

# LINCOLNSHIRE FIRE & RESCUE

# RESPONSE FRAMEWORK

2020 – 2024



Lincolnshire  
COUNTY COUNCIL  
*Working for a better future*



## CONTENTS

<b>1</b>	<b>INTRODUCTION</b>	<b>3</b>
<b>2</b>	<b>WHY DO WE HAVE A RESPONSE FRAMEWORK?</b>	<b>4</b>
<b>3</b>	<b>OUR AMBITIONS</b>	<b>5</b>
<b>4</b>	<b>OUR OBJECTIVES</b>	<b>5</b>
<b>5</b>	<b>HOW WE WILL ACHIEVE THIS</b>	<b>6</b>
	5.1 Concept of operations	6
	5.2 Command and control	7
	5.3 Incident command	7
	5.4 Response levels	8
	5.5 Phased response	9
	5.6 Resource planning	9
	5.7 Response standards	12
	5.8 Specialist and technical response	13
<b>6</b>	<b>MEASURING SUCCESS</b>	<b>13</b>
<b>7</b>	<b>LEARNING FROM OUR ACTIVITY</b>	<b>14</b>
<b>8</b>	<b>PROVIDING VALUE FOR MONEY</b>	<b>15</b>
<b>9</b>	<b>SUMMARY OF RESOURCING TO OUR RISKS</b>	<b>16</b>

# 1 INTRODUCTION

The purpose of this document is to set out how Lincolnshire Fire and Rescue (LFR) will provide an emergency response as part of our Integrated Risk Management Plan (IRMP).

The Response Framework is part of a suite of strategies (Fig 1) which jointly outlines how we mitigate the risks highlighted in our Community Risk Profile (CRP), 'Understanding risk in Lincolnshire'. This Framework supports our IRMP and provides the strategic objectives that in turn will be delivered through more detailed guidance documents, (Service Order 04 and its associated Guidance Notes).

LFR uses a blended approach throughout the Frameworks to ensure resources are targeted to reduce the likelihood of emergency incidents happening in the first place; hence an area of increased risk will attract resourcing from Prevention, Protection and Response functions in a cohesive, strategic way aligned to the data supporting the CRP Document.

This Framework will be refreshed annually to ensure it remains fit for purpose and will be subject to a full review in line with our IRMP cycle. Specific actions to enable the Framework to be achieved will be provided and tracked through our annual Service Plan.

