

Public Document Pack

Lancashire Combined Fire Authority Planning Committee

**Monday, 17 November 2025 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 Sam Hunter on telephone number Preston (01772) 866720 and she will be pleased to assist.

Agenda

Part 1 (open to press and public)

Chair'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 Chair 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 - 12)**

4. **Strategic Assessment of Risk 2025/2026 (Pages 13 - 76)**

5. **Business Continuity Planning and Testing (Pages 77 - 82)**

6. **Blue Light Collaboration Board Update (Pages 83 - 86)**

7. **His Majesty's Inspectorate of Constabulary and Fire and Rescue Services
Update (Pages 87 - 96)**

8. **Community Risk Management Plan and Service Review (Pages 97 - 100)**

9. **Council tax precept consultation (Pages 101 - 102)**

10. **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 Chair 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.

11. **Date of Next Meeting**

The next scheduled meeting of the Committee has been agreed for 10:00 hours on **Monday 2 February 2026** in the Main Conference Room, at Lancashire Fire and Rescue Service Headquarters, Fulwood.

Further meetings are: scheduled for 13 July 2026
 proposed for 16 November 2026

Lancashire Combined Fire Authority Planning Committee

Monday, 14 July 2025, at 10.00 am in the Main Conference Room, Service Headquarters, Fulwood.

Minutes

Present:	
Councillors	
N Alderson	
S Asghar (Vice-Chair)	
G Baker	
I Duxbury (Chair)	
J Hugo	
F Jackson	
J Tetlow (Substitute)	

Officers
S Healey, Deputy Chief Fire Officer (LFRS) S Brown, Director of Corporate Services (LFRS) E Sandiford, Director of People and Development (LFRS) M Hamer, Area Manager, Prevention, Protection and Road Safety (LFRS) S Hunter, Member Services Manager (LFRS) L Barr, Member Services Officer (LFRS)

In attendance
K Wilkie, Fire Brigades Union

1-25/26	Apologies for Absence
	Apologies for absence were received from County Councillors U Arif, J Ash, L Hutchinson and E Worthington. With County Councillor J Tetlow in attendance as substitute.
2-25/26	Disclosure of Pecuniary and Non-Pecuniary Interests
	None received.
3-25/26	Minutes of Previous Meeting
	Resolved: That the Minutes of the last meeting held on 3 February 2025 be confirmed as a correct record and signed by the Chair.

4-25/26	HMICFRS Update
	The Deputy Chief Fire Officer (DCFO) updated Members regarding His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) activity and Lancashire Fire and Rescue Service (LFRS) planning arrangements. Round 3 Overview LFRS HMICFRS Round 3 inspection commenced on 20 January 2025, initiated by a request for a collection of documents, a self-assessment proforma and three surveys (staff survey, human resources survey and a trade union survey) to assist with preparation for the fieldwork phase of the inspection. This was succeeded by a three-week period of staff engagement, during which two weeks were conducted on-site throughout the organisation. The final week was conducted remotely with department heads. On Friday, 28 March 2025, the strategic brief was presented by the Chief Fire Officer (CFO), Deputy Chief Fire Officer (DCFO), and Director of People and Development (DoPD). It was an opportunity for the Service to brief the HMI and service liaison lead, provide a summary of performance, achievements, and work completed on previous areas of improvement. Following the brief, the Chair of the Fire Authority was interviewed. The feedback from the HMICFRS inspection acknowledged that every staff member they interacted with was highly engaging, and they felt genuinely welcomed throughout the organisation. The Service had recently received the draft inspection report, which afforded LFRS the opportunity to conduct factual accuracy checks. The release of the official final report was anticipated in early August, following this the service would focus on addressing any areas for improvement that may have been identified and continuing the services journey towards outstanding. HMICFRS had published 38 Round 3 inspection reports. A summary of the gradings for all 38 FRSs inspected so far were included in the report. 3 grading reports were due to be published on 15 July 2025 and the final 3 reports including LFRS's were due to be published in August. In response to a question from County Councillor J Tetlow in relation grade changes at other services, the DCFO explained that all HMICFRS reports were available online and he was unable to commend on individual services gradings. He also explained that the service monitored the publication of reports and identified areas of learning to be implemented at LFRS. HMICFRS Inspection 2025-2027 Update The 2025-27 inspection programme would involve a number of changes from the previous round. These included the following: a) Reduction in diagnostic questions: In previous rounds of inspections, HMICFRS assessed and gave graded judgments for 11 diagnostic questions. For the 2025-27 inspection programme HMICFRS had reduced the overall number of diagnostic questions to 10 by combining the

efficiency questions.

b) Characteristics of good:

In the 2025-27 inspections, the HMICFRS would measure fire and rescue services against the characteristics of good performance. These characteristics described the levels of performance a fire and rescue service (FRS) needed to achieve to be graded 'good'.

c) Impact of Governance on FRSs:

In the 2025-27 inspections, the HMICFRS would look more closely at the governance arrangements and how services were impacted by their governance. They would not inspect the governing authority, only the impact of governance on the FRS.

When assessing effectiveness, they would assess how governance impacted the effectiveness of the FRS and examine how FRS work with local communities to make them more resilient. In their assessment of efficiency, they would assess how each FRS was affected by its authorities governance, oversight and scrutiny arrangements.

In their assessment of how well the FRS looked after their people, they would assess whether the governance and scrutiny arrangements created a positive culture, and whether standards of conduct existed to support the health and well-being of the workforce.

d) Leadership:

The assessment of how each FRS looked after its people would focus on leadership at all levels of the organisation. They had enhanced the leadership questions, and as part of the overall summary, the HMI would set out the most important findings relating to the service's leadership.

The FRS Inspection Schedule for 2025-27 had been published, and the dates for the inspection program would be released in three phases. The initial phase of the schedule would commence with the inspection of Bedfordshire FRS in July 2025. Currently, LFRS were listed as the last service to undergo inspection, although this was subject to potential amendments.

HMICFRS Standards of behaviour: The handling of misconduct in fire and rescue services

HMICFRS published their 'Standards of behaviour: The handling of misconduct in fire and rescue services' report in August 2024. This followed the detailed inspection of 10 FRSs, as well as analysing data provided by all 44 FRSs in England about their grievance and discipline cases.

LFRS had been onboarded on to the HMICFRS Monitoring Portal and the service have completed the 15 recommendations and uploaded all evidence to the new Monitoring Portal.

Values and culture in Fire and Rescue Services

Values and culture in Fire and Rescue Services remained a focus for HMICFRS, LFRS continued to work proactively in terms of promoting its values and

	engendering an organisational culture where all employees could thrive. LFRS had been onboarded on to the HMICFRS Monitoring Portal and had submitted evidence to close all recommendations applicable to the Service. Joint Fire and Rescue Service and Policing positive practise event The first joint Fire and Rescue Service and Policing positive practise event was held on 19 June 2025 at the College of Policing, Ryton-on-Dunsmore. The agenda focused on Culture, Leadership and Misconduct and provided opportunities for the different sectors to learn from one another to improve this mutually challenging area. The event was attended by Chief Fire Officer (CFO) Jon Charters, who presented alongside former CFO Justin Johnston on the LFRS journey. In response to a question from Councillor J Hugo in relation to the reports due to be published, the DCFO confirmed that Hampshire and Isle of Wight, South Yorkshire and Cumbria's HMICFRS reports were due to be published on 15 July 2025 and Lancashire, Kent and Durham and Darlington's HMICFRS reports were due to be published in August 2025. Councillor J Hugo asked a further question in relation to if the service raised any questions as part of the fact checking process. The DCFO explained that the service was unable to challenge the content of the report at the fact checking stage but did make some corrections to data and amended wording. Resolved: That the Planning Committee noted and endorsed the report.
5-25/26	Blue Light Collaboration Update The Deputy Chief Fire Officer (DCFO) advised that the report updated on progress of the ongoing workstreams that were being progressed under the Blue Light Collaboration Board (BLCB). The workstreams were being managed effectively through both the Strategic and Tactical Boards and contributed to improving outcomes, providing better value for money, reducing demand, and addressing inequalities within communities. Leadership Development Collaboration between Lancashire Fire and Rescue Service (LFRS), Lancashire Police (LanCon) and North West Ambulance Service (NWS) had continued to explore efficiencies and build professional working relationships across the Blue Light Services. It was agreed for each Service to host a Leadership Event, and through intelligence from each organisation, three common themes were identified. The first session was organised and hosted by LFRS in October 2024 and 60 people attended across all three Services. LFRS staff consisted of Area Managers, Group Managers, and Heads of Service, similar audiences attended from NWS and LanCon and included aspiring leaders. This session was on "Nourish to Flourish" and focussed on looking after yourself to be an effective leader. Session 2 was held in March, focussing on handling media as leaders in a Blue Light Service. The two completed events were successful according to the

evaluations. The final leadership event recently took place at Lancon and was around generational differences.

The group were also exploring an 'Outside-In' Leadership programme and looking to implement a cross-coaching network to develop shared learning, which may include a coaching exchange programme.

Health and Wellbeing

This was a new collaboration group involving the Health and Wellbeing leads from all three Services. The aim was to understand the health and wellbeing offer across the different blue light services and to explore opportunities to work together to look after our people in a collaborative way.

The starting point for the group was to share policies and procedures for good practice and learning. NWS had delivered several sessions about menopause and LFRS had developed a workshop to raise awareness of suicide from a responder's point of view, elements of which could be shared across all services.

Estates and Co-location

The co-location initiative between LFRS, NWS, and LanCon focused on identifying opportunities for shared site use to enhance collaboration and deliver better value for money. Successful co-location arrangements at Lancaster, St Annes, Darwen, Preston, and other fire stations had led to operational efficiencies and shared facilities. These joint working environments had also fostered stronger relationships and a deeper understanding of each service's role within the Blue Light community ultimately contributing to improved outcomes for the people of Lancashire.

The updated Blue Light Collaboration Project Initiation Document had given the Estates and Co-location sub-group leads renewed direction in exploring further collaboration opportunities. Quarterly meetings between the Heads of Estates from LFRS, NWS, and LanCon had revealed that the benefits extended beyond co-location alone. The project's objectives, guiding principles, and expected benefits had been redefined, and the scope of work had been updated accordingly. In addition to site sharing, the group was exploring collaborative efforts such as system knowledge exchange, shared procurement specifications, and joint supplier framework opportunities.

Community First Responder (CFR)

A cost-benefit analysis by the New Economy confirmed that Emergency Medical Response (EMR) delivered a strong return on investment, £4.41 for every £1 spent. In areas where EMR co-responding had been practiced, when a person suffered a suspected cardiac arrest, firefighters were deployed in parallel to the ambulance service under blue-light conditions. Staff from whichever service arrived first immediately begin to provide potentially life-saving treatment before the other arrived. Not only did parallel mobilisation therefore facilitate the probability of a timely response; the additional on-scene activity also supported ambulance crews to undertake advanced clinical work while fire and rescue services (FRSs) operated in a support capacity. This scheme had been running successfully for many years in several parts of the UK, however, South Western Ambulance Service Foundation Trust had recently announced it was phasing out fire EMR to develop and

	strengthen its volunteer CFR scheme. This decision had been met with sadness and disappointment from FRSs involved in EMR, due to the improved outcomes for communities. The CFR workstream within Lancashire enabled LFRS staff volunteers to respond to life-threatening emergencies directly from their workplace. Since 2023, over 200 incidents had been attended, with LFRS staff delivering life-saving interventions before ambulance crews arrived. The operational model was structured in 3 phases: Phase 1: 8 Green book staff respond voluntarily while on duty. Phase 2: Flexi Duty Officers (FDOs) provide response while on duty. Phase 3: On Call staff provided response within their local communities. This phase was in development, with the assistance of a heat map from NWAS. This identified areas within Lancashire that were proving difficult to recruit CFRs, and would enable LFRS to target local On-Call Firefighters who were interested in volunteering for the scheme. The DCFO explained that national work was ongoing with trade unions with a hope of implementing a national CFR agreement for firefighters. Councillor J Hugo added that nationally Labour were lobbying the Ministry of Housing, Communities and Local Government for a paid arrangement to be included in firefighter contracts. In response to a question from County Councillor J Tetlow in relation to the number of defibrillators within the service, the DCFO explained that each fire engine carried a defibrillator, some fire stations had them outside the station and some flexi duty officers and green book staff acting as CFR's carried defibrillators. County Councillor J Tetlow remarked that the fire service carried out a wide variety of roles. Resolved: That the Planning Committee noted the report.
6-25/26	Annual Service Report
	The Deputy Chief Fire Officer (DCFO) presented the report. The Annual Service Report was produced annually by the Service as part of its accountability to measure progress against the items set out as deliverables as part of the Annual Service Plan. These actions were derived from the medium-term strategic goals highlighted in the Community Risk Management Plan (CRMP). The Annual Service Report highlighted a number of key deliverables against the priority areas of: i) people, ii) prevention, iii) protection, iv) response and v) value for money related work streams: i) Valuing our people so they can focus on making Lancashire safer • Create an organisational culture where diversity is encouraged and valued. • Deliver tailored learning and development opportunities • Encourage and listened to employee voice

- Staff feedback leading to Service improvements
- Invest in training and technology to improve health and safety
- Service headquarters and leadership and development centre masterplan
- Upgraded fire station facilities
- A Celebration of LFRS's people
- Honours and awards

ii) Preventing fires and other emergencies from happening

- Lancashire led the way in reducing accidental house fires
- Invest in improvements to LFRS's home fire safety check service
- Deliver targeted fire prevention activity
- Fire engines displayed prevention messages

iii) Protecting people and property when fires happen

- Supported living care provider prosecuted for fire safety breaches
- Transform fire protection and business safety
- Strengthen LFRS's fire safety inspection programme to meet evolving standards

iv) Responding to fires and other emergencies quickly and competently

- Implement LFRS's emergency cover review
- Introduce more resilient crewing arrangements
- Review emergency cover in Preston
- Optimise emergency cover through dynamic cover software
- Strengthen firefighting and rescue capabilities in high-rise and commercial buildings
- Two new water towers joined the Service fleet
- Broaden on-call firefighting capabilities to strengthen operational response
- Lancashire's new on-call planning tool is a UK first
- Strengthen the services response to climate change emergencies
- Lancashire Fire and Rescue Service tests drones for wildfire prevention
- Invest in LFRS's Learning and Development Centre
- Drill tower replacement programme
- Invest in LFRS's fleet and operational equipment
- Lancashire firefighter delivered international flood rescue training in Malawi

