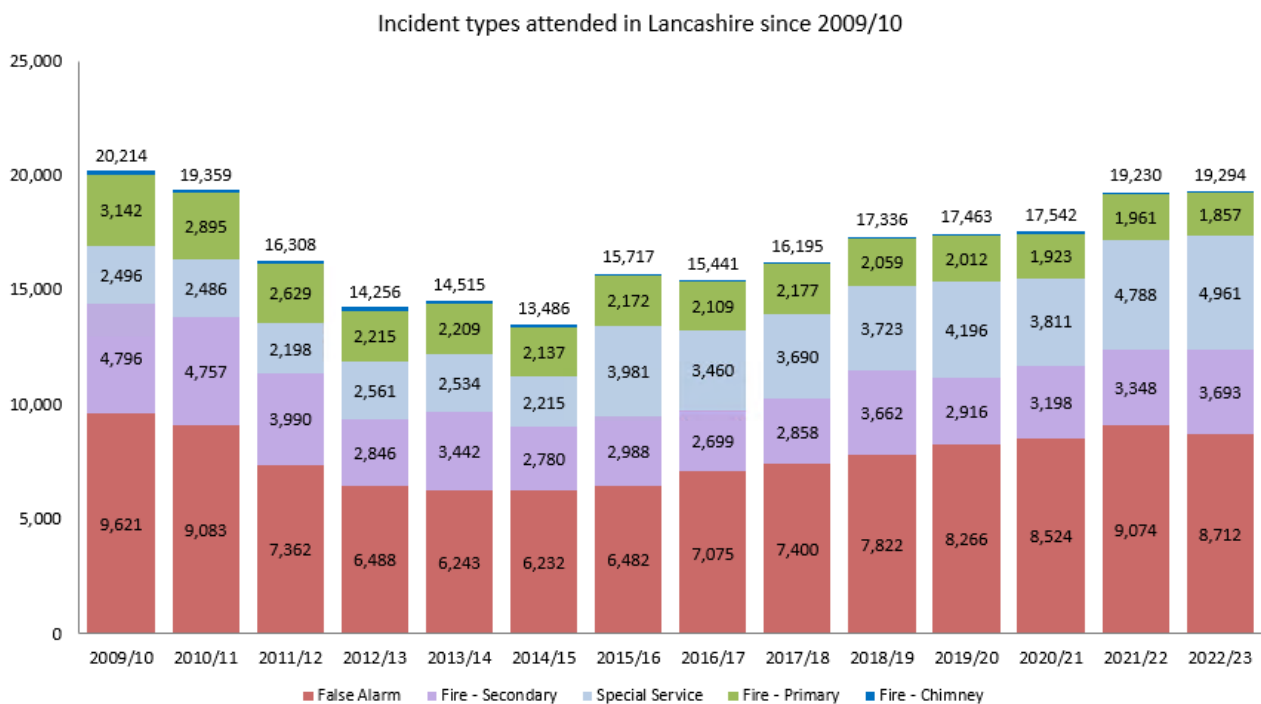


Figure 1: Chart showing incident types attended in Lancashire since 2009/10

Injuries and fatalities

The introduction of IRS has allowed FRSs to record additional granularity and data on victims at operational incidents. Within the last fourteen years, injuries at fires have reduced by 26%, with the number of people receiving first aid and precautionary checks reducing by 16%. Last year, there were 328 injuries resulting from fire, with 16% requiring a hospital visit. Unfortunately, last year saw ten fatalities in fires.

A large rise in the recording of victims from special service incidents has been witnessed over the previous fourteen years. Recordings of injuries have risen by 97%, with fatalities rising by 105%. Whilst in the past many of these have occurred in RTCs, they are now mainly recorded as a result of providing support or assistance to other agencies, mainly in affecting entry to domestic premises on behalf of North West Ambulance Service.

The additional granularity and data recorded on victims as a result of the introduction of IRS has enabled greater analysis and insight to be obtained. This has led to the introduction of more tailored and targeted campaigns and initiatives through data-led decision making. Of all the accidental dwelling fires, 57% started in the kitchen last year. Of these incidents, the most common correlation was the negligent use of a cooking appliance. Due to this, home fire safety checks and safe and well visits place an added emphasis on kitchen or cooking safety.

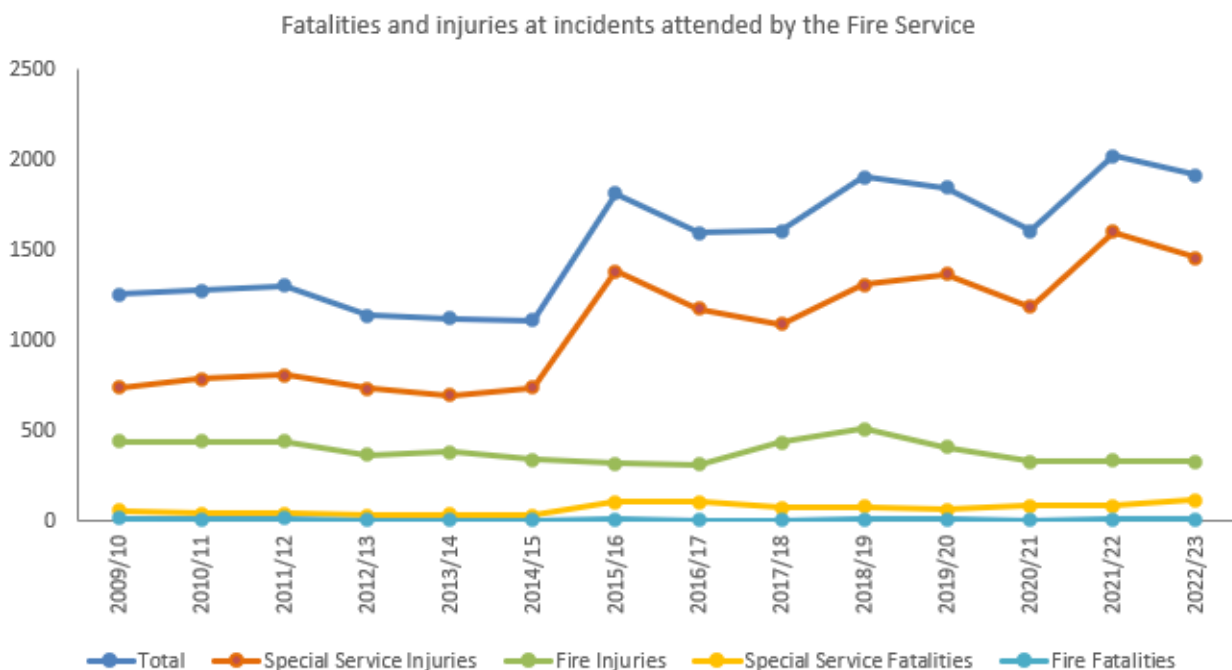


Figure 2: Chart showing fatalities and injuries at incidents attended by the Fire Service since 2009/10

Resource to risk

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

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

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

The heat map below shows the location of our fire stations mapped against overall incident activity levels. The areas of lowest demand are represented by the light green shading and moves through darker green, to amber to red to display the areas of our highest demand. Many of our stations are in areas of high activity, but we also have stations where incident levels are comparatively lower, but the impact of fires and other emergencies could be significant.