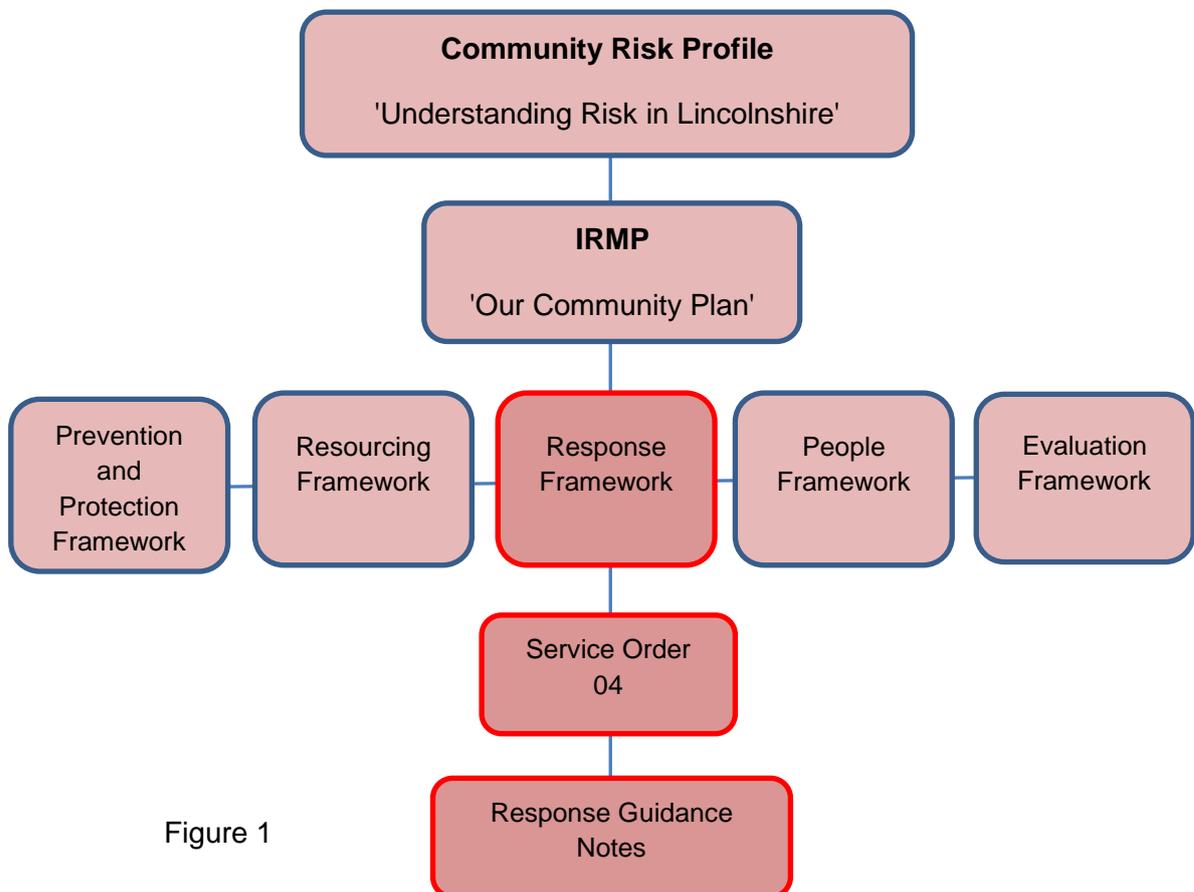


Figure 1

## 2 WHY DO WE HAVE A RESPONSE FRAMEWORK?

The aim of our Response Framework is to ensure that, should an incident occur, we can minimise the impact of that incident by providing a timely, appropriate and resilient response capability.

The Framework outlines how LFR will carry out its statutory and legislative responsibilities, utilising risk-based methodology, within its current financial constraints<sup>1</sup>. The information and data that supports the Framework, in terms of resourcing to risk, is outlined within the CRP 2020-24 which directly influences the policies and procedures for our Operational Response (Service Order 04 and its associated 'Response Guidance Notes')

Specifically the Framework aims to mitigate risks captured in our community risk profiling document by providing the **response** element of our blended approach to community and corporate risk reduction.

LFR will ensure it complies with relevant statutory requirements contained within the following three key pieces of legislation:

- Fire and Rescue Services Act 2004 (predominantly Sections 7,8 and 9)
- Civil Contingencies Act 2004
- Health & Safety at Work Act 1974

LFR will have regard to the Fire and Rescue National Framework for England publicised and updated by the current government which sets out the Government's priorities and objectives for Fire and Rescue Authorities.

LFR is committed to delivering our operational response in line with national best practice and will have policies and procedures in place which comply with (or exceed) the following guidance in regards to response:

- National Operational Guidance (NOG)
- Joint Emergency Services Interoperability Principles (JESIP)
- National Co-ordination & Advisory Framework (NCAF)

Wherever there are nationally agreed concepts of operations (for example National Resilience Assets) against which LFR attracts funding we will endeavour to adhere to the principles agreed.

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<sup>1</sup> Annual financial planning assumptions are provided in order to build a 'base line budget' requirement sufficient to enable the levels of response detailed within the framework.