The report included a summary of the Service's performance in relation to responding:

Overall activity

- 16,963 incidents attended
- 4,723 fires attended
- 678 road traffic collisions attended
- 85 missing person searches
- 948 gaining entry to property incidents in support of North West Ambulance Service

	Average attendance time • Overall - 8 minutes 20 seconds • Critical fire response – first fire engine attendance – 7 mins 38 seconds • Critical special service response – first fire engine attendance – 8 minutes 46 seconds Total availability of the first fire engine at each of LFRS's 39 fire stations - 87.97% v) Delivering value for money in how we use resources • Create a new rota management team • Review productivity and efficiency • Drive efficiencies through digitalisation • Introduce Microsoft Power BI dashboards • Collaborate with other public services • Community fire responder collaboration County Councillor J Tetlow congratulated the DCFO on his award of the King's Fire Service Medal, details of which were contained within the report. Resolved: That the Planning Committee noted and endorsed the Annual Service Report.
7-25/26	People Strategy
	The Director of People and Development (DoPD) presented the report. The Fire and Rescue National Framework for England set out the government's priorities and objectives for fire and rescue services. The framework stated that each fire and rescue authority should have a people strategy in place. The Home Office collected and published a range of workforce data that fire and rescue authorities were required to provide. The People Strategy for Lancashire Fire and Rescue Service (LFRS) 2025 – 2027, as attached at Appendix A of the agenda pack, was a comprehensive three-year plan that outlines how the Service would manage and develop its workforce in alignment with its Community Risk Management Plan. It was a framework that ensured the right people were in the right roles, equipped with the necessary skills to contribute to the success of LFRS. The Strategy involved various aspects of human resources, including recruitment, training, development, engagement, effective utilisation of data, and retention. The development of the Strategy and its priorities was influenced by HMICFRS recommendations, Fire Standards, legislative changes, the changing nature of the services operating environment, as well as policy development and learning from the National Fire Chiefs Council (NFCC). The current people priorities were to:

	• Embed Service values, behaviours, and the Code of Ethics making LFRS a place where everyone felt valued and included. • Promote LFRS as an employer of choice, recruiting a workforce which was diverse, meet the needs of the people of Lancashire, and addressed any employment needs identified in the services workforce plan. • Continue to develop the capability and resilience of leaders who can energise their teams, who encourage flexibility, innovation and who promote continuous improvement. • Continue to embed talent management and succession planning, shaping the workforce to meet Service needs and support individuals to achieve their full potential. • Promote a resilient and healthy workforce. • Continue to actively engage with the LFRS workforce responding to feedback and involving staff in the shaping of the services plans and decision-making. Resolved: That the Planning Committee noted and endorsed the People Strategy for 2025/2027.
8-25/26	Protection Update
	Area Manager (AM) Matt Hamer gave a presentation to members to provide an overview of Lancashire Fire and Rescue Services (LFRSs) actions and investment in the services Protection (Fire Safety) department since the Grenfell Tower incident. Following the tragic incident at Grenfell Tower on the 14 June 2017 where 72 persons lost their lives, LFRS had invested significantly to adapt and innovate in strengthening the services Protection department which oversees LFRSs duties as the Fire Safety Enforcing Authority for the Regulatory Reform (Fire Safety) Order 2005 and other fire safety legislation. With the introduction of new primary legislation (Fire Safety Act 2021 and Building Safety Act 2022) new statutory duties fell to LFRS to regulate. In addition, the creation of the Building Safety Regulator (BSR) saw LFRS act on behalf of the Health and Safety Executive in regulating relevant buildings. Alongside new legislation, changes impacting local authorities, the construction industry and competency requirements had required the service to adapt and train staff to regulate circa 65,000 commercial premises in the county. Further legislation was expected to continue to be released with Residential Personals Emergency Evacuation Plans (PEEPs) legislation expected in April 2026. Lancashire had 5238 high risk premises comprised of 72 high-rise, 166 mid-rise, 418 care homes and hundreds of hospitals and hotels. High-rise referred to buildings that were over 18 meters tall or over 7 storeys high, AM Matt Hamer explained that the number of high-rise buildings could fluctuate depending on changes to landscape and methods of measuring. Methods of measuring were now being standardised with trained inspectors and the potential use of drones. Lancashire had around 65,000 medium and lower risk premises including shops,

factories and offices. AM Matt Hamer explained that any live risks identified were inspected and the risks mitigated.

In response to a question from Councillor J Hugo in relation to the fluctuation in numbers, AM Matt Hamer explained that reasons for fluctuation could include changes to buildings such as adding additional storeys or conversion of buildings.

Councillor J Hugo asked a further question in relation to where empty properties sat on the risk ladder. AM Matt Hamer explained that buildings classified as empty were considered by the Community Safety Partnership to ensure they were secure, any specific fire risks identified would be brought to the attention of the local authority. If a building was to be considered under planning regulations LFRS would be involved to ensure any proposals were fire safety compliant. He added that LFRS was working with Blackpool Council in relation to empty buildings within the Blackpool area. Councillor G Baker asked if empty buildings needed a fire certificate, AM Matt Hamer confirmed that they did not. Councillor G Baker then asked if insurance companies considered the fire risk of empty buildings, AM Matt Hamer stated that he could not comment on insurance company regulations but added that LFRS could not carry out enforcement as an empty building would not have a responsible person, LFRS could put a notice on the building to request the service be updated if the building became occupied. The DCFO added that the Fire Precautions Act 1971 allowed the issue of a certificate until the implementation of the Regulatory Reform (Fire Safety) Order 2005, with the onus then on the responsible person within the building.

Over the previous 8 years, LFRS had invested over £1 million of government uplift grant funding in the Protection function, restructuring, creating new roles, new guidance and new performance metrics to ensure that the service met its nationally leading, risk-based intervention programme (RBIP). LFRS had introduced dedicated leads for high-rise, mid-rise and hospitals ahead of the national direction towards mid-rise buildings.

Upskilling had also been undertaken with operational staff to allow them to both prevent incidents occurring, through the delivery of LFRS's Business Fire Safety Checks service, and respond more effectively if they did, through the provision of dedicated built environment training.

The investment in people was supported by an investment in digital systems to allow staff to work more effectively and efficiently. New hard and software had been developed and procured to enable staff to better share information and provide a more consistent regulatory programme.

In 2021 50% of LFRS's building regulation consultations were responded to within the set timeframe, in 2024 this had improved to 95%. Some submissions were more complex and had large volumes of paperwork or missing information which could lead to delays. The service averaged over 1000 consultations per year.

Councillor J Hugo commended the increase in response compliance by the protection team.

LFRS remained actively engaged locally, regionally and nationally to remain agile

for further legislative changes along with significant changes to supporting guidance. Investment in the services Protection function continued, with further awareness training for operational crews and responding officers along with the procurement of a new digital system.

In response to a question from County Councillor J Tetlow in relation to fighting fires within high-rise buildings, the DCFO explained that the highest buildings in Lancashire were up to 30 stories high, crews would be able to safely use their breathing apparatus (BA) sets from the ground floor to the top. He explained that for taller buildings crew may be instructed to only use their BA once they were a few floors under the fire, however crews would be carrying gas sensors and be instructed to use their BA if this sensor began to indicate. He added that high-rises would often use sprinkler systems and the use of drones was being explored in other international countries. Additionally LFRS's tallest Aerial Ladder Platform (ALP) could reach up to 45 meters, it was acknowledged that this would not reach the top of Lancashire's tallest buildings. AM Matt Hamer added that new buildings had been designed with Fire Safety Regulations in place however the quality of the build was important, LFRS would use different tactics for older buildings.

In response to a question from County Councillor J Tetlow in relation to the 'stay put' policy instructed at Grenfell Tower, the DCFO explained that generally flats were self-contained units that could stay safe for one hour. In Lancashire if immediate evacuation was required fire control would instruct residents who made contact to evacuate the building. He added that LFRS's high-rise evacuation was tested during an exercise with HMICFRS during its recent inspection and went well. It was noted that modern buildings now react very differently to older buildings.

County Councillor J Tetlow asked a further question in relation to evacuation of high-rise hotels, the DCFO explained that hotel rooms should be safe for one hour and hotels would have fire evacuation procedures in place.

In 2023/24 the service had two successful prosecutions with the outcomes being 11 month custodial sentences, 6 months suspended sentences, 200 hours community service and £10,414 to be paid in costs. In 2024/25 the service had 3 successful prosecutions with the outcomes being 14 months suspended sentences, 420 hours community service, 20 days rehabilitation, £142,500 fines and £44,225 costs. In 2025/26 the service had 1 prosecutions, 1 case in the court system and 16 case files in development with the outcomes being £30,000 fines, £18,000 costs and a £2,500 victim surcharge. AM Matt Hamer explained that 2 further cases had very recently been through court, the first case resulting in a suspended sentence and costs and the second case resulting in fines and costs. AM Matt Hamer added that LFRS was very robust with prosecutions and had one of the highest prosecution rates nationally, but it was important that individuals and businesses were not frightened of asking for help.

In response to a question from Councillor J Hugo in relation to the income from fine payments, AM Matt Hamer explained that any fines went to the CPS, Courts and Central Government and any costs were received by LFRS. AM Matt Hamer added that for any cases likely to lead to prosecution the service recorded all actions and costs from the commencement of the incident to allow them to be accurately submitted to court. He also explained that one of the cases taken to court in June

	2025 had happened in 2021, as the service had had to work closely with police and the coroner. Prosecution cases could take anywhere between 150 to 500 hours of work. County Councillor J Tetlow asked if prosecutions were prepared within the service, AM Matt Hamer explained that cases were prepared by the Legal Protection Support Officer, then reviewed by the LFRS Solicitor before being sent to an external barrister. AM Matt Hamer explained that the journey for LFRS continued with further legislation expected, changing risks surrounding modern building methods and building operational knowledge. Resolved: That the Planning Committee noted the report and the contents of the presentation.
9-25/26	Date of Next Meeting
	The next meeting of the Committee would be held on Monday 17 November 2025 at 10:00 hours in the main Conference Room at Lancashire Fire and Rescue Service Headquarters, Fulwood. Further meeting dates were noted for 02 February 2026 and agreed for 13 July 2026. County Councillor J Tetlow remarked that there seemed to be a big gap between meetings. The DCFO explained that there were 3 meetings per year but additional meetings could be scheduled if required. The Chair thanked the DCFO, DoPD and AM Matt Hamer for comprehensive reports.

M Nolan
Clerk to CFA

LFRS HQ
Fulwood

Lancashire Combined Fire Authority Planning Committee

Meeting to be held on 17 November 2025

Strategic Assessment of Risk 2025/2026

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 (SAoR) which is refreshed annually and is also informed by the Lancashire Resilience Forum Community Risk Register and our PESTELO analysis. 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

Strategic Assessment of Risk 2025/2026

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Executive Summary

This is the ninth edition of Lancashire Fire and Rescue Service's, 'Strategic Assessment of Risk'.

This year we have shifted our naming convention approach in terms of the years contained within the title. Previous versions have been dated with the year ending the previous financial year, however as this strategic assessment is also a forward look, this year we have named it 2025-2026 to reflect the current financial year, the previous version was titled 2023-2024. This is purely a name change, a Strategic Assessment of Risk has been produced every year with the previous year's data always utilised to create the document.

The assessment seeks to underpin our Community Risk Management Plan by ensuring that risk management drives decision-making within Lancashire Fire and Rescue Service.

Section 1 describes the statutory responsibilities placed upon Lancashire Fire and Rescue Service and the Combined Fire Authority committee structure.

The About Lancashire section is an overview of the County, providing contextual information on 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 next section, national and local risk, concentrates on risk profiles raised as high risk by a national risk assessment and more locally by the Lancashire Resilience Forum. 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 Lancashire resilience forum.

The Lancashire resilience forum 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 Lancashire resilience forum 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.

The following section, our PESTELO analysis, looks at the seven areas of external influence on an organisation: Political, Economic, Socio-cultural, Technological and Infrastructure, Environmental, Legislative and Organisational. By analysing these factors,

we can gain insight into the external influences which may impact Lancashire Fire and Rescue Service. 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 the changing needs and the potential for increased risk in areas traditionally seen as low risk.

Finally, we finish by looking at historical response data for Lancashire along 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 Lancashire fire and rescue service's 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 Lancashire fire and rescue service 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 Strategic Assessment of Risk 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 strategic assessment of risk underpins our corporate planning process and will strengthen our community risk management plan, which we have a statutory duty to provide. Whilst the summarises how, through planning, we consider fire and rescue related dangers that could affect our communities and how we aim to tackle them, the strategic assessment of risk 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 Combined Fire Authority (CFA) is responsible for leading and supporting Lancashire Fire and Rescue Service. 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 are 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 Lancashire Fire and Rescue Service, 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 Lancashire Resilience Forum (LRF). The Lancashire Resilience Forum 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 areas, all with their own unique challenges and risks that influence our prevention, protection, and response activities locally. These areas 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 66.7 million visitors per year (the most recent 2023 STEAM data shows a rise from 64.8 in 2022) with staying visitors accounting for approximately 12% (7.8 million).

Lancashire Fire and Rescue Service - community risk identification process



Figure 4: A Flow chart that describes how national assessment of risk links to the National Risk Register of Civil Emergencies and Community risk register and feeds into Lancashire Fire and Rescue Service's corporate risk management which includes examples such as operational risk management and community risk management.

National and local risks

National Risk Register

The National Risk Register 2025 is the external version of the National Security Risk Assessment (NSRA), which is the government's assessment of the most serious risks facing the UK.

