

LANCASHIRE COMBINED FIRE AUTHORITY

PLANNING COMMITTEE

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

MINUTES

PRESENT:

Councillors

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

Officers

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

In attendance

T Cogley, Fire Brigades Union

25-20/21 APOLOGIES FOR ABSENCE

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

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

None received.

27-20/21 MINUTES OF PREVIOUS MEETING

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

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

This year's Annual Service Plan, as now considered by Members continued to provide LFRS with the platform to highlight the priority activities and projects the Service intended to deliver over the coming year; leading improvements and innovation in the sector with some of the best firefighting equipment and training facilities in the country and a highly skilled and motivated workforce.

The year ahead would build on achievements by staying focused on continuous improvement to make the people of Lancashire safer, particularly the most vulnerable members of our communities. Many priorities were initiatives that would transform the way the Service worked and would bring lasting benefits.

Annual Service Plan

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

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

The Annual Service Plan informed activity that would be led across the Service as well as locally within district plans. Activities that were planned for delivery also informed the staff performance appraisal process so that all staff understood the plans and were involved in helping to deliver key activities.

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

As always, the aim was to continually improve and refine the planning process and this year's Plan aimed to add focus on achievable objectives to be delivered within the year, acknowledging that a proportion of items were continued from the 2020/21 Plan, reflecting the commitment to a number of long-term projects.

Strategic Assessment of Risk

Risk in Lancashire would always remain dynamic: it changed over time, differed by area and demographic, and needed different interventions to reduce the likelihood of the risk occurring or to lessen its consequences. These risks were identified in the Strategic Assessment of Risk which was refreshed annually and was also informed by the Lancashire Resilience Forum Community Risk Register. Through our risk management framework, the Service continually assessed changing risk and prioritised our response framework. A wider consultation had also taken place, involving Unitary Authorities, District Councils, Lancashire County Council and Lancashire Constabulary, in order to gain a more complete collaborative picture of the perceived risk from the viewpoint of all organisations.

This year's Assessment was built on previous iterations as the Service sought to continually improve its risk management processes. This year the Service had sought to identify more clearly how it responded to a number of the strategic risks identified, examples being the response to the emerging threat of climate change which would be delivered through a new Climate Change Response Plan.

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

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

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

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

29-20/21 CONSULTATION STRATEGY

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

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

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

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

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

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

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

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

30-20/21 REVIEW OF KEY PERFORMANCE INDICATORS

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

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

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

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

A summary of the new KPIs was:

1. Valuing our people so that they can focus on making Lancashire safer
 - 1.1 Overall Staff Engagement
 - 1.2.1 Staff Absence Wholetime
 - 1.2.2 Staff Absence On-Call
 - 1.2.3 Staff Absence Greenbook
 - 1.3.1 Workforce Diversity (as a %)
 - 1.3.2 Workforce Diversity Recruited (as a %)
 - 1.4 Staff Accidents

2. Preventing fires and other emergencies from happening; Protecting people and property when fires happen
 - 2.1 Critical fire Risk Map Score
 - 2.2 Overall Activity
 - 2.3 Accidental Dwelling Fires (ADF)
 - 2.3.1 ADF – Harm to people – Casualties
 - 2.3.2 ADF – Harm to Property – Extent of Damage (Fire Severity)
 - 2.4 Accidental Building Fires (ABF) - (Commercial Premises)
 - 2.4.1 ABF (Commercial Premises) – Harm to Property – Extent of Damage (Fire Severity)
 - 2.5 ABF (Non-Commercial Premises)
 - 2.5.1 ABF (Non-Commercial Premises – Private Garages and Private Sheds) – Harm to Property – Extent of Damage (Fire Severity)
 - 2.6 Deliberate Fires Total
 - 2.6.1 Deliberate Fires – Dwellings
 - 2.6.2 Deliberate Fires – Commercial Premises

- 2.6.3 Deliberate Fires – Other (rubbish, grassland etc)
- 2.7 Home Fire Safety Checks (HFSCs)
- 2.8 Numbers of other prevention activities such as Childsafe, Wasted Lives etc
- 2.9 Fire Safety Enforcement
- 2.10 Building Regulation Consultations

- 3. Responding to fire and other emergencies quickly
 - 3.1 Critical Fire Response – 1st Fire Engine Attendance
 - 3.2 Critical Special Service Response – 1st Fire Engine Attendance
 - 3.3 Total Fire Engine Availability
 - 3.3.1 Fire Engine Availability Wholetime Shift Systems
 - 3.3.2 Fire Engine Availability On-Call Shift Systems

- 4. Delivering value for money in how we use our resources
 - 4.1 Progress Against Allocated budget
 - 4.2 Partnership Collaboration
 - 4.3 Overall User Satisfaction

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

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

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

31-20/21 EMERGENCY COVER REVIEW

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

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

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

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

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

The aims of the ECR were to:

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

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

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

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

It was recommended that the scope of the ECR included:

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

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

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

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

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

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

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

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

The Acting Assistant Chief Fire Officer presented the report.

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

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

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

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

A key element of their observations was that:

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

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

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

In delivering against this plan, the aim was to:

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

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

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

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

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

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

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

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

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

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

33-20/21 DATE OF NEXT MEETING

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

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

LFRS HQ
Fulwood

M NOLAN
Clerk to CFA