### **3 OUR AMBITIONS**

For response, LFR has set the following ambitions for 2020-24:

- We aim to provide the most effective and efficient response to a range of emergencies, both current and emerging, across the county.
- We aim to provide an efficient, effective and person centred service to our communities.
- We aim to provide robust plans to deal with major emergencies and critical events in conjunction with other blue light and wider partners (JESIP).
- We aim to maintain an ability to respond to national emergencies as required
- We aim to carry out operational activity in a safe and effective manner.
- We aim to have sustainable and effective duty systems to support operational activity.
- We aim to continuously improve our response through active learning both locally and nationally. (for example Grenfell Tower).

### **4 OUR OBJECTIVES**

LFR has set the following response objectives for 2020-24:

- We will provide a response to all dwelling fires across the county within expected timeframes on 100% of occasions. (Standards confirmed in risk based mapping exercise).
- We will provide a response to all road traffic collisions (RTCs) across the county within expected timeframes on 100% of occasions. (Standards confirmed in risk based mapping exercise).
- We will maintain an assured level of response by providing a minimum of 23 appliances available 100% of the time.
- We will fully embed National Operational Guidance for all operational training packages and operational guidance by 2023 supporting competence of operational personnel.
- We will continue to seek collaborative opportunities and joint working initiatives with our blue light partners to enhance performance and service delivery to our communities.
- We will develop and maintain the competence of our control room staff to ensure timely handling of emergency calls and subsequent mobilisation of resources.
- We will continue to carry out periodic reviews of our Pre-Determined Attendances (PDAs) in line with national and local risks and best practice, as identified by the National Fire Chiefs Council (NFCC).

- We will monitor and maintain competence of operational commanders at all levels within the organisation, resulting in the most appropriate effective management of operational incidents.
- We will review our operational assets in line with identified and emerging risks ensuring we provide our operational crews with the most up to date equipment possible.
- We will embed a robust process for capturing 'Operational Learning' from all incidents and exercises to ensure we continue to develop and improve service delivery, with a commitment to maintaining and enhancing our high standards of performance.
- We will regularly train/exercise with local partners to understand and manage local and emerging risks.
- We will develop and embed working relationships and formal legal agreements with emergency service partners in bordering counties to enhance service delivery.

## 5 HOW WE WILL ACHIEVE THIS

To achieve our ambitions over the lifespan of Our Community Plan, we have devised the following strategies and will resource accordingly.

### 5.1 Concept of operations

LFR has its own 'Concept of Operations' which, through risk assessment, provides an appropriate response to our communities and where appropriate both nationally and internationally. This is influenced by the data provided within the CRP, National Resilience and Department for International Development (DFID).

The data within the Community Risk Profile will influence the locations of our response assets to ensure we are able to respond to our risks appropriately. Our concept of operations uses a tiered approach, each level adding additional but complementary, capability all underpinned by our command and control functions.

Throughout the lifespan of operations the culture defined within the Firefighter Maxim will be adopted to support successful outcomes during operations. The Firefighter Maxim is as follows:

*"At every incident, the greater the potential benefit of Fire and Rescue actions, the greater the risk that is accepted by commanders and firefighters. Activities that present a high risk to safety are limited to those that have the potential to save life or to prevent rapid and significant escalation of the incident."*

## 5.2 Command and control

Our concept of operations begins with the receipt of an emergency request for our assistance. Through our control room function we will have robust and effective systems and personnel in place to ensure we are able to mobilise assets, provide a scalable command structure and communicate with crews, other agencies and the community for the duration of an emergency event.

We will define the assets and skills required to deal with incidents by building PDA detail and enabling them through our mobilising system within the control room function. PDAs enable LFR to instantly send the correct type and number of assets in response to a particular type of incident by automating as much of the process as possible. This significantly speeds up the time taken to despatch our appliances and staff to emergency incidents.

## 5.3 Incident command

This is our structure to ensure we have a coordinated, risk based approach to decision making and communication on the incident ground that ensures operations are conducted safely and effectively.