The NRR includes information about 89 risks, within 9 risk themes – although several risks could be categorised under more than one theme. These are:

- Terrorism
- Cyber
- State Threats
- Geographic and diplomatic
- Accidents and systems failures
- Natural and environmental hazards
- Human, animal and plant health
- Societal
- Conflict and instability

The NRR assesses the likelihood and impact for each risk, following a rigorous and well-tested methodology

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 National Risk Register would have a substantial impact on the UK's safety, security and/or critical systems at a national level. The National Risk Register 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.

National Risk Register Assessment Matrix

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

Number	Thematic group of risk
-	Terrorism
1	International terrorist attack
2	Northern Ireland related terrorism
3*	Terrorist attacks in publicly accessible locations
4*	Terrorist attacks on transport
5	Strategic hostage taking
6	Assassination of a high-profile figure
7*	Larger-scale Chemical, Biological, Radiological or Nuclear attacks
8*	Smaller-scale Chemical, Biological, Radiological or Nuclear attacks
9*	Medium-scale - Chemical, Biological, Radiological or Nuclear 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

Number	Thematic group of risk
15	Insolvency affecting fuel supply
16*	Rail accident
17	Large passenger vessel accident
18	Major maritime pollution incident
19	Incident (grounding/sinking) 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 (PNT) services
25*	Simultaneous loss of all fixed and mobile forms of communication
26a*	Failure of the National Electricity Transmission system (NETS)
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 (Control of Major Accident Hazards - COMAH) site
33	Accidental large toxic chemical release from an onshore major hazard (Control of Major Accident Hazards - 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

Number	Thematic group of risk
-	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 (North Atlantic Treaty Organisation) or a mutual security agreement requiring international assistance
63	Nuclear miscalculation not involving the UK

* The most pertinent risks identified by the National Risk Register for Lancashire Fire and Rescue Service.

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

Lancashire Resilience Forum

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 to plan and prepare for emergencies that may occur.

The Lancashire Resilience Forum refers to the National Risk Register 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:

	Likelihood	Impact	Level of Risk
Influenza-type pandemic	4	5	Very high
Emerging infectious diseases	4	4	Very high
Industrial Action (fuel)	4	4	Very high
Surface water flooding/localised flash flooding	4	4	Very high
Failure of the national electricity transmission system	3	5	Very high
Coastal flooding/ Fluvial flooding	3	4	Very high
Gas supply failure	3	4	Very high
Rail networks incidents	5	3	High
Systematic financial crisis	5	3	High
Volcanic eruption	4	3	High
Influx of British Nationals	4	3	High
Severe space weather (e.g. geomagnetic storm)	4	3	High
Disruption or loss of telecommunications	3	3	High
Poor air quality	3	3	High
Low temperatures and heavy snow	3	3	High
Heatwave	3	3	High
Technological failure at a retail bank	3	3	High
Loss of Positioning, Navigation and Timing (PNT) services	2	4	High
Reservoir/dam collapse	2	4	High
Major outbreak of animal disease	2	4	High
Drought	2	4	High
Radiation release from overseas nuclear accident	1	5	High

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

To ensure that Lancashire Fire and Rescue Service are prepared for any national or local events we work in partnership with the Lancashire Resilience Forum 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 - Lancashire Fire and Rescue Service has 'memorandum of understanding' arrangements in place with its regional and neighbouring fire and rescue service 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.

Political, Economic, Socio-cultural, Technological and infrastructure, Environmental, Legislative, Organisational Analysis

PESTELO analyses seven external influences on an organisation:

- Political
- Economic
- Socio-cultural
- Technological and Infrastructure
- Environmental
- Legislative
- Organisational

By analysing these factors, we can gain insight into the external influences which may impact Lancashire Fire and Rescue Service.

Overview

Political	Economic	Socio-cultural	Technological/ Infrastructure	Environment	Legislative	Organisational
Wider political changes	Inflation/ Cost of Living	Rising Population	Cyber Security	Climate Change	Safeguarding	Lancashire Fire and Rescue Service resilience issues
Wars, conflicts and political unrest abroad	Fuel Poverty	Ageing Population	Remote working technologies	Unoccupied and Derelict Buildings	Serious Violence Duty Statutory Guidance	Results from Audits / Inspections
Integrated Review Refresh 2023	Decline in high street / larger retail sector	Cultural Diversity	Alternatively Fuelled Vehicles (AFV), e-scooters etc	Increase in incident numbers at waste / scrap / recycling sites	Fire Safety (England) Regulations 2022	Ageing workforce: health and wellbeing.
2023 Defence Command Paper	Increase in costs and administration associated with changes to pensions	Health and Wellbeing - Age Related Illness	Artificial Intelligence / Robotics / Autonomous Vehicles / Drones	Reinforced Autoclaved Aerated Concrete	Firefighters Pensions (Remediable Service) Regulations 2023	Fire and rescue service workplace culture: risk of misconduct / behaviours at odds with Service Values
Prolonged continuation of the Russia / Ukraine war	Future pension liabilities	Mental health issues, hoarding and homelessness	Building structures being built using different types of materials	Presence of asbestos at emergency incidents and other interventions in buildings, industrial plant etc.	New positive duty on all employers to take reasonable steps to prevent sexual harassment of employees	Government reliance on Council Tax funding for Fire Services which are a local decision
UK Government Fire Reform White paper	Potential changes to the pension tax relief	Health and disability	High energy density rechargeable batteries	Defective External Wall Systems (Cladding)	The Regulation of Investigatory Powers Act 2000	Impact of public inquiries e.g. Grenfell, Manchester Arena

Political	Economic	Socio-cultural	Technological/ Infrastructure	Environment	Legislative	Organisational
Community tensions and civil and political unrest in the UK.	Rising costs of construction	Overcrowded housing		Housing and associated infrastructure development	Failure to comply with equal pay legislative requirements	Fire and Rescue Service Pension Scheme Changes
Local government reorganisation	USA Tariffs	Communal establishments			Data sharing and Freedom of Information/ General Data Protection Regulations (GDPR) legislation challenges	Maintaining cadres of specialist skills: National Inter-Agency Liaison Officer (NILO), Tac-Ads, etc.
		Fly-tipping.			Changes in Environmental Legislation and Health and Safety Legislation	Risk that Service funding over the medium term is insufficient
Page 29					Procurement Act 2023	Future of Northwest Fire Control.
					Fire Safety Act 2021	New Fire Fighting techniques
					Building Safety Act (2022)	Strategic Partnership Opportunities/ Collaboration
					Hillsborough Law - legal duty of candour	
					Terrorism (Protection of Premises) Act 2025	
					Employment Bill 2025	

Political**UK Government Fire Reform White Paper**

The Home Office published the Government response to the Fire Reform White Paper consultation on 12 December 2023. The Ministerial Statement set out the Government's priorities which include:

- Introducing a professional College of Fire & Rescue to raise standards and strengthen leadership.
- Developing provision for fire chiefs to have operational independence.
- Tasking the National Joint Council to review the pay negotiation mechanism.
- Taking action to improve integrity and culture in fire and rescue services through improved training, more open recruitment practices and working towards a statutory code of ethics for fire and rescue employees.

Wars, conflicts, civil, community and political unrest

Wars, conflicts, civil, community and political unrest at home and abroad (Ukraine, Gaza and Israel) have the potential for further adverse effects such as:

- Threat of public disorder both in other countries and the UK.
- Terrorist activity in countries outside of the region involved which could include the UK.
- Terrorist activity in the UK
- Disruption to energy supplies.
- Volatility in gas and oil market prices.
- Disruption to global trade and supplies of commodities such as fertilisers, wheat etc. leading to shortages and price inflation.
- Higher demand for some commodities (such as Body Worn Armour) and price inflation.
- Displacement of populations and potential for refugee flows.
- Locally there is the potential for additional attacks on firefighters.
- Diversion of public resources / funding to enhance national security, potentially reducing those available for other public services.

Economic

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 in England.

Since 2015, all of the Lancashire-14 authorities have become relatively more deprived on the index of multiple deprivation 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 index of multiple deprivation 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 index of multiple deprivation 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.

Inflation / cost of living

Increases to mortgage and rental costs, due to rising interest rates, can lead to higher rates of homelessness and people living in less safe types of accommodation such as 'houses in multiple occupation' (HMOs), with potential for higher risk to life in the event of fire.

There is also a potential for higher rates of business failure due to supply chain issues, unsustainable rises in supply costs, and / or reduced demand due to 'cost of living' pressures on consumers leading to increases in numbers of empty and derelict premises, with associated fire risks.

Lancashire Fire and Rescue Service could also face longer lead times and higher prices for fire and rescue service vehicles, equipment and consumables leading to shortages of parts and budgetary pressures.

Fuel Poverty

A new fuel poverty metric Low Income Low Energy Efficiency 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 Methodology; and
- its disposable income (income after housing costs and energy needs) would be below the poverty line.

The 2023 fuel poverty statistics indicate that 13.0% of households were fuel poor in the Lancashire-14 area

Pendle (16.0%), Burnley (16.2%), Hyndburn (15.2%), and Blackpool (17.1%) had the highest proportion of fuel poverty in the Lancashire-14 area. South Ribble (8.7%) and Chorley (9.7%) had the lowest proportion of fuel poor households.

Socio-Cultural

Population Changes

The latest population projections, covering the period from 2022 to 2047, 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 12.0% increase is projected over the 25-year period, resulting in an expected population total of 1.74 million by 2047. This increase is below the projection for both the North West and England. Preston (23.7%), Chorley (15.6%), Fylde (21.7%), Ribble Valley (25.6%) and Wyre (21.2%) are predicted increases above the England average. Blackburn with Darwen (3.2%) and Blackpool (3.7%) 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 17 is expected to fall by 19,469 during the projection period. The working age population is projected to grow gradually each year, rising from 736,926 in 2022 to 830,084 by 2047 in Lancashire-12. and the older population is expected to grow each year, with the number of those aged 80 and over projected to almost double between 2022 (68,980) and 2047 (132,018) in Lancashire-12. 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 locality apart from Rossendale over the period of the projection. The largest OADR across the projection period are in Fylde and Wyre, which are both expected to increase from just over 450 in 2022 (England = 275) to over 500 in 2047 (England = 300).

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

Dwellings and households

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).

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.

Cultural Diversity

From the 2021 Census, the largest ethnic group was white (86.6%, a decrease from 90.4% (1.32 million) in the 2011 Census). The black and minority ethnic group formed 13.5% of the population ('Asian, Asian British or Asian Welsh' accounting for 10.4%). Numerically, there were almost 136,756 black and minority ethnic people living in Lancashire.

In the Lancashire-14 area in 2021, the 'White' ethnic group had increased by 5,503 people (0.4%) since the 2011 Census, and the 'Other than white' ethnicities had risen by 64,754 persons (46.0%).

The number of usual residents within the 'Other than white' ethnicities rose in all of the Lancashire-14 local authority areas since the 2011 Census. Blackburn with Darwen rose by 15,873 people (34.9%) and was the greatest increase in the Lancashire-14 area since the 2011 Census, Preston (up 12,710 people, 45.7%) saw the next greatest increase, followed by Pendle (up 10,199 people, 56.6%), Burnley (up 5,545 people 50.4%), Hyndburn (up 4,299 people, 43.2%), Lancaster (up 3,833 people, 61.5%) and Blackpool rose by 2,776 people (58.7%). Wyre saw the smallest numerical increase (932 people, 49.1%).

Ribble Valley (up 88.8%, 1,091 people) and West Lancashire (up 75.6%, 1,574 people) saw the largest percentage increases in the area. Rossendale (up 27.5%, 1,158 people) recorded the lowest percentage increase in the area.

In the Lancashire-14 area, the 2021 Census results show that Blackburn with Darwen, Pendle, and Preston have the highest proportions of ethnicities 'Other than white' (39.7%, 29.6%, 27.6% respectively), and are above the proportions for England and Wales (18.5%) and England (19.0%). The remaining eleven Lancashire-14 local authority areas, including Blackpool unitary authority, have lower proportions than England and Wales, with the bottom 3 being Wyre (2.6%), West Lancashire (3.2%) and Ribble Valley (3.8%).

Health and Wellbeing

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 Healthy Life 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).

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

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 2023/24 estimates that over two-thirds (66.9%) of the adult population (19+ years) in Lancashire-12 are physically active (meeting the national guidelines of a minimum of 150 minutes of moderate activity per week), statistically similar to the England proportion (67.4%). However, in Blackburn with Darwen (57.8%) and Blackpool (48.9%) the rates are significantly lower, with Blackpool having the lowest proportion of physically active adults in England (of all county and unitary authorities).

Pendle (60.7%), Hyndburn (60.3%), and Burnley (59.5%) are estimated to have a significantly lower proportion of physically active adults compared to England, whilst all other districts have similar proportions to England.

Over a fifth (22.3%) of the adult population in Lancashire-12 is physically inactive (adults doing less than 30 minutes of moderate activity per week), similar to England (22.0%). Again Blackburn with Darwen (31.6%) and Blackpool (36.6%) had much higher rates of inactivity, Blackpool being the worst in England.

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 28.4% by 2040 and the percentage of these predicted to be admitted to hospital as a result is projected to increase by 34.8% by 2040 (from 2025).

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.

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 2025 there were 11,749 known cases of dementia in the 65+ registered population across the Lancashire-12 area. For Blackburn with Darwen this was 1,020, and Blackpool was 1,549.

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.

The Smoking Prevalence Annual Population Survey (APS), 2021-23 estimates that in the Lancashire-12 area, 13.4% of adults (18+) smoke, which is statistically similar to the England estimate of 12.4%. At a district level, Fylde (7.9%) and Ribble Valley (6.0%) both have statistically significantly lower prevalence of smoking whilst all other districts are statistically similar to England.

Blackburn with Darwen (17.2%) and Blackpool (20%) both have a significantly higher estimated proportion of adult smokers compared to England.