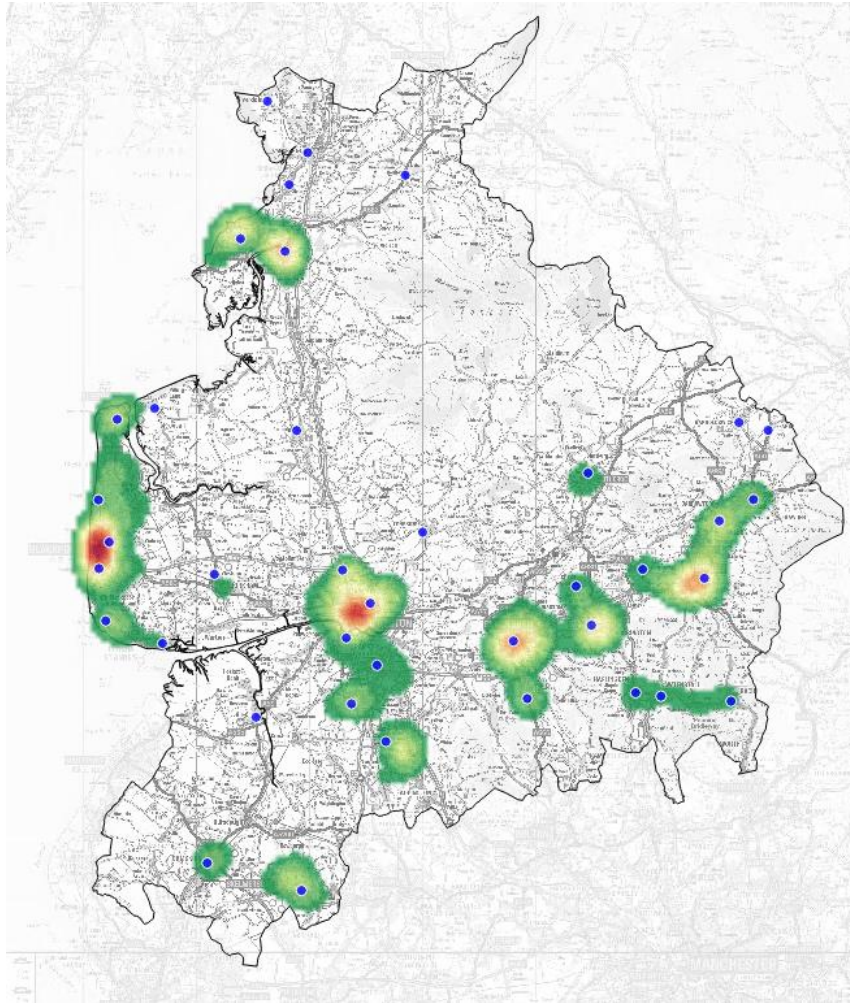


Figure 3: Heat map showing centres of high incident activity across Lancashire and location of Fire Stations

National and local risks

The National Risk Register (NRR) 2023 provides a government assessment of the most serious risks facing the United Kingdom.

The UK faces a broad and diverse range of risks, including threats to lives, health, society, critical infrastructure, economy and sovereignty. Risks may be non-malicious, such as accidents or natural hazards, or they may be malicious threats from malign actors who seek to do us harm. The risks that meet the threshold for inclusion in the NRR would have a substantial impact on the UK's safety, security and/or critical systems at a national level. The NRR includes information about 89 risks, within 9 risk themes. The risks are thematically grouped to bring together risks that share similar risk exposure and require similar capabilities to prepare mitigate and respond.

NRR Risk Assessment Matrix

Impact	5 Catastrophic	28, 29		9, 26a	54	
	4 Significant	21	24, 38, 56a	27, 49, 51a, 51b, 51c, 61	10, 47, 50, 55, 63	
	3 Moderate	17, 32,33, 34, 35, 36, 56c	12, 22, 23, 52	25, 26b, 21a, 45, 53, 56b	4, 8, 11, 40, 43, 48, 60	3, 31b, 46, 62
	2 Limited	18, 19, 30, 37	5, 16, 41, 42	14, 20, 56d, 58, 59	7, 13, 57b	2, 6
	1 Minor	44	39		15	1, 57a
		1 <0.2%	2 0.2-1%	3 1-5%	4 5-25%	5 >25%
		Likelihood				

Terrorism, cyber and state threats

- 1 International terrorist attack
- 2 Northern Ireland related terrorism
- 3 Terrorist attacks in venues and public spaces
- 4 Terrorist attacks on transport
- 5 Strategic hostage taking
- 6 Assassination of a high-profile public figure
- 7 Smaller-scale CBRN attacks
- 8 Medium-scale CBRN attacks
- 9 Larger-scale-CBRN attacks
- 10 Conventional attacks on infrastructure
- 11 Cyber attacks on infrastructure

Geographic and diplomatic

- 12 Disruption to global oil trade routes

Accidents and systems failures

- 13 Major adult social care provider failure
- 14 Insolvency of supplier of critical services to public service
- 15 Insolvency affecting fuel supply
- 16 Rail accident
- 17 Large passenger vessel accident
- 18 Major maritime pollution incident
- 19 Incident of a vessel blocking major port
- 20 Accident involving high consequence dangerous goods
- 21 Aviation collision
- 22 Malicious drone incident
- 23 Disruption of space-based activities
- 24 Loss of positioning, navigation and timing services
- 25 Simultaneous loss of all fixed and mobile forms of communication
- 26a Failure of the National Electricity Transmission system
- 26b Regional failure of the electricity network
- 27 Failure of gas supply infrastructure
- 28 Civil nuclear accident
- 29 Radiation release from overseas nuclear site
- 30 Radiation exposure from transported, stolen or lost goods
- 31a Technological failure at a systemically important retail bank
- 31b Technological failure at a UK critical financial market infrastructure
- 32 Accidental fire or explosion at an onshore major hazard (COMAH) site
- 33 Accidental large toxic chemical release from an onshore major hazard (COMAH) site
- 34 Accidental fire or explosion on an offshore oil or gas installation

- 35 Accidental fire or explosion at an onshore fuel pipeline
- 36 Accidental fire or explosion at an onshore major accident hazard pipeline
- 37 Accidental work-related (laboratory) release of a hazardous pathogen
- 38 Reservoir/dam collapse
- 39 Water infrastructure failure or loss of drinking water
- 40 Food supply contamination
- 41 Major fire

Natural and environmental hazards

- 42 Wildfire
- 43 Volcanic eruption
- 44 Earthquake
- 45 Humanitarian crisis overseas – natural hazard event
- 46 Disaster response in the Overseas Territories
- 47 Severe space weather
- 48 Storms
- 49 High temperatures and heatwaves
- 50 Low temperatures and snow
- 51a Coastal flooding
- 51b Fluvial flooding
- 51c Surface water flooding
- 52 Drought
- 53 Poor air quality

Human, animal and plant health

- 54 Pandemic
- 55 Outbreak of an emerging infectious disease
- 56a Animal disease – major outbreak of foot and mouth disease
- 56b Animal disease – major outbreak of highly pathogenic avian influenza
- 56c Animal disease – major outbreak of African horse sickness
- 56d Animal disease – major outbreak of African swine fever
- 57a Major outbreak of plant pest – *Xylella fastidiosa*
- 57b Major outbreak of plant pest – *Agrilus planipennis*

Societal

- 58 Public disorder
- 59 Industrial action
- 60 Reception and integration of British Nationals arriving from overseas

Conflict and instability

- 61 Deliberate disruption of UK space systems and space-based services
- 62 Attack on a UK ally or partner outside NATO or a mutual security agreement requiring international assistance
- 63 Nuclear miscalculation not involving the UK

The thematic groups and most pertinent risks identified by the NRR for LFRS are (there are no Geographic and diplomatic risks identified):

Terrorism, Cyber, and State threats	Accidents and systems failures	Natural and environmental hazards	Human, animal and plant health	Societal	Conflict and instability
Terrorist attacks in venues and public spaces: explosive devices and marauding attacks	Transport accident: Rail accident, Aviation collision	Wildfire	Pandemic	Public Disorder	Conventional attack on the UK mainland or overseas territories
Malicious rail and aviation incidents	Accident involving high-consequence dangerous goods	Earthquake	Outbreak of emerging infectious diseases	Industrial action	
Chemical, Biological, Radiological and Nuclear attacks	Loss of Positioning, Navigation and Timing services	Humanitarian crisis overseas: natural hazard event	Animal diseases		
Malicious attack on chemicals infrastructure	Simultaneous loss of all fixed and mobile forms of communication	Disaster response in Overseas Territories			
Conventional or cyber-attack: gas and electricity infrastructure	Failure of the National Electricity Transmission System	Severe space weather			
Conventional and cyber-attack: civil nuclear	Regional failure of the electricity network or Failure of gas supply infrastructure	Storms			
Conventional and cyber-attack: fuel supply infrastructure	Onshore major hazard (COMAH) site: Accidental fire or explosion, Accidental large toxic chemical release	Severe weather: High temperatures and heatwaves and Low temperatures and snow			
	Accidental fire or explosion at: an onshore fuel pipeline, onshore major accident hazard pipeline	Flooding: Coastal, Fluvial and Surface water			
	Reservoir/ dam collapse	Drought			
	Water infrastructure failure or loss of drinking water	Poor air quality			
	Major fire				

A full breakdown can be found on the [UK government website](#)

Every Resilience Forum has a Community Risk Register which describes risks for the community and assesses how likely they are to lead to an emergency and the potential impact they would have. The register is created through a risk assessment, and the information is used by the Lancashire Resilience Forum (LRF) to plan and prepare for emergencies that may occur.