LFR will be compliant with National Operational Guidance - Incident Command and The Foundation for Incident Command. The principles for our Incident Commanders are to:

- Prevent or minimise harm to people
- Resolve the incident with minimal impact to the community
- Protect the environment

Incident commanders must establish a safe working environment as soon as is practicable. To ensure a safe working environment they will need to:

- Select the most appropriate control measures.
- Consider the benefits of proceeding with actions taking account of the risk.
- Take into account any time constraints.

Safe systems of work must be developed, implemented, maintained and reviewed throughout the incident.

Incident commanders are to operate within the concept of Operational Discretion. This can be defined as:

*In resolving an incident, commanders use their own experience and knowledge of guidance, together with that of the command team and crew members. However, incident commanders may occasionally be presented with a situation that is extremely unusual and not reasonably foreseeable. In this circumstance they may have to make decisions using their professional judgment.*

*Operational discretion relates to rare or exceptional circumstances where strictly following an operational procedure would be a barrier to resolving an incident, or where there is no procedure that adequately deals with the incident. Commanders need to be sufficiently aware of procedures, the skills and qualities of crew members and the capability of resources available.*

LFR is committed to ensure that all personnel that operate within a command function will be trained, assessed and competent in the role they are asked to perform. The People Framework outlines our competence based training strategy that includes command training from Level 1-4 with a blend of internal and external assessments.

As part of the Lincolnshire Resilience Forum (LRF) response to major emergencies and events that require full multi-agency response and coordination, LFR will ensure we have a capability that supports the LRF command structure in line with CCA 2004 and JESIP.

To ensure this structure is embedded, LFR will be engaged with LRF's Training and Exercising Plan to receive command training within this environment.

## **5.4 Response levels**

### **Level 1 response - All Hazards Response**

All operational personnel are competent to this level of response. Level 1 enables an appropriate response to any incident, with a fully kitted fire appliance and appropriate crew. This level forms our Initial Operational Response (IOR) Phase.

### **Level 2 response - All Hazards Technical Response**

Predominantly utilising fulltime firefighters this level provides additional 'technical' skills and capabilities to enhance and complement the Level 1 attendance.

This response provides a wide range of support to enhance our Level 1 response. In particular our crews within this capability (technicians) are employed and developed to operate strategically around the county to ensure our wider area response is maintained. For example technicians contribute to wider outcomes through enhanced skill sets e.g. laying guidelines and the use of Extended Duration Breathing Apparatus (EDBA) Station Rope Rescue.

### **Level 3 response - Specialist Response and Technical Rescue**

These are generally stand-alone assets and capabilities that are strategically located around the County to be able to provide specific capability with dedicated crews. They may be mobilised with a supporting Level 1 appliance to provide additional staff.

Examples of these specialist appliances are: 2 x Aerial Ladder Platforms, Water Carrier, Command Support Unit and 2 x Rescue Support Units.

Examples of our Technical Rescue assets are: Animal Rescue teams, Water Rescue teams, Bariatric Rescue teams and Line Rescue teams.

Our response will also include responding to medical emergencies in support of the wider health and wellbeing agenda and the FRS Health Strategy; these activities are included within our Co-Responding and Joint Ambulance Conveyance activities.

### **Level 4 response - Nationally Available Response Assets**

This level provides assets and crews to fulfil our commitment to the National Resilience Concept of Operations outlined within NCAF. The assets provide the highest levels of response capability available for local response across the County.

Examples of Nationally available assets are: High Volume Pump, Urban Search and Rescue Team, National Flood Tactical Advisors and Marauding Terrorist Firearms Attack response.

### **Level 5 response - International Response**

This level is our International Search and Rescue (ISAR) Team that is part of DFID response to support international aid.

Details of all levels of response and competent crew requirements are within Service Order 04 and the appropriate Response Guidance Notes.

## **5.5 Phased response**

Our 'Initial Operational Response' (IOR) is when the first appliance arrives at any emergency incident.