Common factors present during Accidental Dwelling Fires.	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

Technological (and Infrastructure)

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 Electric vehicles 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, fire and rescue services 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 battery management system, 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 and are a fundamental part of the UK's move toward a sustainable energy system.

The installation of battery energy storage system 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 Lancashire Fire and Rescue Service to deal with this emerging risk. These sites consist of a large number 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. A number of these sites have had their planning application refused by the local authority planning department and are currently appealing this decision via a planning appeal to the Secretary of State.

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 fire and rescue services to both extinguish fires and mitigate environmental impacts. In 2023 the National Fire Chiefs Council produced

a guidance document to aid fire and rescue services in dealing with these sites and the government has changed planning guidance to advise developers that they should consult with the fire and rescue services 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 on 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. Lancashire Fire and Rescue Service engaged with Blackpool Council in 2023 to provide advice on the risks that this type of vehicle presents to them as an operator and Lancashire Fire and Rescue Service's response to incidents involving them.

In the domestic world, modern solar panels are increasingly linked to a domestic battery, Domestic Energy Storage System. Domestic Energy Storage System's 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" domestic energy storage systems using second hand Electric Vehicle Lithium-ion battery packs. These will also be problematic in the same way as battery energy storage system sites and fire and rescue services 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.

Emerging Technology - 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. Lancashire Fire and Rescue Service are updating the planning guidance letter and will adapt our guidance and response according to the likely increase of Hydrogen as a fuel source.

Artificial Intelligence / Robotics / Autonomous Vehicles

Artificial intelligence (AI) is becoming increasingly capable of gathering, analysing and making decisions from real world data, without the need for direct human involvement in the process. It has a wide range of applications in many different sectors of the economy and society including various forms of transportation used on land, water and the air). There is a potential use in firefighting operations - human controlled robotic firefighting devices.

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 Lancashire Fire and Rescue Service 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.

Environment

Climate Change - Wildfires

The impact of climate change is 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 Lancashire Fire and Rescue Service 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.

Lancashire Fire and Rescue Service 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 aims to reduce the threat to the communities in Lancashire, improve firefighter safety and reduce the costs and impact upon Lancashire Fire and Rescue Service, partners and our communities.

Climate Change - 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.

Built Environment

Lancashire continues to see the emergence of newer forms of built environment construction and the use of more modern construction materials. Timber framed buildings are just one form of construction method that is continuing to grow in popularity due to the ease and speed of construction along with the lower build costs, and although once completed they adhere to substantial building and fire safety regulations, they pose several significant risks when in the construction phase, and unless they are maintained adequately they can pose a significant fire spread risk when involved in 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 pose 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. The use of solar thermal panels and photovoltaic panels on commercial and domestic premises continues to grow, and there are often challenges in making these systems fully safe when involved in fire with an industry skills challenge for sourcing competent persons to support Fire Services when dealing with them.

Work continues in relation to high-rise and high-risk residential premises in the wake of the Grenfell Tower fire in 2017. There is growing attention on mid-rise residential (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.

Legal

The Building Safety Act 2022

The Act applies to new and existing buildings above 18m with at least two residents (including care homes and hospitals above this height). It creates:

- a universal change in responsibility and culture within the building industry.
- puts residents at the heart of safety in buildings.
- Clarifies who is responsible for Fire and Building Safety throughout the life cycle of such buildings.

There will also be an additional approvals process for higher-risk buildings. Changes to liability in relation to construction of new buildings such that there will be a general and direct right of action brought into force.

The Fire Safety (England) Regulations 2022

The new regulations require that for all multi-occupied residential buildings, the following is provided: Fire Safety instructions, Fire Door Information.

For all residential buildings above 11 metres in height: The above, plus Fire Doors

For high-rise residential buildings above 18 metres or 7 storeys: All of the above, plus Building Plans, External Wall Systems, Lifts and other key Fire-fighting Equipment, Secure Information Boxes, Wayfinding Signage

The Fire Safety Act 2021

The Act specifies additional areas which the responsible person / duty-holder for multi-occupied residential buildings must consider when managing and reducing risk of fire within their premises. These are:

- The structure and external walls of the building including anything attached to it (e.g. cladding, balconies, windows etc)
- Entrance doors from the common areas of the building into individual flats.

We take a risk-based approach to inspecting businesses to make sure they are complying with fire safety laws. Targeting the highest risk premises where occupants are at significant

risk of harm if a fire occurs, ensures an effective and efficient approach. The continuous development of our protection workforce towards the required levels of competence will strengthen delivery of our risk-based inspection programme in line with fire safety changes.

Strikes (Minimum Service Levels) Act 2023

Last year the Strikes (Minimum Service Levels) Act 2023 was introduced to ensure that the public can continue to access services that they rely on, during strike action, this included Fire and Rescue Services. However, the Minimum Service Levels will be repealed through the Employment Rights Bill.

Lancashire Fire and Rescue Service will continue to monitor these developments alongside maintaining robust business continuity arrangements for staff absence.

Organisational

Risk that service funding over the medium term is insufficient to achieve 2022-27 community risk management plan objectives

By law, fire and rescue services must set a balanced budget. The only aspect of its funding that the Service can directly control is the level of council tax that it sets, sometimes also referred to as the precept.

Lancashire Fire and Rescue Service issues e.g. staff availability, recruitment, retention, loss of key staff.

There are a range of risks and issues that can affect the resilience, effectiveness and availability of the Service including: staff inability or reduced ability to work due to disruption caused by factors such as pandemics, fuel supply issues, industrial action etc.; impact of employment market conditions on attraction of new staff, retention of existing staff, and overall workforce stability (specifically the ratio of experienced / competent staff to inexperienced staff / staff in development.)

Impact of public inquiries e.g. Grenfell, and Manchester Arena

Building safety related legislation and regulations have been comprehensively updated in light of the findings from inquiries such as Manchester Arena and Grenfell. In particular, the roles of persons responsible for tall and multi-occupancy buildings have been clarified and extended. Phase 2 of the Grenfell Inquiry made 58 recommendations, 11 of which are directed at fire and rescue services ranging from equipment advances to training and competence

The Manchester Arena Inquiry led to 50 recommendations directly applicable to fire and rescue services and a further 24 to multiple agencies including fire and rescue.

Historical Data

The National Incident Recording System was introduced by the Department for Communities and Local Government in 2009, with the requirement that all fire and rescue services 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 fire and rescue service fire and rescue services with the ability to greatly enhance data-led decision making.

During the sixteen years in which the incident recording system has been in operation, incident levels within Lancashire Fire and Rescue Service have reduced by 14%, which equates to approximately 2,889 incidents. This reduction in activity is evident across most incident types, with false alarms reducing by 22%, secondary fires by 40% and primary fires, which are the most significant type of fire, have reduced by 43% 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.

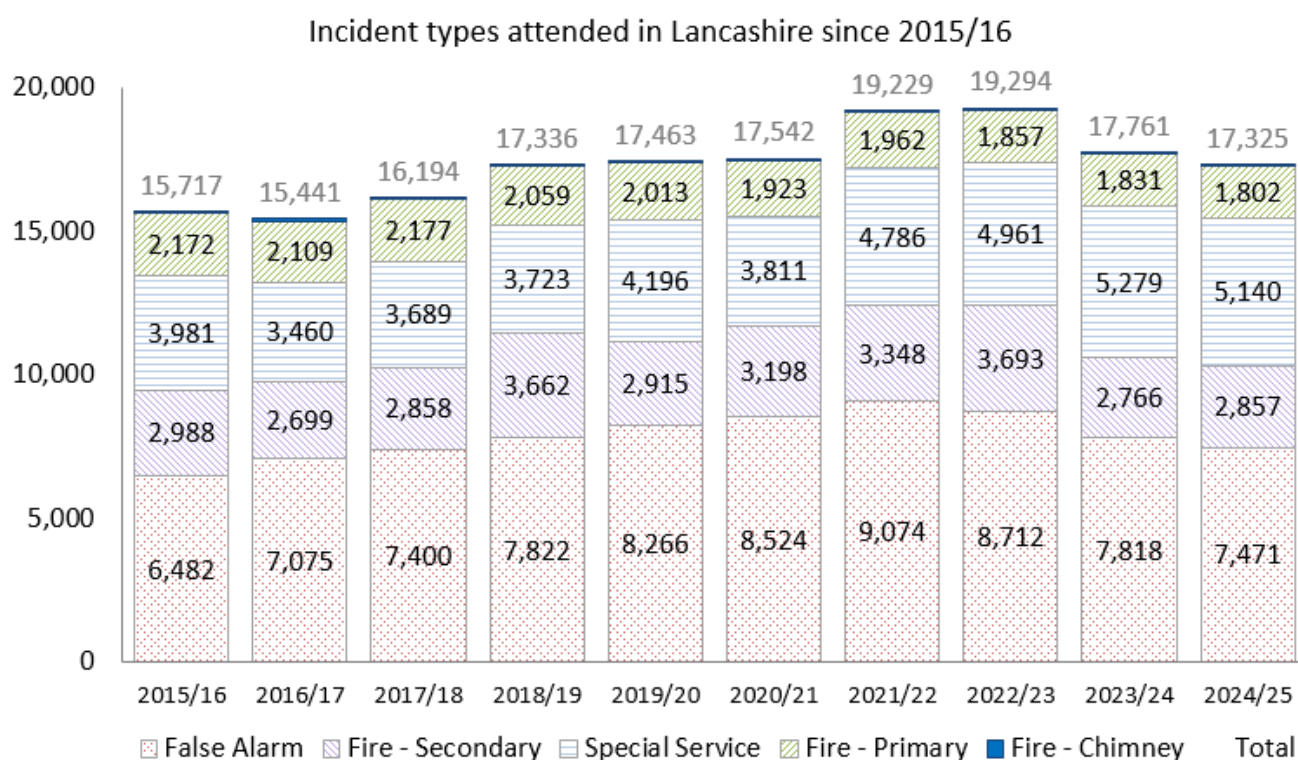


Figure 1: Chart showing incident types attended in Lancashire since 2015/16

Injuries and fatalities

The introduction of the incident recording system has allowed fire and rescue services to record additional granularity and data on victims at operational incidents. Within the last sixteen years, injuries at fires have reduced by 22%, with the number of people receiving first aid and precautionary checks reducing by 10%. Last year, there were 344 injuries

resulting from fire, with 16% requiring a hospital visit. Unfortunately, last year saw twelve fatalities in fires.

A large rise in the recording of victims from special service incidents has been witnessed over the previous sixteen years. Recordings of injuries have risen by 90%, with fatalities rising by 181%. In the past many of these have occurred in RTCs, now increases are 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 incident recording system 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, 55% 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.

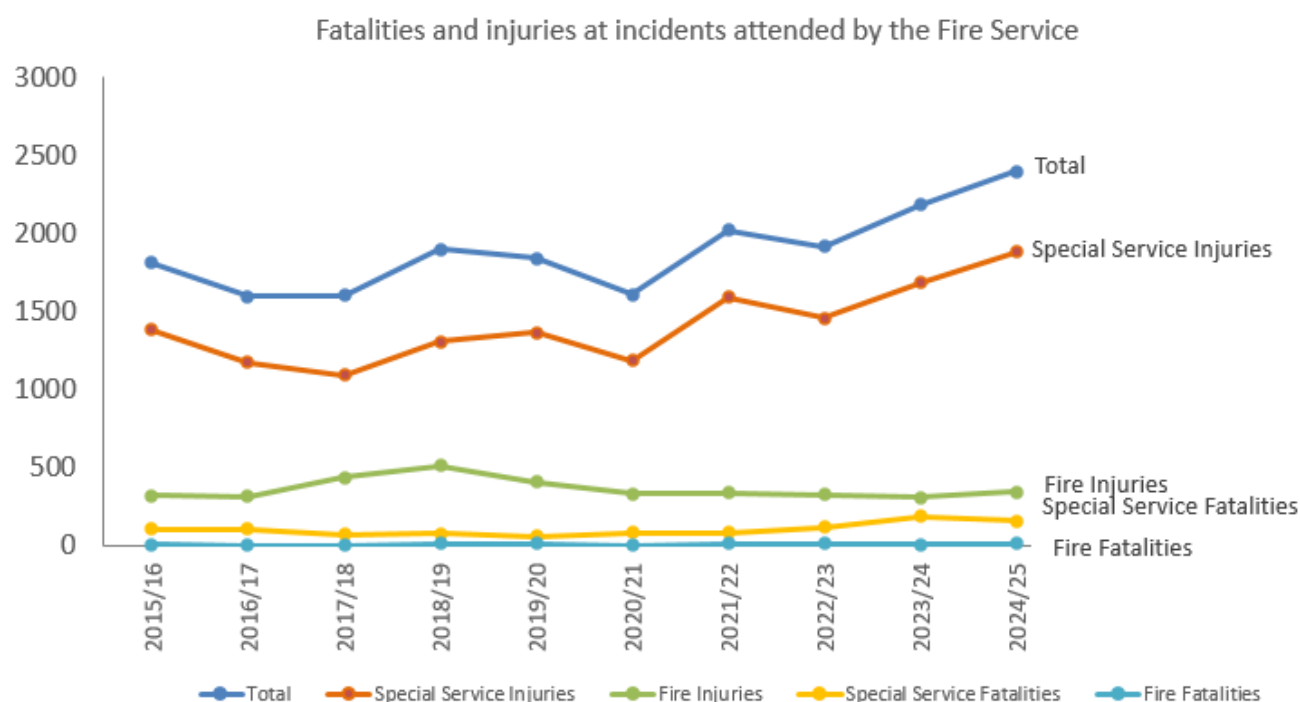


Figure 2: Chart showing fatalities and injuries at incidents attended by the Fire Service over the last ten years.

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. 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 (Incident Recording System), 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.