The LRF refers to the National Risk Register in order to consider national issues alongside the local risk context and identify the risks within the county. These risks can come from lots of factors – from natural events such as weather, human diseases, animal diseases and accidents, to deliberate acts such as terrorism. This risk assessment can help identify new issues or highlight situations where risk may be changing.

The highest risks identified can be seen below:

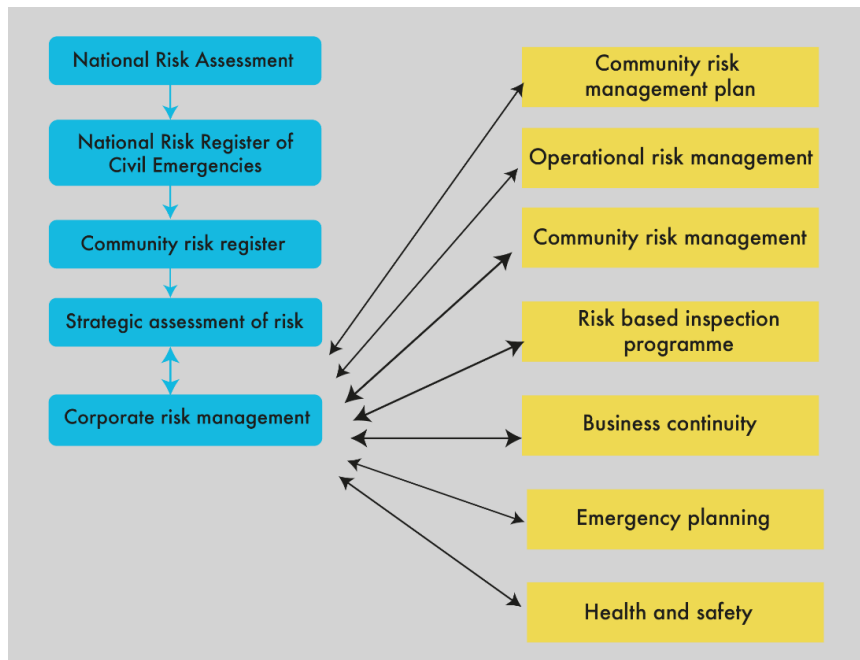
Risk	Overall risk rating
Rail networks incidents	16
Failure of the national electricity transmission system	15
Influenza-type pandemic	15
Coastal flooding/ Fluvial flooding	12
Volcanic eruption	12
Technological failure at a retail bank	12
Severe space weather (e.g. geomagnetic storm)	9
Emerging infectious diseases	9
Food supply contamination	9
Poor air quality	9
Surface water flooding/localised flash flooding	9
Aviation incident	8
Maritime incident	8

Further information can be found on the [Lancashire Resilience Forum website](#).

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

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

Lancashire Fire and Rescue Service - community risk identification process



District profiles

Lancashire is divided into 6 Areas. Within these areas are the Lancashire-14 districts which can be seen in the image below.

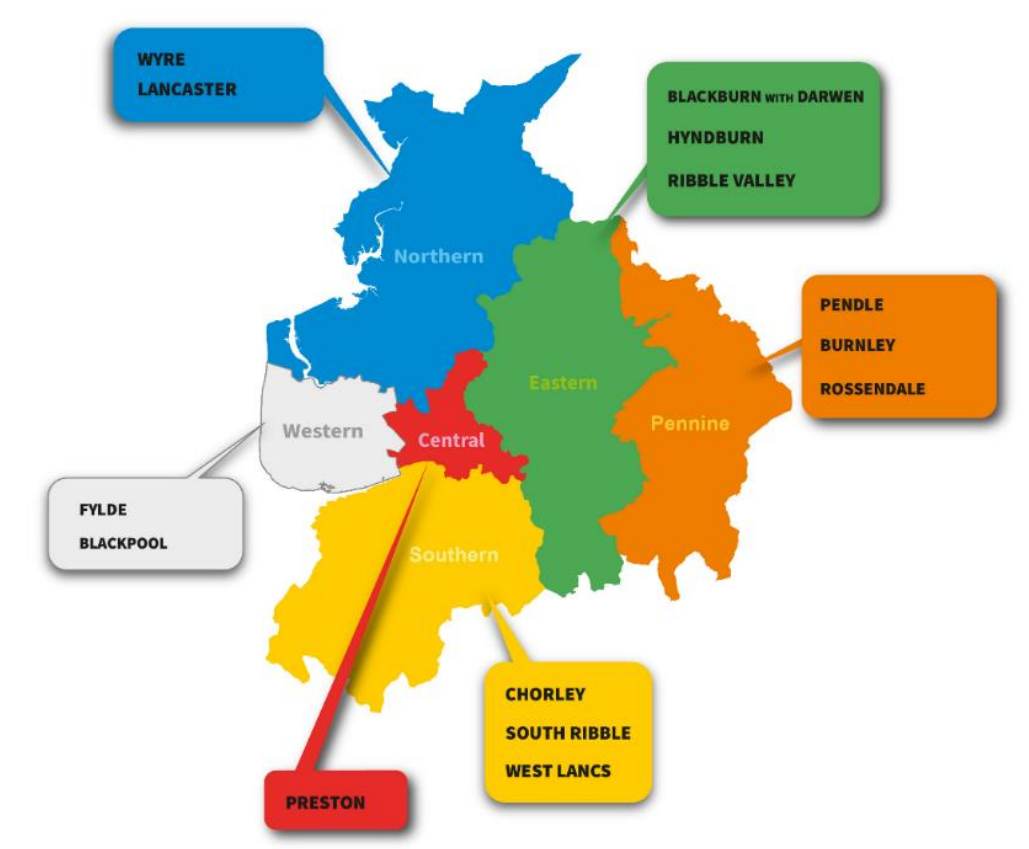
Each district faces its own unique risks and to effectively assess the risk, district plans are developed based on local intelligence and supported by a district intelligence profile that is produced annually.

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

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

Incident data is based upon an average over the preceding three years. Partnership working helps to inform demographic data and makes use of the vulnerable person adult social care data supplied by Lancashire County Council, also the Personal Demographics Service data which is taken from those registered with a General Practitioner and are aged over 65 years. Datasets which are too small at a district level to analyse are aggregated to county level.

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



Risk assessment methodology

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

Likelihood (risk)

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

Table 1: Likelihood score calculation.

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

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

Consequence score

The consequence score is derived as the average score from our seven consequence categories. These scores have had professional judgement applied from sector competent persons and each category individually scored from 1-5.

Table 2: Consequence categories

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

The total risk score is then calculated as can be seen below:

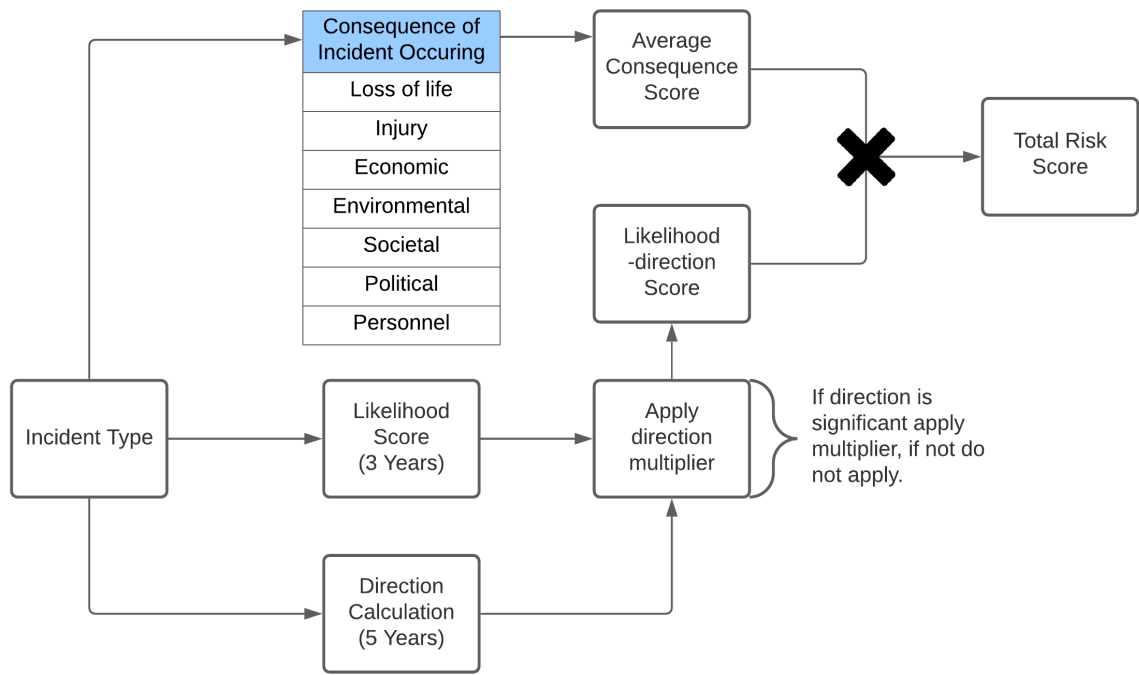


Figure 4: Total risk score calculation flow chart

To support our findings and to deliver our services effectively we also utilise many other data sources and tools:

- National Risk Register (NRR) - The NRR is an assessment of the key risks that have the potential to cause disruption in the UK.
- Census - The census in the UK is a count of all people and households. The latest census in the UK was held on 21 March 2021. Top level results are now available.
- Mosaic - Geodemographic segmentation data from Experian that classifies UK households into different geodemographic groups.
- Incident Recording System (IRS) - The IRS is an electronic system for recording data at incidents. The system is operated by the Home Office and all fire services have a requirement to gather incident data.
- Partner agencies - Consultation and working practices are shared between partner agencies that are linked in some way to our local risks.
- Cadcorp SIS and Web Map Layers - Cadcorp SIS is a desktop geographic information system (GIS) used for spatial data analysis. Cadcorp Web Map Layers is a web-based GIS used to display spatial data.
- Corvu - Corvus is the Service's primary data extraction, combination and presentation tool.

- Community Fire Risk Management Information System (CFRMIS) - CFRMIS is an electronic information system used to store and manage business fire safety and community safety data.
- Local Resilience Forum (LRF) Community Risk Register (CRR) - The CRR provides information on emergencies that could occur and provides an assessment of how likely they are to happen and the impacts if they do.
- Lancashire Insight - Lancashire specific data portal providing key statistical data regarding demographics, populous and health data.
- District Intelligence Profiles and Plans - These identify risks that are perceived at a local level and help drive prevention, protection and response arrangements in localities.
- Site Specific/ Operational Risk Information - This relates to information we gain during visits to high-risk premises, and which is then made available to crews when dealing with incidents.

Due to the extensive and detailed documentation that underpins the SAoR not all information has been placed within this document. Should more detailed information be required it can be made available upon request through Planning, Performance and Assurance (internal) or via our [website](#)

Executive risk assessment summary

Based on our risk assessment methodology, all incident categories have been scored. The highest risk incident types can be seen below. The highest risk incident types have been recorded within the Community Risk Management Plan (2022-2027) which highlights our proactive and reactive measure in response to the risk.

Risk Number	Incident Type	Overall Rating	Rank	Trend	Rank 2022
1	Commercial Property Fires	14.10	Very High	-	1
2	Wildfire	13.65	Very High	↓	4
3	Accidental Dwelling Fires	13.49	Very High	↑	2
4	Flooding	12.00	Very High	↑	3
5	Deliberate Building Fires	10.79	Very High	↓	6
6	Road Traffic Collisions (RTC's)	10.24	Very High	↓	7
7	Rescue from Collapsed Structure/Confined Space/Other	9.97	Very High	↑	5
8	Road Vehicle Fires	9.60	Very High	-	8
9	Assist Other Agencies	9.13	Very High	-	9
10	Industrial Fires	9.07	Very High	-	10
11	Waste Disposal Site Fires	8.76	Very High	-	11
12	High Rise Fires	8.70	Very High	-	12
13	Rescue from Height	8.62	Very High	-	13
14	Hazmat Incident (Minor)	8.25	High	↓	15
15	Hazmat Incident (Major)	8.16	High	↓	16
16	Building Under Construction Fires	7.76	High	↓	18
17	Other Outdoor Fires (Primary)	7.75	High	↓	19
18	Removal of Objects from People	7.67	High	↓	20
19	Removal of People from Objects	7.17	High	↑	14
20	Animal Rescue	7.17	High	↓	21
21	Other Transport Fires (Air, Boat, Train)	7.11	High	↓	22
22	Secondary Fires (ASB)	7.06	High	↓	23
23	Secondary Fires (Accidental)	6.98	High	↑	17
24	Effecting Entry/Exit	6.94	High	-	24
25	Suicide/Attempts	6.68	High	↓	28
26	Heritage Fires	6.57	High	-	26
27	Rescue from water	5.86	High	-	27
28	Other Transport or Making Safe (Not Fire)	5.78	High	↑	25
29	Lift Release	5.71	High	-	29
30	Malicious Attacks/Terrorist Incidents	4.79	Medium	-	30
31	Rescue from Depth	4.42	Medium	-	31
32	Rescue from Mud	3.84	Low	-	32

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

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

Commercial property fires

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

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

Over the past five years, we have attended an average of 247 incidents a year which have involved commercial premises where the cause has been recorded as accidental or unknown. This equates to a five-year total of 1,232 incidents.

Non-residential properties accounted for 86% of the incidents, of which food and drink establishments accounted for 18%, with retail outlets also with 18%, and industrial manufacturing 15%.

Other residential properties accounted for the other 14% of the total number of incidents, of which residential homes accounted for 34%, hotel/motel 26%, and student hall of residence 17%.

Fires at commercial property types resulted in 3 fatalities, 4 serious injuries and 16 minor injuries over the previous five years.

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

Wildfire

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

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

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

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

Over the previous five years, we attended 609 wildfire incidents which is an average of 122 incidents a year. 80% of the incidents only involved 1 pump. 45% of all the wildfire incidents were deliberate, including some large-scale, multi-pump incidents attended by LFRS.

Risk - Wildfire	
Likelihood	Medium High
Consequence	Moderate
Risk score	13.65
Overall assessment	Very High

Accidental dwelling fires (ADF's)

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

Over the previous five years, we have attended an average of 803 incidents a year of this type. Single occupancy houses accounted for 63% of all accidental dwelling fires. Followed by purpose built flats with 12% and self-contained sheltered housing 7%.

Blackpool district experienced the highest number of ADF's followed by Lancaster then Preston. Ribble Valley has seen the lowest number of ADF's over the last five years. 35% of the total number of ADF's were caused by 18-64 year olds with 22% caused by the elderly (65+). The biggest cause of ADF's are cooking appliance related, followed by spread from a secondary fire and smoking related.

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

Flooding

Whilst LFRS has no statutory duty to provide emergency response to water or flooding events, as a category 1 responder the Service is bound by the Civil Contingencies Act 2004 to have plans in place to respond to all emergencies. Through close consultation and collaboration with our partners and the LRF, a Multi-Agency Flood Plan has been developed which outlines the agreed coordinated multi agency response should a flooding event occur in the Lancashire area. This plan has been identified as an essential requirement as it has been recognised through the LRF Community Risk Register that there are approximately 65,000 properties at high or very high risk from flooding within Lancashire. The average cost of flooding to a home is around £30,000 and to a business £82,000. The effects on mental health can last for months and even years. Environmental impacts include pollution, harm to livestock and wildlife, and destruction of habitats. Disruption to power supplies and transport networks is a risk and in the most severe cases, floods can cause injury and death.

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

In the last five years, LFRS has responded to 216 flooding related incidents relating to high tides, rising river levels or surface water. This equates to 43 incidents of this type a year. Domestic dwellings were affected at 62% of these incidents. Rossendale has been the most affected (14% of the incidents), mainly due to the surface water and rising river levels.

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

Deliberate building fires

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

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

Over the previous five years, we have attended an average of 223 deliberate building fires a year. Non-residential buildings accounted for 50% of the fires with public admin, security and safety properties being targeted the most (24% of the non-residential fires). Deliberate dwelling fires accounted for 45% of the total incidents with houses of single occupancy taking a 52% share of these incidents.