Our full 'Planned Response' (PR) is when all of the people and equipment we need to deal with the particular incident are on scene.

Beyond this, our response (including provision for command and control) will be scalable up to and including support to both Tactical Coordinating Groups (TCG) and Strategic Coordination Groups (SCG) which will support our Local Resilience Forum Operation.

## 5.6 Resource planning

Our analysis of historical attendance at incident types provides an indication of the scale and concurrency of incidents we attend. What this means is that we have assessed the amount and type of incidents we can reasonably foresee would occur at any one time and therefore identify the resources we would need to support the Planned Response to these incidents.

Based on this information we have assessed that, at any one time, we should plan for the following:

- 1 x larger scale incident of 9+ fire engines
- 1 x medium scale incident of 4-8 fire engines
- 4 x small scale incidents of 1-3 fire engines

The number of fire engines required to be available to meet the full range of this planning assumption is 29. To have sufficient fire engines to meet the average attendance required to meet this planning assumption is 23. To support the incident command system we have the required incident commanders to support these planning assumptions as follows:

- 1 x large scale incident - 1 x Level 4, 1 x Level 3, 1 x Level 2, 9 x Level 1
- 1 x medium scale incident - 1 x Level 3, 1 x Level 2, 8 x Level 1
- 4 x small scale incidents - 2 x Level 2, 12 x Level 1

To meet the minimum required incident commanders we require each appliance to have a Level 1 commander with supporting incident commanders to be able to support the incident command system as follows:

- 1 x Level 4
- 2 x Level 3
- 4 x Level 2

The planning assumption described above forms part of our 'Assured Level of Response' and will be reviewed on an annual basis. If the requirement exceeds the initial availability then we will invoke recall to duty for additional support and utilisation of mutual aid and National Resilience.

In the event of the county experiencing spate conditions, incidents exceeding 48 hours duration or the declaration of a major incident or emergency, we would consider, where appropriate, requesting assistance from neighbouring Authorities (utilising agreements made under the Fire & Rescue Services Act Sections 13 and 16) or through the National Coordination and Advisory Framework.

To ensure we have sufficient resources available to deal with our highlighted risks at the most effective locations the Scale and Concurrency Plan is supported by the CRP which identifies our high risk areas. This data is provided through FRAM (Fire Risk Assessment Methodology) and highlights areas of risk throughout the county.

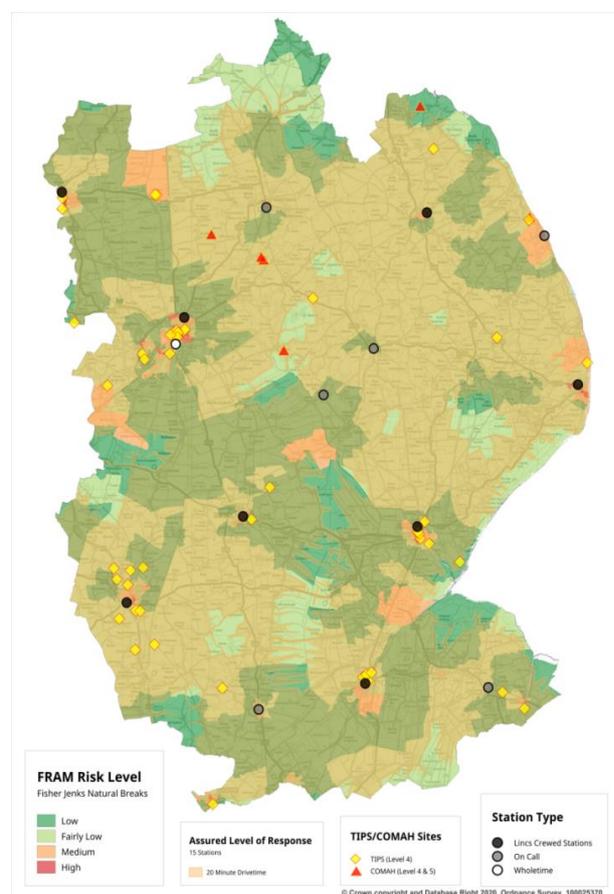
Our control room function takes calls for assistance from the public and other agencies and is responsible for despatching vehicles, crews and officers to incidents. Utilising state of the art systems and a list of 'National Incident Types' to classify emergencies, LFR provides a PDA to every incident. The PDAs are reviewed every three years to ensure initial response resources are sufficient (and compliant with National Operational Guidance) to apply a safe system of work at each incident. PDA data and review information is held within the Control Drive in a folder called 'Pre Determined Attendance Data'.