Category	Definition
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:

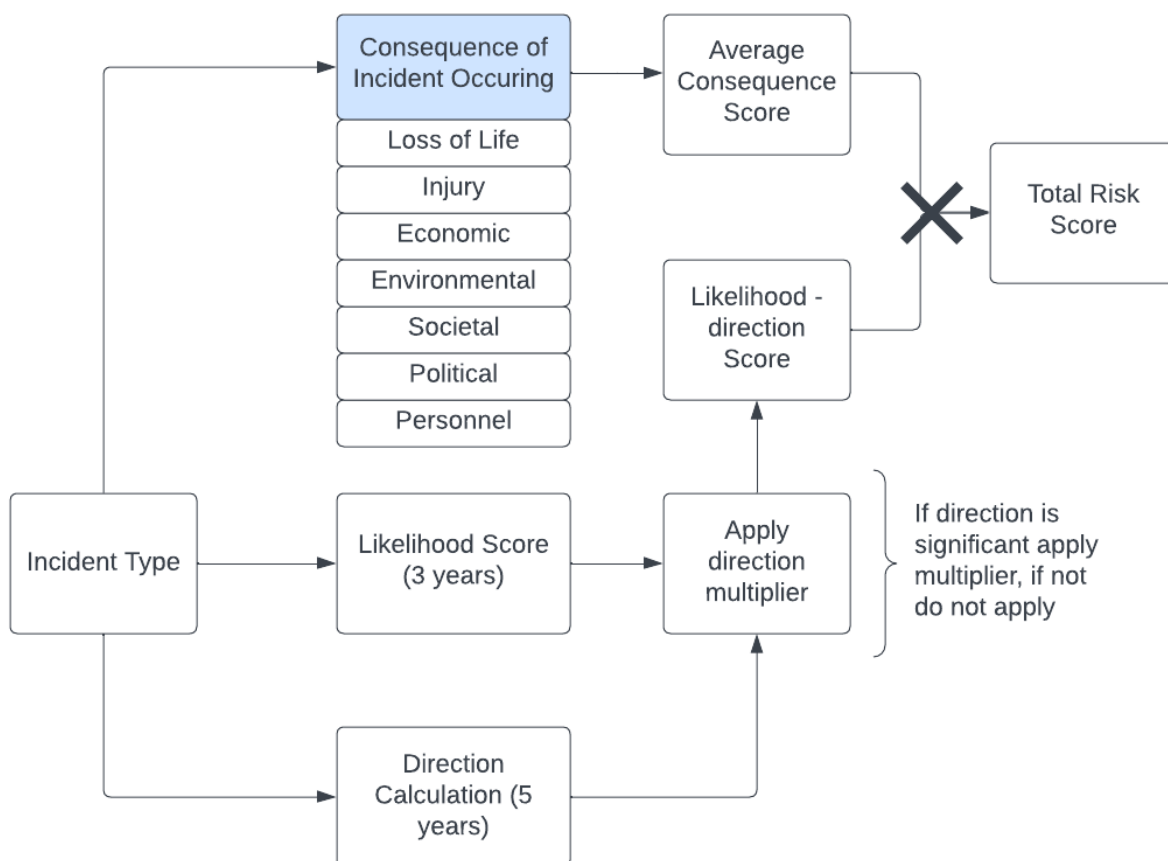


Figure 4: Mapping diagram of the risk assessment methodology detailing the factors that contribute to calculating an overall risk score for a given incident type. Some of the factors include: the incident type; the consequence of the incident occurring; a likelihood rating; all of which lead to a total risk score for each incident type.

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

- National Risk Register – The National Risk Register 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 - The incident recording system 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 used for spatial data analysis. Cadcorp Web Map Layers is a web-based geographic information system used to display spatial data.
- Corvu - Corvus is the Service's primary data extraction, combination and presentation tool.
- Community Fire Risk Management Information System is an electronic information system used to store and manage business fire safety and community safety data.
- Local Resilience Forum Community Risk Register 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 Strategic Assessment of Risk 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	2024/5
1	Commercial Property Fires	14.10	Very High	▬	1
2	Wildfire	13.65	Very High	▬	2
3	Deliberate Building Fires	12.70	Very High	▬	3
4	Flooding	12.00	Very High	▬	4
5	Accidental Dwelling Fires	11.47	Very High	▬	5
6	Industrial Fires	10.67	Very High	↑	11
7	Road Traffic Collisions (RTC's)	10.24	Very High	↓	6
8	Rescue from Collapsed Structure/Confined Space/Other	9.97	Very High	↓	7
9	Road Vehicle Fires	9.60	Very High	↓	8
10	Assist Other Agencies	9.13	Very High	▬	10
11	Other Outdoor Fires (Primary)	8.91	Very High	↑	17
12	Suicide/Attempts	8.91	Very High	↑	24
13	High Rise Fires	8.70	Very High	▬	13
14	Hazardous Material Incident (Minor)	8.25	High	↑	15
15	Hazardous Material Incident (Major)	8.16	High	↓	9
16	Building Under Construction Fires	7.76	High	▬	16
17	Removal of Objects from People	7.67	High	↑	18
18	Rescue from Height	7.49	High	↓	14
19	Waste Disposal Site Fires	7.45	High	↓	12
20	Removal of People from Objects	7.17	High	↓	19
21	Animal Rescue	7.17	High	↓	20
22	Other Transport Fires (Air, Boat, Train)	7.11	High	↓	21
23	Secondary Fires (ASB)	7.06	High	↓	22
24	Heritage Fires	6.57	High	↑	25
25	Lift Release	6.57	High	↑	28
26	Effecting Entry/Exit	6.03	High	▬	26
27	Secondary Fires (Accidental)	5.94	High	↓	23
28	Rescue from water	5.86	High	↑	29
29	Other Transport or Making Safe (Not Fire)	5.78	High	↓	27
30	Malicious Attacks/Terrorist Incidents	4.79	Medium	▬	30
= 31	Rescue from Depth	3.84	Low	▬	= 31
= 31	Rescue from Mud	3.84	Low	▬	= 31

Items within the risk assessment have been linked in the Community Risk Management Plan 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	> 8.70	> 60%
High	8.25 to 5.78	40% - 59%
Medium	5.77 to 4.79	30% - 39%
Low	< 4.79	< 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 Lancashire Fire and Rescue Service 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 245 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 1,224 incidents.

Non-residential properties accounted for 86% of the incidents, of which food and drink establishments accounted for 18%, with retail outlets with 17%, and industrial manufacturing 14%.

Other residential properties accounted for the other 14% of the total number of incidents, of which residential homes accounted for 34%, hotel/motel 29%, and student hall of residence 16%.

Fires at commercial property types resulted in 2 fatalities, 3 serious injuries and 11 minor injuries over the previous five years.

Risk – Commercial building fires	Rating
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 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 582 wildfire incidents which is an average of 116 incidents a year. 82% of the incidents only involved 1 pump. 43% of all the wildfire incidents were deliberate, including some large-scale, multi-pump incidents attended by Lancashire Fire and Rescue Service.

Risk - Wildfire	Rating
Likelihood	Medium High
Consequence	Moderate
Risk score	13.65
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 incident recording system and Geographical Information Systems. Lancashire Fire and Rescue Service 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 218 deliberate building fires a year. Non-residential buildings accounted for 52% of the fires with public admin, security and safety properties being targeted the most (32% of the non-residential fires). Deliberate dwelling fires accounted for 42% of the total incidents with houses of single occupancy taking a 52% share of these incidents.

Deliberate building fires have been responsible for 8 fatalities, 10 serious injuries and 20 minor injuries over the last five years.

Risk – Deliberate building fires	Rating
Likelihood	Medium High
Consequence	Moderate
Risk score	12.70
Overall assessment	Very High

Flooding

Whilst Lancashire Fire and Rescue Service 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 Lancashire Resilience Forum, 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 Lancashire Resilience Forum 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 £35,000 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, Lancashire Fire and Rescue service has responded to 173 flooding related incidents relating to high tides, rising river levels or surface water. This equates to 35 incidents of this type a year. Domestic dwellings were affected at 64% of these incidents. West Lancashire has been the most affected (18% of the incidents), mainly due to the surface water and rising river levels.

Risk - Flooding	Rating
Likelihood	Medium
Consequence	Significant
Risk score	12.00
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. Lancashire Fire and Rescue service 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 775 incidents a year of this type. Single occupancy houses accounted for 63% of all accidental dwelling fires. Followed by purpose built flat/maisonette with 12% and self-contained sheltered housing 7%.

Blackpool district experienced the highest number of accidental dwelling fires, with Lancaster and Preston recording an equal number. Ribble Valley has seen the lowest number of accidental dwelling fires over the last five years. 35% of the total number of accidental dwelling fires were caused by 18-64 year olds with 21% caused by the elderly (65+). The biggest cause of accidental dwelling fires are cooking appliance related, followed by smoking related, and spread from a secondary fire.

Risk – Accidental dwelling fires	Rating
Likelihood	High
Consequence	Minor
Risk score	11.47
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 Control of Major Accident Hazard sites (Control of Major Accident Hazards Regulations 1999) and several lower tier sites covered by the Dangerous Substances (Notification and Marking of Sites) Regulations 1990. 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 a fire and rescue service helps to ensure this level of protection remains high.

Over the previous five years, we attended an average of 42 industrial based incidents a year. Of the 210 incidents attended, manufacturing accounted for 75% and processing 25%, with fires within engineering premises and factories accounting for 46% of the overall total.

Risk – Industrial fires	Rating
Likelihood	Medium
Consequence	Moderate
Risk score	10.67
Overall assessment	Very High

Road traffic collisions (RTC's)

Nationally, road traffic collisions are the most frequently attended non-fire incident by Fire and Rescue Services. Lancashire Fire and Rescue Service has a statutory duty to provide an emergency response to road traffic collisions. 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 Lancashire Fire and Rescue Service 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 a road traffic collision, followed by pedestrians, motorcyclists and cyclists. Children aged under 15 are most likely to be involved in road traffic collisions as pedestrians.

Over the previous five years, Lancashire Fire and Rescue Service have attended an average of 631 incidents of this type a year, which accounts for 14% of all Special Service calls. There has been 60 fatalities and 411 serious injuries from road traffic collisions attended by Lancashire Fire and Rescue Service 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 road traffic collisions 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	Rating
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. Lancashire Fire and Rescue Service 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. Lancashire Fire and Rescue Service attended 63 incidents involving somebody trapped in or under machinery or another object e.g., hopper, conveyor, crusher. Eleven incidents from a collapsed structure, and 8 incidents involved a

rescue from a confined space. Due to the nature of this incident type, there have been 9 fatalities, 33 serious injuries and 42 minor injuries.

Risk – Rescue collapsed structure/confined space	Rating
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 Lancashire Fire and Rescue Service 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 467 incidents a year involving road vehicle fires. This equates to 2337 in total, with 58% involving cars, 12% vans and 10% motorcycles, with 37% of the fires being deliberate.

The district of Preston experienced the most road vehicle fires, and 41% are deliberate. There were casualties from this incident type with 6 fatalities, 9 people sustaining serious injuries over the last five years, and 9 people with minor injuries.

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

Assist other agencies

Lancashire Fire and Rescue Service, Lancashire Constabulary and Northwest Ambulance Service have entered a Memorandum of Understanding which provides the agreement for Lancashire Fire and Rescue Service to replace Lancashire Constabulary as the supporting agency for Northwest Ambulance Service. This refers to instances where it is necessary to assist Northwest Ambulance Service 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 cannot Northwest Ambulance Service gain access. Northwest Ambulance Service staff on scene will request assistance to gain entry.

Over the previous five years we have attended an average of 1383 incidents a year where we have assisted other agencies. Of the 6917 incidents attended, 81% were assistance to the Police/Ambulance. Lancashire Fire and Rescue Service also attended 662 incidents to assist NWS with a bariatric patient. Unfortunately, to the nature of this incident type, there were 369 fatalities, 1,006 serious injuries and 1,128 minor injuries dealt with by both Lancashire Fire and Rescue Service and NWS.

Risk – Assist other agencies	Rating
Likelihood	High
Consequence	Limited
Risk score	9.13
Overall assessment	Very 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 360 incidents of this type, with an average of 72 incidents a year. 56% of these incidents were recorded as accidental or not known cause. 248 incidents (69%) involved outdoor structures, and 56 incidents (16%) involved outdoor equipment and machinery. Unfortunately, there were three fatalities over the last five years, along with 7 serious injuries and 12 slight injuries.

Risk – Other outdoor fires (primary)	Rating
Likelihood	Medium High
Consequence	Limited
Risk score	8.91
Overall assessment	Very 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 249 suicides or suicide attempts. This is an average of 50 incidents of this type a year. The districts of Preston (17%) and Blackpool (14%) had the highest number of incidents. Incident recording shows that we attended 192 incidents where there was a threat of/attempted suicide and 57 incidents of suicide. 43% of the total number of incidents occurred within a domestic residence.

Risk – Suicide or suicide attempts	Rating
Likelihood	Medium High
Consequence	Limited
Risk score	8.91
Overall assessment	Very High

High rise fires

Lancashire Fire and Rescue Service regard any building that has six floors (ground + 5 floors above) as a high-rise building. Buildings of this size present many challenges to fire and rescue services 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 54 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 3 fires a year involving high rise buildings. Of the 14 incidents attended in total, 11 were accidental fires. Domestic dwellings accounted for 71% of the incidents and Student Halls of residence 22%. Food and Drink accounted for 7% 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	Rating
Likelihood	Medium Low
Consequence	Significant
Risk score	8.70
Overall assessment	Very High

Hazardous materials incident (Hazmat)

There are several pieces of legislation that place a duty on Lancashire Fire and Rescue Service 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 Control of Major Accident Hazard 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.

Hazardous materials incident (Minor)

Lancashire Fire and Rescue Service have categorised a hazardous materials incident to be minor if less than four pumping appliances attended. Over the previous five years, we have attended an average of 94 incidents of this type a year. Of the 472 incidents attended, eleven resulted in fatalities and there were 12 serious injuries sustained. 68% of the incidents occurred in a domestic dwelling environment, whilst others included non-residential environments, outdoors, and road vehicles. 64% of the incidents involved a gas release.