Deliberate building fires have been responsible for 9 fatalities, 13 serious injuries and 33 minor injuries over the last five years.

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

Road traffic collisions (RTC's)

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

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

Over the previous five years, LFRS have attended an average of 635 incidents of this type a year, which accounts for 15% of all Special Service calls. There has been 58 fatalities

and 419 serious injuries from RTC's attended by LFRS over the last five years, that involved either the extrication of trapped individuals or making the vehicle(s) safe. Other types of work undertaken by operational crews at RTC's have included making the scene safe, offering medical assistance only and the release of individuals where there was no requirement for an extrication to take place.

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

Rescue collapsed structure/confined space

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

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

Over the previous five years, we have attended an average of 86 incidents a year of this type, attending 430 incidents in total. LFRS attended 60 incidents involving somebody trapped in or under machinery or another object e.g., hopper, conveyor, crusher. Nine incidents involved a rescue from a confined space and 14 incidents from a collapsed structure. Due to the nature of this incident type, there have been 9 fatalities, 37 serious injuries and 37 minor injuries.

Risk – Rescue collapsed structure/confined space	
Likelihood	Medium High
Consequence	Minor
Risk score	9.97
Overall assessment	Very High

Road vehicle fires

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

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

Over the previous five years we have attended an average of 474 incidents a year involving road vehicle fires. This equates to 2372 in total, with 59% involving cars, 12% vans and 10% motorcycles, with 42% of the fires being deliberate.

The district of Preston experienced the most road vehicle fires with 45% being deliberate. There were some casualties from this incident type with 6 fatalities, 16 people sustaining serious injuries over the last five years, and 33 people with minor injuries.

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

Assist other agencies

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

Over the previous five years we have attended an average of 1,296 incidents a year where we have assisted other agencies. Of the 6,479 incidents attended, 80% were assistance to the Police/Ambulance-. LFRS also attended 549 incidents to assist NWAS with a bariatric patient. Unfortunately, to the nature of this incident type, there were 268 fatalities, 873 serious injuries and 1,018 minor injuries dealt with by both LFRS and NWAS.

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

Industrial fires

Industrial incidents can take a wide variety of forms, and their potential impact on our communities varies considerably in both scale and nature. In some cases, these incidents will have very limited impacts beyond the immediate area and can be dealt with locally, although others can have cascading effects that may impact the wider community. Within our Service area, there are 8 Top tier COMAH (Control of Major Accident Hazards Regulations 1999) sites and several Lower tier sites covered by the Dangerous Substances (Notification and Marking of Sites) Regulations 1990 (NAMOS). These businesses are required to take all necessary measures to prevent major accidents involving dangerous substances to limit the consequences to people and the environment of any major accidents that do occur.

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

Over the previous five years, we attended an average of 44 industrial based incidents a year. Of the 221 incidents attended, manufacturing accounted for 78% and processing 22%, with fires within engineering premises and factories accounting for 51% of the overall total.

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

Waste disposal site fires

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

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

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

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

Over the previous five years, we attended an average of 18 waste disposal site fires a year, equating to a total of 89, of which 71% (63) involved a refuse/rubbish tip with the remaining 29% (26) involving industrial processing.

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

High rise fires

LFRS regard any building that has six floors (ground + 5 floors above) as a high-rise building. Buildings of this size present many challenges to FRSs in the event of a fire. To successfully deal with an incident in a high-rise building, realistic training is essential along with gathering and storing risk information, educating the occupants and enforcing any breaches of legislation. We have identified high rise properties that have cladding that could promote external fire spread and put measures in place to ensure an appropriate, risk-based attendance is sent upon receipt of information that there is a confirmed fire in one of these buildings. There are 45 high rise buildings in Lancashire, ranging from domestic accommodation to hospitals, car parks to entertainment venues, hotels to education.

Over the previous five years, we attended an average of 2 fires a year involving high rise buildings. Of the 10 incidents attended in total, 7 were accidental fires. Domestic dwellings accounted for 70% of the incidents and Student Halls of residence 20%. Car Parks accounted for 10% of the non-residential high-rise fires.

Despite the fears of rapid fire growth following the Grenfell tragedy, none of these incidents resulted in the fire spreading beyond the floor of origin.

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

Rescue from height

Nationally, FRS respond to a wide range of incidents at height involving a variety of environments, such as industry, buildings/dwellings (including buildings under construction) and natural environments (such as steep ground, rock faces). Locally, LFRS covers a wide geographical area, including coastlines to the west, and fells and dales to the north. We respond to incidents where people are stranded in inaccessible locations without specially trained rope rescue equipment, and where there is a high level of risk. Every wholetime

firefighter in LFRS is trained to carry out a rescue using a rope pack and associated equipment, backed up by specialist teams from Chorley, Bamber Bridge or St Annes².

Over the previous five years, we attended an average of 63 rescues from height incidents a year. This equates to 315 incidents in total. Of these, 35% involved non-residential buildings, 27% involved domestic dwellings and 31% involved the outdoors, including rescues from trees and equipment in parks. This incident type saw 11 serious injuries and 29 minor injuries.

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

Hazardous materials incident (Hazmat)

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

Hazmat incident (Minor)

LFRS have categorised a hazmat incident to be minor if less than four pumping appliances attended. Over the previous five years, we have attended an average of 82 incidents of this type a year. Of the 409 incidents attended, eight resulted in fatalities and there were fourteen serious injuries sustained. 67% of the incidents occurred in a domestic dwelling environment, whilst others included outdoors and road vehicles. 62% of the incidents involved a gas release.

² To be disestablished 1 March 2024 as part of the Specials Review

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

Hazmat incident (Major)

LFRS have categorised a hazmat incident to be major if four or more pumping appliances attended. Over the previous five years, we have attended a total of 20 incidents of this type resulting in three people sustaining slight injuries.

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

Building under construction fires

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

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

Existing buildings may contain hazardous substances that are associated with either the previous use of the building or building materials. This could include substances such as asbestos, which may not have been highlighted in a survey. If disturbed during building

work or firefighting, asbestos presents a significant risk to health. Although sites should be well-secured, using high fencing, hoardings, or other security measures, these may be compromised allowing the public to gain unauthorised access.

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

Over the previous five years, we attended 78 incidents involving buildings under construction. This averages out at 16 incidents of this type a year. Single occupancy dwellings accounted for 50.41% of the incidents.

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

Other outdoor fires (Primary)

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

Over the previous five years, we have attended 340 incidents of this type, with an average of 68 incidents a year. 59% of these incidents were recorded as accidental. 218 incidents (64%) involved outdoor structures and 69 incidents (20%) involved outdoor equipment and machinery. Unfortunately, there were two fatalities over the last five years, along with 10 serious injuries and 12 slight injuries.

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

Removal of people from objects and Removal of objects from people

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

Removal of people from objects

Over the previous five years, we have attended an average of 69 incidents a year involving the removal of people from objects. Of the 344 incidents attended, 68% involved a trapped limb, with the other 32% being recorded as ‘other’. 43% of these incidents occurred in the domestic dwelling environment.

Removal of objects from people

Over the previous five years, we have attended 396 incidents of this type. This equates to an average of 79 incidents a year. Ring removal accounted for 73% of these incidents with other incidents attended including impalements, handcuff removal and removal of other objects such as railings.

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

Risk – Removal of people from objects	
Likelihood	Medium High
Consequence	Limited
Risk score	7.17
Overall assessment	High

Animal rescue

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

Over the previous five years, we attended an average of 181 animal rescues per year, equating to 906 incidents in total. Incidents involving trapped animals accounted for 44% of the total, with the majority involving domestic animals. 26% of animal rescues involved a rescue from height with the majority involving domestic animals. We attended 148 incidents (16%) involving rescues of animals from water or mud with over half of these involving livestock.

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

Other transport fires (air, boat, train)

Although air is one of the safest modes of transport, incidents relating to air travel are still present across the UK, with many occurrences related to smaller aircraft such as microlights and gliders. Within Lancashire, to the far west of the county, sits Blackpool

airport, where the risk of an air transport fire is high due to the amount of traffic utilising the airport.

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

Incidents on the railways can also pose significant risks and potential danger to the community. The west coast main line dissects Lancashire, with trains running between Edinburgh and London stopping at Preston. There are also a few other local lines in operation, all of which pose their own unique levels of hazards and risks.