Our planning suggests the most effective way to provide response to emergencies across the county and be able to further resource rapidly escalating or major incidents, is to provide 38 fire stations (48 fire engines) geographically based to enable catchment of staff for our on call system which remains the backbone of Lincolnshire's operational response.

This forms the basis of our 'offer' to the communities of Lincolnshire and it remains a key ambition to work towards, providing availability from all the stations 100% of the time.

Inevitably, there are periods in which staff whose primary role is not fire and rescue are unavailable to provide cover. We manage this picture on a daily basis to reduce the impact of any gaps in fire cover. As described earlier, part of our assured level of response is to maintain 23 appliances available at all times to meet planned demands. We provide a level of response across Lincolnshire based on risk.

The strategic placing of our full time stations (along with 6 additional on-call locations) provides coverage of all of our identified high risk areas and 99% of our medium risks, (as outlined within our Community Risk Profile), within a timeframe of 20 minutes.



The profiling exercise carried out identifies a number of areas classed as 'low' and 'very low' risk. Whilst we acknowledge that these areas cannot be reached in our commitment of 20 minutes, details are passed to our prevention and protection colleagues who can further profile the areas.

To build this picture we use average 'drive time' information utilising actual data from the road networks within Lincolnshire. This plan further informs our People Framework in terms of when and where to focus our efforts when recruiting staff and our prevention and protection activity which focuses resources on the areas which are harder to reach both in terms of our COMAH/TIP premises and the medium risk areas from FRAM data.

The strategic locations and number of stations required to meet the outlined response times and commitment will be reviewed on an annual basis. The continual analysis of risk, both current and emerging, will support the review process.

Underpinning the Community Risk Profiling document is a suite of data sources which enables LFR to examine key types of risk including areas such as high risk industry, road collision black-spots, open water and rivers and areas of high deprivation. These all form part of the planning phase around the number and location of front line and specialist assets such as the provision of our water rescue teams and equipment. The Integrated Risk department captures this data and retains it in a folder called 'Response Planning'.

## **5.7 Response standards**

We provide data to the communities of Lincolnshire which identifies the first fire engine (IOR) response time to any property within the county. This will be based on current static fire station locations. The actual achievable response times are available on our website to enable the communities of Lincolnshire to view the likely response times for their own property.

Our minimum assured level of response as described above is built to ensure a front line fire appliance (IOR) can attend all high risk and 99% of medium risk areas throughout the county within 20 minutes. As explained above the three small 'medium' risk areas that are identified as just outside the 20 minute drive time boundary are analysed periodically and prioritised by LFR's Prevention and Protection Framework. This process is carried out for the 'low' and 'very low' risk areas.

The areas where most lives are at risk from fire are generally within our larger conurbations. Nine of our fulltime fire stations are within the city and main towns of Lincolnshire. Recognising these stations are amongst the busiest in terms of

activity, all the locations have an additional on-call fire engine at the same site. This provides a layer of cover if the first appliance is committed or where additional crew or equipment is needed to deal with larger incidents.

When responding to large scale or protracted incidents the ability to provide the levels of response are affected and in these cases we will follow a pre-planned degradation scheme. This plan will follow the assured level of response concept and ensure that our high and medium risks are prioritised for operational cover during large scale and protracted events. On the occasions where this is not possible due to the impact of events then we will call upon mutual aid and national resilience. It will be the responsibility of our control function to monitor the availability of appliances and they have the autonomy to move resources and personnel to ensure our identified areas are covered.