Risk – Hazardous materials incident (Minor)	Rating
Likelihood	Medium High
Consequence	Limited
Risk score	8.25
Overall assessment	High

Hazardous materials incident (Major)

Lancashire Fire and Rescue Service have categorised a hazardous materials incident to be major if four or more pumping appliances attended. Over the previous five years, we have attended a total of 19 incidents of this type resulting in four people sustaining slight injuries.

Risk – Hazardous materials incident (Major)	Rating
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 fire and rescue service 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.

Lancashire Fire and Rescue Service 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 84 incidents involving buildings under construction. This averages out at 17 incidents of this type a year. Single occupancy dwellings accounted for 37% of the incidents.

Risk – Building under construction fires	Rating
Likelihood	Medium
Consequence	Minor
Risk score	7.76
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 callouts 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 fire and rescue service's a little more time and resources to successfully deal with.

Removal of objects from people

Over the previous five years, we have attended 435 incidents of this type. This equates to an average of 87 incidents a year. Ring removal accounted for 75% 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	Rating
Likelihood	Medium High
Consequence	Limited
Risk score	7.67
Overall assessment	High

Rescue from height

Nationally, the fire and rescue service 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, Lancashire Fire and Rescue Service 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 Lancashire Fire and Rescue Service is trained to carry out a rescue using a rope pack and associated equipment, backed up by specialist teams from Chorley, or Bamber Bridge.

Over the previous five years, we attended an average of 67 rescues from height incidents a year. This equates to 337 incidents in total. Of these, 35% involved non-residential buildings, 27% involved domestic dwellings and 32% involved the outdoors, including rescues from trees and equipment in parks. This incident type saw 15 serious injuries and 28 minor injuries.

Risk – Rescue from height	Rating
Likelihood	Medium High
Consequence	Limited
Risk score	7.49
Overall assessment	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 17 waste disposal site fires a year, equating to a total of 86, of which 64% (55) involved a refuse/rubbish tip with the remaining 36% (31) involving industrial processing.

Risk – Waste disposal site fires	Rating
Likelihood	Medium
Consequence	Minor
Risk score	7.45
Overall assessment	High

Removal of people from objects

Over the previous five years, we have attended an average of 72 incidents a year involving the removal of people from objects. Of the 361 incidents attended, 68% involved a trapped limb, with the other 32% being recorded as 'other'. 42% of these incidents occurred in the domestic dwelling environment.

Risk – Removal of people from objects	Rating
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, Lancashire Fire and Rescue Service 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 182 animal rescues per year, equating to 911 incidents in total. Incidents involving trapped animals accounted for 45% 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 153 incidents (17%) involving rescues of animals from water or mud with over half of these involving livestock.

Risk – Animal rescue	Rating
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 3 incidents a year involving vehicles other than those that are road based. Of the 16 incidents that occurred over the five-year period, 10 were an accidental (or not known) cause and 6 were deliberate. One incident involved a military aircraft, 2 incidents involved trains/trams, with the remainder (13) involving boats.

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

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 Lancashire Fire and Rescue Service is substantial. Secondary fires are one of the biggest burdens placed on our resources.

Over the previous five years, we have attended an average of 1,1526 deliberate secondary fires a year, equating to 7631 in total. Of these, 69% involved rubbish, in the form of either loose refuse, a skip, a small refuse container or a wheelie bin. Over 50% of the total number of incidents occurred in the districts of Preston, Burnley, Blackpool or Blackburn with Darwen.

Risk – Secondary fires (ASB)	Rating
Likelihood	High
Consequence	Limited
Risk score	7.06
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 to 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 37 incidents where there has been a fire within a 50-metre radius of a heritage property. This is an average of 7 incidents of this type a year.

Risk – Heritage fires	Rating
Likelihood	Medium Low
Consequence	Moderate
Risk score	6.57
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 708 incidents involving a lift release, equating to an average of 142 incidents a year. 74% 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	Rating
Likelihood	Medium High
Consequence	Limited
Risk score	6.57
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 285 incidents a year of this type, totalling 1,427. Of these incidents, 54% involved Lancashire Fire and Rescue Service effecting entry/exit to a dwelling due to somebody being in distress, being a child or, a medical case. Children in vehicles accounted for 15% of the incidents. Over this five-year period, this incident type has resulted in 16 fatalities, 64 serious injuries and 83 slight injuries to members of the public.

Risk – Effecting entry/exit	Rating
Likelihood	Medium High
Consequence	Limited
Risk score	6.03
Overall assessment	High

Secondary fires (accidental)

Over a five-year period, we have attended an average of 1,640 accidental secondary fires a year, equating to 8,199 in total. Over half of these incidents occurred in the five districts of Blackburn with Darwen, Preston, Blackpool, Burnley, and Lancaster. As with deliberate secondary fires these mainly involved refuse.

Risk – Secondary fires (accidental)	Rating
Likelihood	High
Consequence	Limited
Risk score	5.94
Overall assessment	High

Rescue from water

There are several 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. Lancashire Fire and Rescue Service 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 45 water rescue related incidents a year. Overall, this equates to 227 water rescue incidents in total. These incidents have seen 27 fatalities, 13 serious and 35 minor injuries. The main type of incident we attended involved rescues from rivers/canals (47%) and rescues from lakes/ponds/reservoirs (9%).

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

Other transport or making safe (not fire)

This incident type is split into two categories, 'making safe (not Road Traffic Collision)' 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 203 incidents a year of this type, totalling 1,017. Of the 1,017 incidents attended, 89% have resulted in Lancashire Fire and Rescue Service making the scene safe, with 51% 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 19 fatalities, 5 serious injuries and 25 minor injuries.

Risk – Other transport or making safe (not fire)	Rating
Likelihood	Medium High
Consequence	Limited
Risk score	5.78
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, Chemical, Biological Radiological or Nuclear and explosives 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 Lancashire Resilience Forum.

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

Risk – Malicious attacks/terrorist incidents	Rating
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 24 incidents, with 17 involving outdoor rescues, and 7 rescues from buildings. There was one fatality, eight people sustained serious injuries and six sustained minor injuries.

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

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, Lancashire Fire and Rescue Service have a range of resources available to deal with this type of incident, including eight 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 40 incidents, which equates to 8 incidents a year on average. The districts of Lancaster, Fylde, and West Lancashire accounted for over 50% of the incidents.

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

Resource to risk

Lancashire Fire and Rescue Service 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 learning and development 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.

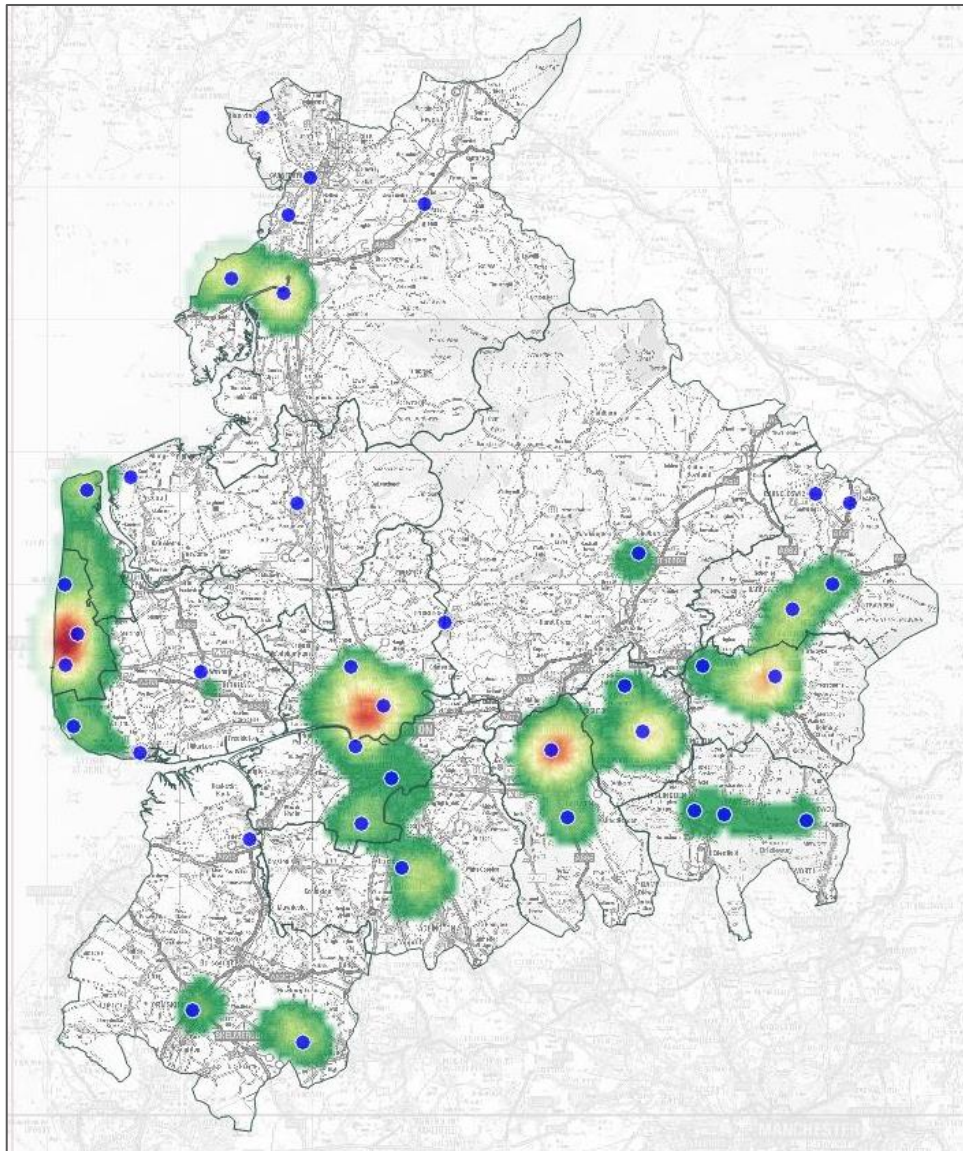


Figure 3: Heat map showing centres of high incident activity (Preston, Blackpool and Fylde coast, Blackburn, Accrington, Lancaster and Morecambe, and Burnley) across Lancashire and location of Fire Stations.

District profiles

Lancashire is divided into 6 Areas. Within these areas are the Lancashire-14 districts:

- Northern –Lancaster
- Southern – Chorley, South Ribble and West Lancashire
- Eastern – Blackburn with Darwen, Hyndburn and Ribble Valley
- Western – Wyre, Fylde and Blackpool

- Pennine – Pendle, Burnley and Rossendale
- Central - Preston

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.

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

Glossary of Abbreviations

Acronym	Description
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

Lancashire Combined Fire Authority

Planning Committee

Meeting to be held on 17 November 2025

Business Continuity Planning and Testing

Contact for further information: Deputy Chief Fire Officer Steve Healey

Telephone: 01772 866801

Executive Summary

Lancashire Fire and Rescue Service (LFRS) continues to strengthen its Business Continuity Management System (BCMS) in alignment with ISO 22301:2019 and the Business Continuity Institute (BCI) Good Practice Guidelines.

Over the past year, LFRS has consolidated the progress achieved in 2023–24, embedding a mature, systematised approach to continuity planning across all levels of the Service. Key achievements include the establishment of a Business Continuity Management Group (BCMG), approval of a new Business Continuity Policy, creation of a suite of exercise scenarios and evaluation tools, and completion of multiple Business Continuity Plan (BCP) activations and exercises.

LFRS also continues to play a leading role nationally, chairing the North West contingent of the National Fire Chiefs Council (NFCC) Business Continuity Group and leading on the drafting of the national Fire and Rescue Service (FRS) Business Continuity Guidance document, which is due for official NFCC adoption later this year.

The Service underwent an internal Business Continuity Audit in 2025, with feedback to date being positive and the final report pending publication, which will be presented through the Audit Committee in due course.

Importantly, the His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) inspection referenced business continuity as an area where significant improvement has been demonstrated, recognising the Service's progress in strengthening resilience arrangements.

Recommendation

Members are asked to:

- (i) Note the significant progress made in strengthening LFRS's Business Continuity arrangements.
- (ii) Acknowledge the positive feedback received from HMICFRS and early findings of the internal audit.
- (iii) Endorse the continued embedding of the Business Continuity Management System (BCMS) and the forward exercise programme.

Introduction

The purpose of this report is to provide an update to the Planning Committee on the Business Continuity Management System (BCMS) and related resilience activities undertaken since the last report to this Committee in 2024.

LFRS has continued to mature its approach to business continuity, ensuring the Service remains prepared to maintain critical activities during disruption, in line with statutory duties under the Civil Contingencies Act 2004 and sector best practice.

Progress in Business Continuity Management

Significant progress has been made since the 2024 report, delivering on all of the developments previously presented to the Committee and embedding a mature, evidence-based Business Continuity Management System (BCMS) across Lancashire Fire and Rescue Service (LFRS).

A Business Continuity Management Group (BCMG), chaired by AM Tom Powell, now provides central oversight of all business continuity activity. The group includes representation from key departments and ensures alignment between operational, tactical, and strategic planning. It has approved the updated Business Continuity Policy and Standard Operating Procedures (SOPs), endorsed the creation of an exercise and testing suite, and initiated the development of an LFRS-specific National Power Outage Plan.

Following the introduction of standardised Business Continuity (BC) templates in 2024, all stations and departments have completed bespoke Business Impact Analyses (BIAs) and Business Continuity Plans (BCPs). This ensures consistency of structure and clarity around critical activities, dependencies, and recovery measures. An annual review cycle is now underway, supported by automated reminders and escalation via the new digital platform.

The Business Continuity SharePoint system, live since April 2025, serves as the single repository for all BC documentation. It automates plan review reminders, approvals, and version control; provides an escalation route for overdue plans; and allows plan owners and BC Reference Holders to tailor content to local needs while maintaining corporate standards. This platform has enhanced assurance, accessibility, and governance, embedding BC within day-to-day operations.