Over the previous five years, we have attended an average of 4 incidents a year involving vehicles other than those that are road based. Of the 20 incidents that occurred over the five year period, 11 were accidental and 9 were deliberate. One incident involved a military aircraft, 2 incidents involved trains/trams, with the remainder (17) involving boats.

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

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

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

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

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

Over the previous five years, we have attended an average of 1,588 deliberate secondary fires a year, equating to 7,940 in total. Of these, 66% involved rubbish, in the form of either

loose refuse, a skip, a small refuse container or a wheelie bin. Over 40% of the total number of incidents occurred in the districts of Preston, Burnley or Blackburn with Darwen.

Over the same five-year period, we have attended an average of 1,631 accidental secondary fires a year, equating to 8,154 in total. Over half of these incidents occurred in the five districts of Blackburn with Darwen, Blackpool, Burnley, Preston, and Lancaster. As with deliberate secondary fires these mainly involved refuse.

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

Risk – Secondary fires (accidental)	
Likelihood	High
Consequence	Limited
Risk score	6.98
Overall assessment	High

Effecting entry/exit

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

Over the previous five years, we have attended an average of 273 incidents a year of this type, totalling 1,367. Of these incidents, 58% involved LFRS effecting entry/exit to a dwelling due to somebody being in distress, being a child or, a medical case. Children in vehicles accounted for 14% of the incidents. Over this five-year period, this incident type has resulted in 16 fatalities, 64 serious injuries and 80 slight injuries to members of the public.

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

Suicide or suicide attempts

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

Over the previous five years, we have attended 214 suicides or suicide attempts. This is an average of 43 incidents of this type a year. The districts of Preston (18%) and Blackpool (14%) had the highest number of incidents. Incident recording shows that we attended 170 incidents where there was a threat of/attempted suicide and 44 incidents of suicide. 45% of the total number of incidents occurred within a domestic residence.

Risk – Suicide or suicide attempts	
Likelihood	Medium
Consequence	Limited
Risk score	6.68
Overall assessment	High

Heritage fires

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

Heritage buildings that are open to the public or have had recent alterations may have been modified to meet current regulations. During a building's lifetime, it may have been altered or extended, using different materials and methods which can cause the structure to

behave in unexpected ways. In older properties, internal studded walls may support part of the weight of the property. It is common for heritage buildings to have mezzanine floors, basements, tunnels, and attics.

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

Over the previous five years, we have attended 32 incidents where there has been a fire within a 50-metre radius of a heritage property. This is an average of 6 incidents of this type a year.

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

Rescue from water

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

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

Over the previous five years, we attended an average of 47 water rescue related incidents a year. Overall, this equates to 237 water rescue incidents in total. These incidents have seen 27 fatalities, 16 serious and 43 minor injuries. The main type of incident we attended involved rescues from rivers/canals (48%) and rescues from lakes/ponds/reservoirs (8%).

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

Other transport or making safe (not fire)

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

Over the previous five years, we have attended an average of 188 incidents a year of this type, totalling 939. Of the 939 incidents attended, 86% have resulted in LFRS making the scene safe, with 54% of these incidents requiring us to stabilise, or otherwise make safe an unsafe structure. The majority of these have been in a domestic environment however, numerous incidents involved retail, food and drink establishments and outdoor structures. This incident type has resulted in 14 fatalities, 8 serious injuries and 31 minor injuries.

Risk – Other transport or making safe (not fire)	
Likelihood	Medium High
Consequence	Limited
Risk score	5.78
Overall assessment	High

Lift release

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

Over the previous five years, we have attended 673 incidents involving a lift release, equating to an average of 135 incidents a year. 76% of these incidents involved a rescue of someone that was not in distress. 68% of the total number of incidents involved a residential building.

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

Malicious attacks/terrorist incidents

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

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

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

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

Rescue from depth

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

Over the previous five years, we have attended 23 incidents, with 15 involving outdoor rescues, 7 rescues from buildings and 1 from a vehicle. There was one fatality, nine people sustained serious injuries and three sustained minor injuries.

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

Rescue from mud

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

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

Over the previous five years, we have attended 36 incidents, which equates to 7 incidents a year on average. The districts of West Lancashire, Lancaster and Fylde accounted for 50% of the incidents.

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

This page is intentionally left blank

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on Monday 5 February 2024

Consultation Strategy – Annual Review

(Appendix 1 refers)

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

Executive Summary

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

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

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

Recommendation

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

Information

Lancashire Combined Fire Authority's consultation strategy has been in place since community risk management planning arrangements were introduced in 2003. It is reviewed on an annual basis.

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

The strategy has most recently been implemented to good effect during the public consultation on the community risk management plan in 2021 and the emergency cover review proposals in 2022.

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

Business risk

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

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

Sustainability or Environmental Impact

None.

Equality and Diversity Implications

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

Data Protection (GDPR)

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

HR implications

None

Financial implications

None

Legal implications

Legal implications are set out in Section 9: Data use and subjects and transparency obligations. Although the UK law is still based on the European Directive (the General Data Protection Regulations), the wording has been amended to avoid confusion post Brexit.

Local Government (Access to Information) Act 1985

List of background papers

Paper:

Date:

Contact:

Reason for inclusion in Part 2 if appropriate: Insert Exemption Clause

Lancashire Combined Fire Authority Public Consultation Strategy

1. Background

The Lancashire Combined Fire Authority's consultation strategy has been in place since the integrated risk management planning arrangements were introduced in 2003.

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

2. Scope

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

3. Definitions

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

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

Other engagement techniques include:

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

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

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

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

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

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

4. Public consultation approach

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

4.1 Subjects of public consultation

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

- The draft community risk management plan.
- Annual service plans.
- Budget and council tax.
- Proposals which may have a major effect on the services we provide to the public.

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

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

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

4.2 Planning public consultation

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

Due to the pace of change, issues may arise during the year that requires public consultation, but which has not been considered within the annual service plan. In these cases, permission to consult with the public will be sought from the planning committee chairman and chairman of the Authority as urgent business, if the meeting schedule does not permit discussion at a meeting.

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

5. Timings

There must be sufficient opportunity for consultees to participate in a consultation. It is commonplace to use a standard 12-week period for public consultation (not including major public holidays or summer months when people are away) however the length of time given for consultees to respond can vary depending on the subject and extent of impact of the consultation. A minimum of four weeks should be given for small scale consultations. In setting timings, consideration will be given to:

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

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

6. Targeting public consultation

Before undertaking any consultation exercise, identification and mapping of stakeholders will be undertaken to understand which audiences (stakeholders) are most likely to be impacted by any resulting proposals. An equality impact assessment of the proposals on groups likely to be particularly affected will also be carried out.

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

Where appropriate, this will include:

- The public in Lancashire – particularly those that are likely to be directly affected by the proposal or issue.
- Community organisations, including specific community groups, particularly those that represent the interests of people with legally protected characteristics.
- Public representatives, such as Members of Parliament and local councillors.
- Businesses or business organisations.
- Local authorities, public agencies and other emergency services.
- Third sector organisations including voluntary groups and charities.
- Relevant government departments.
- Representative bodies.

7. Information about a public consultation

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

- Details of the issue and/or proposal.
- Why the issue has arisen and/or what is being proposed.
- How the proposals are likely to impact on the provision of service.
- Background statistics and assessments.
- The anticipated timescales for decision/implementation.

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

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

8. Consultation methodology

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

- Surveys
- Engagement events
- Focus groups
- Consultation through the Service's employee voice groups
- Feedback given at open public meetings
- Attendance at local authority meetings or scrutiny committees
- Debate and feedback given through social media
- Written submissions
- Public scrutiny panel
- Deliberative forum

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

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

9. Data use and subjects and transparency obligations

The Combined Fire Authority is under a duty to and will be compliant with the provisions of the Data Protection Act 2018, which is the UK's implementation of the General Data protection Regulations (GDPR), as well as the re-use of Public Sector Information Regulations 2015, which came into force on 18 July 2015, subject to relevant exceptions.

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

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

- Racial or ethnic origin.

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

10. The decision-making process

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

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

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

11. Feedback and evaluation

Decisions made about proposals that have been the subject of public consultation will be conveyed via the Service's communications channels. More detailed feedback will be made available to consultation participants directly or through the Service's website, depending on the extent of their involvement with the consultation.