A comprehensive Exercise and Testing Suite, developed in 2024, is now routinely used to validate operational plans. In November 2024, LFRS conducted its annual service-wide tactical and strategic exercise, simulating a wide-area power loss, which successfully tested escalation, decision-making, and interdepartmental coordination. Building on this, in 2025, the Service is participating in a Tier 1 national exercise, coordinated through the Lancashire Local Resilience Forum (LRF), focused on a pandemic scenario, alongside further tactical and strategic tests before year-end. All exercises and real-world activations are logged and evaluated, with learning tracked through the Action Management System (AMS) and due to be monitored by the Operational Assurance Group (OAG). Since the last report, there has been 51 BC exercises and 42 BC incidents across the Service. Of the 42 incidents, 9 triggered a tactical plan activation which included; major incidents such as significant fires, appliance degradation due to multiple incidents ongoing at once, and North West Fire Control in fallback conditions due to partial loss of communication methods. The 33 incidents which triggered an operational plan activation included; loss of utilities on LFRS premises such as water, power and heating, station break-ins, system outages and faults on fire alarms within LFRS premises.

When a Business Continuity related issue arises and an ongoing risk is identified, this is escalated to either a department or the corporate risk register. This risk is then highlighted and can be tracked, with mitigating measures put in place to eradicate or reduce the risk.

A service-wide internal audit of Business Continuity commenced in 2025, providing positive initial feedback on governance, documentation, and exercising arrangements. The final report is pending publication and is expected to confirm continued assurance that the BCMS meets both ISO 22301:2019 and Civil Contingencies Act requirements.

At a national level, LFRS continues to lead the North West NFCC Business Continuity Group and has authored the national Fire and Rescue Service Business Continuity Guidance Document, due for formal NFCC adoption later this year. This contribution demonstrates LFRS's leadership in shaping sector-wide good practice and sharing innovation, including SharePoint automation and exercise frameworks.

Finally, during its most recent inspection, HMICFRS identified Business Continuity as an area of significant improvement, recognising the Service's strengthened policies, processes, and governance. HMICFRS commented that "the service has good business continuity arrangements in place for areas in which it considers threats and risks to be high. The service regularly reviews and tests these threats and risks so that staff know the arrangements and their associated responsibilities. The service has introduced a new business continuity lead role and is aligned with ISO 22301, the international standard for business continuity. It has robust business continuity plans in place that include cyber security. It has a static degradation plan and evidence of worst-case scenario planning, including for industrial action. It has completed business impact analyses for all stations and departments. We also saw examples of regular exercises taking place. Debriefs take place for these exercises, and lessons learned are collated, tracked and reported to the organisational assurance group." This acknowledgement reflects LFRS's sustained commitment to resilience, assurance, and continuous learning across all levels of the organisation.

Future Developments

While the Business Continuity Management System (BCMS) is now embedded and operating effectively across the Service, continued improvement remains essential.

The focus for 2025–26 will be on consolidation, assurance, and innovation - ensuring that LFRS remains at the forefront of resilience practice within the UK Fire and Rescue sector.

1. Continuous Improvement and Assurance

- Following the forthcoming internal audit report, the recommendations will be reviewed by the Business Continuity Management Group (BCMG), with resulting actions incorporated into a new BC Improvement Plan for 2025–26.
- The annual review cycle for all BIAs and BCPs will be completed through the SharePoint automation process, ensuring plans remain current and lessons from incidents and exercises are fully integrated.

- A compliance dashboard will be explored within SharePoint to enable the BCMG and senior leadership to monitor review status, overdue plans, and exercise completion rates in real time.

2. Lessons and Learning Integration

- The Service will strengthen its approach to organisational learning by linking Business Continuity debriefs directly into the Operational Assurance Group (OAG) process. This will ensure BC learning is captured, tracked, and closed out alongside operational assurance findings.
- The BCMG will review all significant activations and exercises collectively to identify cross-cutting trends and opportunities for service-wide learning.

3. External Validation and Peer Review

- LFRS will seek to pilot a peer review framework within the North West NFCC Business Continuity Group, enabling FRSs to assess each other's BCMS against a consistent benchmark.
- This will provide external assurance, promote shared learning, and support alignment with ISO 22301 and the NFCC Fire Standards.

4. National and Regional Collaboration

- LFRS will continue to lead the North West NFCC BC Group and contribute to national working groups following the adoption of the new FRS Business Continuity Guidance Document.
- The Service will also participate in multi-agency exercising, particularly with the Local Resilience Forum (LRF), focusing on power, telecommunications, and supply chain disruption.

5. Scenario Development and Resilience Forecasting

- The Exercise Suite will be refreshed to incorporate emerging risks identified through the National Risk Register, including cyber threats, fuel supply disruption, and prolonged system outages.
- The BCMG will develop a Resilience Forecasting Register - a structured process for scanning future vulnerabilities and dependencies (technological, environmental, and social) to inform next year's BC planning cycle.

6. People, Training and Awareness

- Building on the foundation of staff training and the mandatory e-learning module, targeted BC awareness sessions will be developed for middle and senior managers, focusing on leadership during disruption, decision-making under pressure, and embedding BC thinking within projects and change programmes.
- The Service will mark Business Continuity Awareness Week 2026 with internal communications and exercises to further normalise BC practices within the organisational culture.

Conclusion

LFRS has made measurable progress in embedding business continuity as part of core governance and operational culture. The new BC Policy, centralised BCMS platform, and structured BCMG oversight framework have enhanced service-wide resilience. While LFRS has achieved a strong level of business continuity maturity, the next 12 months will focus on assurance, benchmarking, and foresight. This proactive approach will ensure the Service continues to evolve its resilience arrangements in line with emerging risks, sector standards, and national expectations.

Business Risk Implications

A robust Business Continuity Management System (BCMS) remains essential for LFRS to meet its statutory duties and sustain critical operations during disruption. The system provides assurance through completed BIAs and BCPs, regular exercising, and automated monitoring via SharePoint. The forthcoming internal audit and introduction of a Resilience Forecasting Register will further strengthen oversight by identifying emerging vulnerabilities early and integrating them into the corporate risk process.

Sustainability or Environmental Impact

Business continuity arrangements indirectly support environmental resilience by enabling the Service to maintain operations during severe weather or climate-related events. No direct environmental impact arises from the activities in this report, but environmental risks such as flooding and power instability will continue to be monitored through the Resilience Forecasting Register.

Equality and Diversity Implications

There are no direct equality or diversity implications. The updated BC Policy and SOPs ensure that continuity planning considers workforce needs, accessibility, and support for vulnerable groups, promoting fairness and inclusivity in how resilience is managed across the Service.

HR Implications

Business continuity responsibilities are now embedded across all levels of the organisation. Station and departmental leads maintain their plans through automated SharePoint reminders, supported by the BCMG. Ongoing training and exercising continue to build awareness and reinforce a culture of shared resilience.

Financial Implications

All activity described is being delivered within existing budgets. Automation through SharePoint has improved efficiency and reduced administrative burden. Minor costs associated with exercising or national participation will be absorbed within Departmental allocations.

Legal implications

The BCMS ensures compliance with the Civil Contingencies Act 2004, the Fire and Rescue National Framework, and ISO 22301:2019. Updated policies, SOPs, and audit processes provide assurance that LFRS continues to meet its Category 1 Responder duties for business continuity and maintains readiness for inspection or legal scrutiny.

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 17 November 2025

Blue Light Collaboration Board Update

Contact for further information: Deputy Chief Fire Officer Steve Healey
Tel: 01772 866802

Executive Summary

This paper provides an update regarding Blue Light Collaboration.

Recommendation

Planning Committee is asked to note the contents of this report.

Information

The Police, Fire and Rescue Service, and Ambulance Service are mandated to work together under the Policing and Crime Act 2017. The aim is to improve efficiency, effectiveness, and deliver enhanced outcomes.

This report outlines the progress of major workstreams overseen by the Blue Light Collaboration Board (BLCB). These workstreams are managed through both Strategic and Tactical meetings, supporting improved outcomes, better value for money, reduced demand, and addressing inequalities in communities.

Leadership Development

Lancashire Fire and Rescue Service (LFRS), Lancashire Police (LanCon), and North West Ambulance Service (NWAS) continue to seek efficiencies and foster professional relationships across Blue Light Services.

Over the last 12 months, each Service has hosted a Leadership Event, covering three shared themes identified using insights from each organisation. The first session, hosted by LFRS, saw 60 attendees from all three Services, including Area Managers, Group Managers, Heads of Service, and aspiring leaders. The session, titled “Nourish to Flourish,” focused on self-care for effective leadership. The second session addressed media handling for Blue Light leaders. The final leadership event was held by LanCon and focussed on generational differences.

The group is exploring an ‘Outside-In’ Leadership program and the creation of a cross-coaching network for shared learning, potentially including a coaching exchange initiative.

Health and Wellbeing

A new collaborative group was formed earlier this year, bringing together Health and Wellbeing leads from all three Services. The group's goal is to understand and align the health and wellbeing offerings across Blue Light organisations, exploring joint opportunities to support staff.

The group's initial step was to share policies and procedures for best practice and learning. NWS has delivered menopause awareness sessions, and LFRS has developed a workshop to raise awareness of suicide from a responder's perspective elements of which can be shared across all services.

Estates and Co-location

The estates and co-location initiative between LFRS, NWS, and LanCon aims to identify opportunities for shared sites, enhancing collaboration and value for money. Successful co-location at Lancaster, St Annes, Darwen, Preston, and other Fire Stations has improved operational efficiency and fostered stronger inter-service relationships, ultimately benefiting Lancashire communities.

An updated Blue Light Collaboration Project Initiation Document has provided direction for the Estates and Co-location sub-group, which is exploring further collaboration. Quarterly meetings between Heads of Estates from LFRS, NWS, and LanCon have shown that benefits extend beyond site sharing. The project's objectives, principles, and expected benefits have been updated. The group is also considering system knowledge exchange, shared procurement specifications, and joint supplier frameworks.

Community First Responder (CFR)

A cost-benefit analysis by the New Economy shows that Emergency Medical Response (EMR) yields a return of £4.41 for every £1 invested. In areas with EMR co-responding, firefighters are dispatched alongside ambulance services for suspected cardiac arrests, with the first to arrive providing life-saving care. This parallel response increases the likelihood of timely intervention and supports ambulance crews in advanced clinical work.

While this model has been successful in parts of the UK, the South Western Ambulance Service Foundation Trust is phasing out fire EMR in favour of strengthening its volunteer Community First Responder (CFR) scheme, a decision met with disappointment by FRS' involved in EMR.

In Lancashire, the CFR workstream enables LFRS staff volunteers to respond to life-threatening emergencies from their workplace. Since 2023, over 200 incidents have been attended, with LFRS staff providing life-saving interventions before ambulance arrival.

The operational model has three phases:

Phase 1: Green book staff respond voluntarily while on duty.

Phase 2: Flexi Duty Officers (FDOs) respond while on duty.

Phase 3: On Call staff respond within their communities. This phase is being developed with NWS and stations have been identified in the communities where NWS require most support.

Evaluation

Through evaluation LFRS has considered the value and benefits of several workstreams and has considered how the BLCB contributes to LFRS' aim of *"Making Lancashire Safer"*. The evaluation of the three leadership events held over the last 12 months found that all events were positive, with future events now being planned to build on this success.

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 17 November 2025

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, the report provides information regarding Lancashire Fire and Rescue Service's (LFRS) HMICFRS Round 3 inspection report findings, and the national results.

Recommendation(s)

The Authority is asked to note the report.

Round 3 Inspection Overview

LFRS HMICFRS Round 3 inspection concluded in April 2025. The inspection lasted several weeks and included staff engagement across the organisation, from Firefighter to Chief Fire Officer, inspectors visited a number of fire stations and departments, hosted staff focus groups and analysed numerous data sets and documents. HMICFRS inspectors also engaged with some of our partner organisations and visited North West Fire Control.

The feedback from the HMICFRS inspectors acknowledged that every staff member they interacted with was highly engaging, and they felt genuinely welcomed throughout the organisation.

The official report was released publicly on 14 August 2025 along with a HMICFRS press release (Appendix 1).

LFRS Round 3 Report

The Service have been awarded an unprecedented six 'Outstanding' and five 'Good' ratings across all the 11 inspection areas. This remarkable achievement includes being the only service in the country to receive a minimum rating of 'Good' across every category. LFRS have received the best ratings of any fire and rescue service in England.

Outstanding	Good	Adequate	Requires improvement	Inadequate
Understanding fire and risk	Preventing fire and risk			
Public safety through fire regulation	Responding to fires and emergencies			
Responding to major incidents	Future affordability			
Best use of resources	Promoting fairness and diversity			
Promoting values and culture	Managing performance and developing leaders			
Right people, right skills				

LFRS attained two Outstanding ratings in the People pillar during the inspection, making it the only service in the country to receive Outstanding in this category. LFRS were among only 3 services, out of a total of 44, that attained an outstanding rating in protection, understanding risk, and making best use of resources. Five areas of promising practice were also recognised in the report.

Some of the highlights from the report include:

- Our excellent performance at keeping people safe and secure from fire and other risks.
- Our outstanding understanding of risk and how we use data and technology to keep our communities safe.
- Our sector-leading protection work, including our risk-based intervention programme and our commitment to reducing unwanted fire signals.
- Our strong values and inclusive culture, with staff feeling supported, listened to, and proud to work here.
- Our innovative use of resources, from mobile data terminals and drones to our investment in training and development.

The inspectorate praised the Service for its excellent performance and recognised our commitment to continuous improvement, our collaborative approach with partners, and our ability to adapt to new challenges and legislation. The Service's commitment to inclusivity, staff wellbeing, and community engagement were also highlighted as sector leading.

National HMICFRS Results

HMICFRS have now completed their Round 3 inspection and have published all 44 reports.

The table below shows the summary of the gradings for all 44 FRSs inspected in Round 3 demonstrating the performance of each service based on grading.