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

Reviewed January 2024

Lancashire Combined Fire Authority

Planning Committee

Meeting to be held on 5 February 2024

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 November 2023.

Recommendation

Planning Committee to note the report.

Information

This paper provides an update on the progress against the five key workstreams being progressed under the Blue Light Collaboration Board (BLCB). The workstreams are effectively managed through the Strategic and Tactical Collaboration Boards.

Missing Persons (Missing from home)

Lancashire Fire and Rescue Service (LFRS) have provided significant support to Lancashire Constabulary (LanCon) with our aerial drone assets, supported by a Memorandum of Understanding (MoU). LFRS Drone Team has also supported other organisations, including the Environment Agency (EA).

LFRS receives around 200 drone requests on average per year from LanCon, with most requests for Missing Persons searches. LFRS have commenced discussions with LanCon in relation to re-charging for some services, given the on-call nature of our drone team, with each deployment having a budgetary impact for LFRS. Nationally, an MoU is being developed between the National Fire Chiefs Council (NFCC) and EA to better co-ordinate future drone activity.

The Service also provides an underwater search capability and assistance was recently requested by HM Coastguard. LFRS responded, and the underwater

deployment immediately de-escalated the incident, significantly reducing the number of resources required from several agencies, for what would normally be a protracted incident.

Estates and Co-location

This is a long-term workstream which may deliver significant efficiencies and effectiveness where co-location sites are identified.

A set of principles are being developed to identify high level areas of opportunities. Blue Light partners are currently reviewing their strategic property asset plans to identify areas for co-ordinating future development plans over the next 5-10 years.

All Blue light partners are included in the discussions and options in relation to Preston area provision.

Community First Responder

A trial commenced in 2023 involving LFRS staff volunteering as Community First Responders (CFR) to support North West Ambulance Service (NWAS). LFRS staff volunteers undertake an initial CFR training programme at LFRS Training Centre. Once qualified, they can shadow existing CFR practitioners to develop their clinical abilities and build confidence in their newly acquired skills.

Five LFRS staff volunteers are now responding to life threatening emergencies in their communities from the workplace, and administering first aid in the initial vital minutes before NWAS colleagues arrive. During 2023, LFRS responded to more than 80 CFR incidents including unresponsive/ collapsed, not breathing, cardiac arrests, seizures, strokes, and choking.

The Service is expanding our support to NWAS on this successful life-saving initiative and 10 LFRS Flexible-Duty Officers (FDOs) are progressing through the onboarding process with NWAS.

Leadership Development

Learning and Development leads from the Blue Light partners are considering leadership development collaboration opportunities.

An analysis of leadership development is ongoing between the three organisations with the Services currently exploring an additional mentorship programme for command and control.

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'.

The new Command Support Unit (CSU) project was listed in this years' Service Plan and seeks to upgrade not only the vehicles but to take advantage in recent technological advances to support operational incidents. On-Call firefighters from Carnforth and Bolton-le-Sands crew the CSU.

As part of the agreed capital vehicle replacement project, two new larger Command Units (CUs) will also be hosted by Fulwood and Blackburn Fire Stations. The CUs boast state of the art technology with 5G and Starlink connectivity.

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.

LFRS have reviewed the policy for recharging other organisations and agencies for use of LFRS personnel and equipment at non-statutory incidents. The policy provides decision-makers with guidance on how and when charging is appropriate and is aligned to the National Fire Chiefs Council (NFCC) published guidance on recharge costs.

Sustainability or Environmental Impact

N/A

Equality and Diversity Implications

N/A

Data Protection (GDPR)

N/A

HR Implications

N/A

Business Risk

Risk if there is limited evidence regarding the duty to collaborate.

Legal implications

The Policing and Crime Act 2017 introduced a statutory duty to collaborate on the Police, Fire, and emergency Ambulance Services where it is in the interests of efficiency and effectiveness. The duty to collaborate is non-prescriptive and locally enabling.

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 5 February 2024

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) ongoing preparations for HMICFRS Round 3 inspection, the inspection process, and wider HMICFRS activity including misconduct, and values and culture within fire and rescue services.

Recommendation

Planning Committee are requested to note and endorse the update.

Round 3 Overview

HMICFRS commenced Round 3 inspections in early 2023, the three pillars; effectiveness, efficiency, and people remain the same as Round 2. Likewise, the 11 diagnostics under each pillar which inspectors make graded judgements against.

Early engagement with our Service Liaison Lead Dominic Mika has taken place between Chief Fire Officer Justin Johnston and Area Manager Tom Powell (LFRS Service Liaison Officer). Dominic will start to be introduced into the Service over the coming months in the build up to our inspection. HMI Michelle Skeer, recently retired Chief Constable of Cumbria Constabulary, held meetings with the Chair of the Authority, the Deputy Chief Fire Officer, Trade Union officials, and staff from employee voice groups on the 4 December 2023; further meetings are planned to take place in 2024.

It is anticipated that Lancashire's inspection will take place around late spring/ early summer 2024. The Organisational Assurance Team within the Service Improvement Department continue to track progress against our previous inspection, monitor national themes and prepare LFRS for our Round 3 inspection. The Organisational Assurance Team are undertaking reality testing with departments and have initiated station-based reality testing aligned to HMICFRS inspection framework. Fourteen station-based audits have taken place so far and there is growing interest from other fire and rescue services as to how we carry out these preparedness visits.

HMICFRS have now published 12 Round 3 inspection reports, with three more due to be published this spring. HMIC Andy Cooke's 2023 State of Fire and Rescue report will also be published this spring and will cover their findings so far and wider impacts on fire and rescue services. A summary of the gradings for all 12 FRSs inspected so far in Round 3 can be found below.

	Effectiveness						Efficiency		People				
	Understanding the risk of fire and other emergencies	Preventing fires and other risks	Protecting the public through fire regulation	Responding to fires and other emergencies	Responding to major and multi-agency incidents	Making best use of resources	Making the fire and rescue service affordable now and in the future	Promoting the right values and culture	Getting the right people with the right skills	Ensuring fairness and promoting diversity	Managing performance and developing leaders		
Beds Round 3:	G	RI	RI	RI	A	RI	G	RI	A	A	A		
Beds Round 2:	G	RI	RI	G	G	RI	G	G	G	G	G		
Cambs Round 3:	G	G	G	A	A	O	G	G	A	G	RI		
Cambs Round 2:	G	G	G	G	G	G	RI	G	G	G	G		
Cheshire Round 3:	A	A	G	A	A	A	G	G	G	G	G		
Cheshire Round 2:	G	G	G	G	G	G	G	G	G	G	RI		
Warwicks Round 3:	A	RI	RI	A	A	RI	RI	A	RI	RI	RI		
Warwicks Round 2:	RI	I	RI	RI	G	RI	RI	RI	RI	RI	RI		
Cornwall Round 3:	A	RI	A	A	RI	RI	RI	A	RI	I	RI		
Cornwall Round 2:	RI	RI	RI	RI	G	RI	RI	G	RI	RI	RI		
Surrey Round 3:	A	RI	RI	RI	RI	RI	A	G	A	RI	RI		
Surrey Round 2:	RI	G	G	RI	RI	RI	G	G	G	RI	RI		
Bucks Round 3:	RI	RI	I	RI	A	RI	RI	RI	RI	RI	RI		
Bucks Round 2:	RI	RI	RI	G	G	RI	RI	RI	RI	RI	RI		
Merseyside Round 3:	G	O	G	G	O	O	G	A	A	A	G		
Merseyside Round 2:	G	O	G	G	O	O	G	G	G	RI	G		
Avon Round 3:	I	I	A	I	A	RI	RI	I	RI	RI	RI		
Avon Round 2:	RI	RI	RI	G	G	RI	G	G	RI	RI	RI		
Her. & Worc. Round 3:	A	A	G	A	A	A	A	A	G	G	G		
Her. & Worc. Round 2:	RI	RI	G	RI	G	RI	RI	RI	RI	RI	RI		
Northumb. Round 3:	A	G	A	A	A	A	G	G	G	A	A		
Northumb. Round 2:	RI	RI	G	RI	G	RI	RI	RI	RI	RI	RI		

Key	Outstanding	Good	Adequate	Requires Improvement	Inadequate
-----	-------------	------	----------	----------------------	------------

HMICFRS Enhanced Monitoring Updates:

Avon Fire & Rescue Service:

Entered Engagement 2023

Reasons for enhanced monitoring:

- The service still doesn't have an effective system to make sure it gathers and records relevant and up-to-date risk information.
- Prevention activity isn't a sufficiently high priority for the service, and there is no prevention strategy, which should drive its day-to-day activities.
- The service's mobilisation system isn't reliable and crashes during 999 calls, which results in the public receiving a slower response to emergencies.
- The service needs to do more to improve its culture.

Buckinghamshire Fire & Rescue Service:

Entered Engagement 2023

Reasons for enhanced monitoring:

The service hasn't done enough since its last inspection to:

- Address the inspectorate's concerns and areas for improvement.
- Adequately identify and prioritise those most at risk from fire.
- Provide clear direction to make sure that its teams can prioritise work according to risk; and
- Improve equality, diversity and inclusion.

Misconduct within the fire and rescue service

HMICFRS thematic inspection of the handling of misconduct in fire and rescue services is continuing at pace. They have now completed seven in-depth service inspections with three more ongoing and due to be completed by the end of the January 2024. They are combining this detailed evidence with the data provided by all English services in the autumn data return; the staff survey they conducted in all services in November via their research partners Crest Advisory; and the survey and interviews that Crest are conducting with people that have left fire and rescue services. HMICFRS will be combining and triangulating all this evidence to identify key findings and any recommendations to the sector, with the report published in June 2024.

Values and culture in fire and rescue services

Values and culture in fire and rescue services remains a focus for HMICFRS, LFRS had already been working proactively in terms of promoting its values and engendering an organisational culture where all employees can thrive. LFRS submitted our report on the progress the service is making regarding the HMICFRS and National Fire Chiefs Council (NFCC) recommendations in relation to values and culture in December 2023.

HMICFRS Autumn Data Collection

LFRS submitted the Autumn data return in November 2023. HMICFRS requested a very in depth return in relation to the "Misconduct" and "Complaints" section in comparison to previous data returns.

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

Legal implications

None

Local Government (Access to Information) Act 1985

List of background papers

Paper:

Date:

Contact:

Reason for inclusion in Part 2 if appropriate:

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on 5 February 2024

Staff Absence Key Performance Indicators

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

Executive Summary

Further to performance information being shared with Members at the quarterly Performance Committee meetings, Members have requested that the Service conduct a review of the Staff Absence Key Performance Indicator (KPI) suite to provide options for change given a notable shift in absence levels in the post Covid era. The aim is to ensure that Service KPIs remain fit-for-purpose, appropriate to the operating environment and continue to provide effective methods by which Service performance is reported.

Recent reports to Members have provided both local and national context drawing comparative data from within the sector and from other external data organisations to inform discussions on the matter, and insights as to the national context and trends are detailed further within the paper.

Recommendation(s)

The Committee is asked to note the content of the paper in relation to the three current KPIs and approve the proposed changes to two, those being:

1. Staff Absence Wholetime (KPI 1.2.1) is uplifted from a standard of no more than 5 shifts lost per annum, to a new standard of no more than 8 shifts per annum.
2. Staff Absence Greenbook (KPI 1.2.3) is uplifted from a standard of no more than 5 shifts lost per annum, to a new standard of no more than 8 shifts per annum.

Information

The Measuring Progress report incorporates three measurements for Staff Absence KPI's:

- KPI 1.2.1 Staff Absence Wholetime
- KPI 1.2.2 Staff Absence On-Call
- KPI 1.2.3 Staff Absence Greenbook

Calculations to inform KPI 1.2.1 and 1.2.3 are based around the cumulative number of shifts lost due to sickness divided by the total average workforce strength for that staff group, commonly termed the number of days lost per shift/day per full-time equivalent (FTE)/employee.

The calculation for KPI 1.2.2. differs slightly due to the nature of the On Call duty system and measures the percentage of contracted hours lost due to sickness for all on-call contracted staff.

The Wholetime and Green book KPI's have both been 'in exception' (beyond the standard set) every quarter since quarter 1, 2022/23, so six reported quarters thus far. Prior to quarter 1, 2022/23, the KPI combined Grey Book and Green Book absences (formerly as KPI 4.2.1), and the only time it was not in exception was during June and July 2020, which was within the Covid period, where different reporting conditions existed.

Conversely the On-Call KPI (1.2.2) has not been in exception at any point over the same period.

The current standard for both the Wholetime and Green book KPI is 5 days/shifts lost per FTE. Pre-Covid, the Service reported meeting this target, however since Covid there has been a significant rise in absence levels.

An XpertHR report published in 2022, identified that despite many organisations had introduced and updated hybrid working policies; 50% of organisations reported an increase in total absence rates.

An XpertHR report published in May 2023, reported that whilst there was a decrease in absence rates as the effects of Covid subsided, rates remained high. The same report also identified that whilst many respondents mentioned a lesser impact from Covid on sickness rates, they also noted that the return to work seemed to have brought new challenges - from lower immunity to general sickness such as cold and flu, and an increasingly stressed workforce. Responses to the research were received from 172 organisations, with a combined workforce of 220,204 employees.

The Service has experienced similar issues with an increased number of staff being absent due to respiratory infections than was previously seen, as well as high levels of absence attributed to muscular skeletal conditions and mental health.

The 23rd Annual Chartered Institute of Personnel and Development (CIPD) survey – 'Health and Wellbeing at Work' conducted from March to April 2023 found that the average level of employee absence rose to 7.8 days per employee. This is the highest level reported for over a decade. It also marks a considerable increase (two days per employee) compared with the low levels of pre-pandemic absence reported in 2020 (5.8 days from data collected in October/November 2019).

As in previous years, average absence levels are considerably higher in the public sector (10.6 days per employee) than in other sectors, particularly private sector services (5.8 days), although the upsurge in average levels of absence is observed across all sectors.

The Service benchmarks itself against National Fire Chiefs Council (NFCC) data and pre-Covid, reported top quartile performance in relation to absence levels. During year ended March 2023, the Service reported top quartile performance in relation to absence levels at an absence rate of 8.29 days lost, across a range of 6.33 to 21.06 days lost in other fire and rescue services. The current trajectory of performance across quarter 1 and quarter 2, 2023/24, indicates that whilst performance is just below top quartile,

should current absence rates continue, the out-turn at March 2024 will be 8.32 days lost.

Research indicates that several measures can support attendance at work including:

- Having an Absence Management Policy;
- Training for managers on having difficult conversations with staff in relation to absence;
- Return-to-work interviews;
- Employee assistance programmes;
- Wellbeing initiatives;
- Mental health training;
- Availability of Counselling;
- Referrals to occupational health;
- A HR Business Partnering Model.

The Service currently has all these measures in place and is exploring what other options are available to assist employees to remain in work and to return to work earlier.

Reflective of the position of attendance levels across the country and the sector, it is proposed to amend the Services KPI to 8 shifts/days lost per employee/FTE. This would still be top quartile across the sector and reflective of public sector performance levels whilst at the same time providing challenge and a driver for improvement.

Business risk

LFRS must continue to apply robust absence management policy and procedures to maintain staff absences to the lowest possible levels whilst also ensuring that staff are provided appropriate welfare and support provisions tailored to their individual needs.

The KPI suite that measures performance in this regard must be realistic, achievable and commensurate with our ability to deliver effective frontline and support services that fulfil statutory requirements and that reflect current operating conditions.

Sustainability or Environmental Impact

None.

Equality and Diversity Implications

Whilst the Service has a duty to manage absence it must do so reasonably and fairly.

The Equality Act requires the Service to consider making reasonable adjustments where someone has a disability and falls under the legislation.

Data Protection (GDPR)

Will the proposal(s) involve the processing of personal data? The KPI change proposals relate to performance reporting arrangements only.

However anonymised personal data is used for performance reporting purposes.

If the answer is yes, please contact a member of the Democratic Services Team to assist with the appropriate exemption clause for confidential consideration under part 2 of the agenda.

HR implications

None – relates to reporting of performance only.

Financial implications

None.

Legal implications

None.

Local Government (Access to Information) Act 1985

List of background papers

Paper:

Date:

Contact:

Reason for inclusion in Part 2 if appropriate: Insert Exemption Clause