Scoring Key	
Outstanding	
Good	
Adequate	
Requires Improvement	
Inadequate	

	Category Key
A	Understanding the risk of fire and other emergencies
B	Preventing fires and other risks
C	Protecting the public through fire regulation
D	Responding to fires and other emergencies
E	Responding to major and multi-agency incidents
F	Making best use of resources
G	Making the fire and rescue service affordable now and in the future
H	Promoting the right values and culture
I	Getting the right people with the right skills
J	Ensuring fairness and promoting diversity
K	Managing performance and developing leaders

		A	B	C	D	E	F	G	H	I	J	K
Rank	Region	Effectiveness					Efficiency		People			
1	Lancashire											
2	Humberside											
3	Merseyside											
4	County Durham & Darlington											
5	Kent											
6	Greater Manchester											
7	Nottinghamshire											
8	Staffordshire											
9	Royal Berkshire											
10	Derbyshire											
11	Cambridgeshire											
12	Cheshire											
13	West Yorkshire											
14	London											
15	Isles of Scilly											
16	North Yorkshire											
17	West Sussex											
18	East Sussex											
19	South Yorkshire											
20	Hereford & Worcester											
21	Northumberland											
22	Dorset & Wiltshire											
23	Leicestershire											
24	Tyne and Wear											
25	Cleveland											
26	West Midlands											
27	Norfolk											
28	Northamptonshire											
29	Lincolnshire											
30	Cumbria											
31	Devon & Somerset											
32	Bedfordshire											
33	Essex											
34	Hertfordshire											
35	Hampshire and Isle of Wight											
36	Oxfordshire											
37	Surrey											
38	Suffolk											
39	Warwickshire											
40	Shropshire											
41	Cornwall											
42	Buckinghamshire											
43	Gloucestershire											
44	Avon											

HMICFRS Inspection 2025 – 27

HMICFRS have published their inspection schedule for 2025-27, the dates for the inspection programme will be released in three phases. The first inspections of the new round have recently concluded. Currently, LFRS are listed as the last service to undergo inspection, which is anticipated to take place around Spring 2027, although this is subject to potential amendments.

The 2025-27 inspection programme will involve a number of changes from the previous round, there will be some focus on the impact of governance on fire and rescue services, leadership, and a reduction in inspection areas from 11 to 10. The Service continue to engage with our Service Liaison Lead from HMICFRS.

HMICFRS Activity

A formal letter was sent to HMI Michelle Skeer, officially closing the six Areas for Improvement (AFIs) identified during the Round 2 inspection. The inspectors for Round 3 expressed their satisfaction with the progress made to address the AFIs that were previously identified.

We have been in communication with our HMICFRS SLL, Phil Innis, who is scheduled to present a session to the Organisational Assurance team on 26 November 2025. This session is expected to cover our AFI regarding Equality Impact Assessments and the key changes for the upcoming round of inspections.

We are required to provide a quarterly report on the progress of our AFI and work is already underway to progress this area which has been identified. The Round 3 report has also been scrutinised to gather any further areas identified that that may assist us in elevating any aspects from good to outstanding. Department engagement is taking place to address any findings and actions will be tracked by the Organisational Assurance Team on the Assurance Monitoring System (AMS).

State of Fire and Rescue

The Annual Assessment of Fire and Rescue Services in England 2024–25 was published on 5 November. This is His Majesty's Chief Inspector's third annual report to the Secretary of State under section 28B of the Fire and Rescue Services Act 2004.

It is his first annual report on fire and rescue since the new Government came into power in July 2024. The report contains his assessment of the effectiveness and efficiency of fire and rescue services in England, which is based on the inspection reports published between February 2023 and August 2025.

Between March 2023 and August 2025, the HMICFRS carried out their third full round of inspections of all 44 fire and rescue services in England. Several services made improvements in the Round 3 inspections. They closed 416 of 695 outstanding areas for improvement (AFIs) and issued fewer AFIs in this round. They also identified 67 examples of promising and innovative practice across 25 services.

Overall, 73 percent of the graded judgments awarded in Round 3 were 'adequate', 'good' or 'outstanding'. This means services were able to show at least some of the characteristics of good performance in most areas and 43 percent of all grades met or

exceeded the benchmark for good performance, where they issued good or outstanding grades. Overall, in this round, the HMICFRS gave the following proportion of grades:

- 4 percent outstanding
- 39 percent good
- 30 percent adequate
- 24 percent requires improvement
- 3 percent inadequate.

LFRS were identified for positive practice on several occasions within the national report.

The full report can be found at <https://www.gov.uk/government/publications/the-state-of-fire-and-rescue-2024-to-2025>.

HMICFRS Chief and Chairs event

The annual Chiefs and Chairs event was held in Nottingham on 4 November 2025. Chief fire officers, authority chairs (and equivalents), sector leaders, and Government representatives were brought together to discuss key issues facing the sector. CFO Jon Charters and CC Usman Arif attended on behalf of LFRS.

The day consisted of several presentations that were delivered by sector leaders, and the new Minister for Building Safety, Fire and Democracy Samantha Dixon MBE MP was also in attendance to deliver the keynote speech. The presentations and discussions focussed on:

- Key findings from the round 3 inspections
- Internal Governance
- Protection and Risk Based Inspection Programme
- Use of technology

HMICFRS Data Collection

The HMICFRS have discontinued the collection of Autumn data returns and transitioned to an annual return, which will next be requested in Spring 2026. The information included in the return is expected to be similar to the information requested in Spring 2025.

Appendix 1

Lancashire Fire and Rescue Service congratulated for excellent performance

Lancashire Fire and Rescue Service is outstanding in many areas, including understanding risk and protecting the public through fire regulation, the fire inspectorate has said.

His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) has graded Lancashire Fire and Rescue Service's performance across 11 areas. It found the service was 'outstanding' in six areas and 'good' in five areas.

HMICFRS said the service is outstanding at understanding risk. It builds a comprehensive risk profile using information from a wide range of sources, including consultation with local communities. The service uses IT effectively to share incident information quickly. It has invested in an automated post-incident system which supports a shared understanding of risk across the service.

Inspectors said the service works well to protect the public by regulating fire safety. The service's protection strategy is clearly linked to the risks identified in its community risk management plan, which allows effective information sharing between staff across the service. The service also proactively works with local businesses and organisations to promote compliance with fire safety legislation. For example, the service has reduced attendance to unwanted fire signals leading to efficiency savings.

HMICFRS also found that the service is well prepared for major and multi-agency incidents, working closely with the local resilience forum and investing in innovative equipment to respond to wildfire incidents and wide-scale flooding. It is also familiar with the significant risks neighbouring fire and rescue services may face and works well with other services to respond to emergency incidents.

Inspectors said the service continues to be outstanding at promoting its values and culture. Leaders demonstrate the service's values, and staff feel appreciated and included. Staff told inspectors that they felt the service was inclusive, supported individuals and took action against those who didn't model the values and behaviours expected.

However, the service needs to do more to make sure that its equality impact assessment process is robust, and the assessment findings are acted on appropriately.

His Majesty's Inspector of Fire and Rescue Services Michelle Skeer said:

"I congratulate Lancashire Fire and Rescue Service on its excellent performance in keeping people safe and secure from fire and other risks. I was pleased to see that the service has made good progress since our last inspection.

"The service is outstanding in six areas, including understanding risk, protecting the public by regulating fire safety and responding to major and multi-agency incidents. It uses a wide range of data to understand risk at a

local level, and it has a robust plan and resources in place to inspect its highest-risk buildings.

“The service continues to be outstanding at promoting its values and culture. Leaders demonstrate the service’s values and staff feel appreciated and included. It also works hard to make sure its staff are trained and skilled, with a culture of continuous learning throughout the service.

“The service’s current leadership, management, and staff, alongside the contributions of former Chief Fire Officer Justin Johnston, have further improved its services to the public. I am confident the service will address the area for improvement we have identified around its equality impact assessment process.”

Ends

Business risk

The inspectorate will monitor LFRS’s direction of travel, it could cause reputational damage if it is perceived that we have not made reasonable progress during inspections.

Sustainability or Environmental Impact

None.

Equality and Diversity Implications

None.

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

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: Insert Exemption Clause

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Lancashire Combined Fire Authority Planning Committee

Meeting to be held on 17 November 2025

Community Risk Management Plan and Service Review

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

Executive Summary

All Fire and Rescue Authorities are required to produce a Community Risk Management Plan (CRMP). This plan must consider all foreseeable fire and rescue related risks that could affect our communities.

Recommendation(s)

The Planning Committee are asked to note, endorse, and approve the approach taken for the production of the CRMP 2027-2032 alongside a Service Review.

Information

As required by the government's Fire and Rescue National Framework for England, each Fire and Rescue Service must produce a high-level Community Risk Management Plan (CRMP) which explains how they will use their resources to respond to and reduce the risks they have identified in their local area.

As part of our planning process, we identify and assess all foreseeable fire and rescue-related risks across Lancashire and use this information to plan how to control these risks, respond to emergencies and deliver our fire prevention and protection activities in the most efficient and effective way.

This means we can make sure we have the right people and resources in the right places at the right time to protect our communities, our environment and our people.

The plan will last for five years and will evidence that we have listened to our communities and those organisations that have an interest in what we do as we write our plan, including representative bodies and staff associations.

This CRMP will set out the priorities, which support our vision of 'making Lancashire safer', and will in turn be supported by our six key strategic documents:

- Response Strategy
- Prevention Strategy
- Protection Strategy
- People Strategy
- Digital Strategy
- Finance Strategy

Proposed approach

Phase I

From January 2026, for a minimum of eight weeks. We will explain the challenges and drivers for change and invite views on our proposed direction of travel.

Phase I will allow us to listen and learn about our communities' and workforce priorities, before detailed options are developed ahead of Phase II.

We will share evidence and ask for views on:

- how we plan to keep people safe
- the issues and risks we could face in the next 20 years, such as the impact of extreme weather, new technology, and how the area we serve grows and changes
- what people think we should prioritise for investment – such as training, equipment and community safety work
- how we use and organise our resources, including our people, according to when and where we know demand is highest
- how we use, modernise and share our buildings, so our sites serve our communities in the best possible way.

A pre-consultation document will be submitted to December's full CFA meeting for approval to engage with communities and staff in early 2026.

Phase II

Following feedback from the pre-consultation, a draft CRMP and strategic strategies will be developed alongside options for how our services could be delivered in the future. A full consultation will then take place during summer 2026 where we will present and seek feedback on the CRMP 2027-2032 and options for shaping the future of Lancashire Fire and Rescue Service (LFRS). The new CRMP will go live and the implementation of any proposed changes will take place from April 2027.

Timeline

- 17 November 2025 Planning Committee: CRMP 2027-32 development overview and timeline for approval
- 15 December 2025 Combined Fire Authority (CFA): Pre-consultation approval
- January - February 2026: 8 week CRMP Pre-consultation engagement
- January to June 2026: Review of core strategies, develop CRMP and Service Review documents
- 13 July 2026 Planning Committee: Draft CRMP and Service Review documents approval to consult
- July – October 2026: CRMP and Service Review full stakeholder consultation
- 16 November 2026 Planning Committee: Final draft CRMP and Service Review proposals for consideration and recommending to full CFA
- 14 December 2026 Combined Fire Authority (CFA): Final CRMP & Service Review proposals for approval

- 1 April 2027: CRMP 2027-32 published
- 1 April 2027 – 31st March 2032: Service Review implementation

Sustainability or Environmental Impact

None.

Equality and Diversity Implications

The CRMP and Service Review will be produced in accordance with accessibility guidelines and will be subject to a full Equality Impact Assessment.

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

Implications will be clearer following the receipt of consultation responses. The CRMP forms part of the planning process and will link through to individual appraisals.

Financial implications

The CRMP and Service Review will direct the Service's focus over the next 5 years.

Legal implications

All Fire and Rescue Authorities are required to produce a Community Risk Management Plan (CRMP) under the National Framework.

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

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Lancashire Combined Fire Authority

Planning Committee

Meeting to be held on Monday 17 November 2025

Council tax precept consultation

Contact for further information – Steven Brown, Director of Corporate Services and Treasurer, tel: 01772 866804

Executive Summary

The purpose of this report is to inform members of the Planning Committee of the Service's intention to consult the public on its council tax precept for 2026-27, following announcement of the provisional local government finance settlement in December 2025.

Recommendation

Members are asked to note the report.

Information

Lancashire Fire and Rescue Service is required to consult the public on the proposed council tax precept for 2026-27.

The draft local government finance settlement, which sets out government funding and to what extent the precept can be raised, is usually announced in late December. Due to the timing, the Service is not able to seek approval for consultation from the Planning Committee in sufficient time to undertake consultation prior to the Combined Fire Authority (CFA) annual budget meeting in February.

For this reason, members have previously agreed to delegate approval to undertake consultation to the Chair in consultation with the Treasurer and the Chief Fire Officer. It is intended to consult the public between late December and early February.

A report detailing consultation activity will be taken to the Planning Committee at its meeting on 2 February 2026 ahead of the final results being discussed at the budget meeting on 25 February 2026, where CFA members will consider and agree a final budget and the resultant council tax implications.

The precept increase in 2024/25 was 5.9%, which was the equivalent of £5 per year on a Band D property, and in 2023/24 it was 2.99% which were the maximum precept increases permitted.

Business risk

Ascertaining support levels for the Service's financial plans and views from communities and stakeholders is essential to provide opportunity to influence development of their fire and rescue service and will be used to inform decision making.

Sustainability or Environmental Impact

None.

Equality and Diversity Implications

An equality impact assessment will be undertaken and equalities monitoring will take place to understand if the consultation has reached all parts of the community.

Data Protection (GDPR)

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

HR implications

None.

Financial implications

The consultation will be delivered by the Service's in-house corporate communications department and budget without any additional resources.

Legal implications

Consultation over the council tax precept is a statutory requirement.

The consultation plan will be aligned to the Service's consultation strategy which is reviewed annually by the Planning Committee to ensure that it continues to meet statutory requirements and incorporate good practice.

Local Government (Access to Information) Act 1985

List of background papers

Paper: Lancashire Combined Fire Authority Public Consultation Strategy

Date: February 2025

Contact: Mark Nolan, Clerk and Monitoring Officer