We are committed to carrying out a 'full fire cover review' where our risks and alignment of assets will be considered over the first 12 months of the life cycle of this document.

## **5.8 Specialist and technical response**

To ensure future service provision around a number of our technical and specialist response areas is fit for purpose and meets the needs of all relevant stakeholders, it is imperative that suitable data is used to allow decisions to be made. To enable this to be planned and resourced fully an information paper was provided to our Service Management Board (January 2020) which analysed data from incidents occurring over the last five years requiring the attendance of LFR specialist/ technical capabilities. This report provided detail on the following capabilities:

- Bariatric response
- Animal rescue large
- Rescues from height (Tech Rope)
- Swift water rescue
- Large transport incidents
- Collapsed structures

Further information relating to this work can be obtained on request. The outcomes of the review will be published for consultation towards the end of 2020. Potential changes to delivery will not be implemented until the 2021/22 financial year.

## **6 MEASURING SUCCESS**

As outlined above, our response strategy is developed with a primary aim to mitigate identified hazards and risks across the county as identified within our CRP document.

We measure success against a number of formal key performance indicators which we report on monthly through our internal performance board. The data is reflected on our management tools and actions to improve performance captured within our annual Service Plan as updates.

The Key Performance Indicators are reviewed on an annual basis, with targets set for the identified performance indicators based on the annual success and a drive for continuous improvement.

Whilst we have a formal methodology for measuring success, (as outlined above), service to our communities and keeping people safe is our primary aim. We will measure success against the identified 'objectives' in section 4 of this document, and will formally report on these when reviewing our Integrated Risk Management Plan at the end of the delivery cycle. Further detail can be found in our Evaluation Framework.

## **7 LEARNING FROM OUR ACTIVITY**

Improvement is one of LFR's four core values. To drive improvement across the Service, we are committed to reviewing all our activity, and learning from it. To support this emphasis we have created an Evaluation Framework to underpin Our Community Plan. This sets out how we will evaluate and learn from all our activity.

The Service Assurance department will manage, monitor and record the audit/debrief process. This will enable any recommendations to be investigated with any identified issues or trends addressed informally or more formally through the LFR Operational Learning Board (OLB).\*

The overarching objective of the board is to establish good practice and address learning identified through service assurance in line with National Operational Guidance (NOG).

Operational audits will be conducted at all incidents involving five pumps or more and at incidents where the learning would benefit the wider Service. The scope of the audit is to assure that systems, personnel and equipment are suitable to deliver successful outcomes to that incident. A debrief will be completed at an appropriate level after all incidents.

Any learning identified will be evaluated through the Operational Learning Board (OLB) and shared (internally) through key findings or case studies and externally through Joint Operational Learning (JOL) or National Operational Learning (NOL). (These areas are detailed within Quality Assurance Guidance Note 2 which includes

a flowchart to assist with determining the correct levels of operational debrief to apply).

It is also important we act on feedback from members of our communities. Following operational incidents attended we provide a feedback form that allows the individuals we have supported to comment on our performance. Every piece of feedback is reviewed and identified learning opportunities are acted upon.

## **8 PROVIDING VALUE FOR MONEY**

We are committed to ensuring our activities are delivered in a cost effective manner. The efficient delivery of Our Community Plan will be supported by this framework, and providing value for money will be considered in all key decisions.

Through the life cycle of our CRP we will continue to review the way we deliver our response function. We will explore options of how we can continue to deliver the high standards of service to our communities whilst looking for new and innovative ways to ensure the safety of all individuals remain at the forefront of our actions. To allow us to deliver our response function a significant portion of the annual budget is allocated to this area.

Following a number of budget planning exercises, monthly reviews and monitoring activities are carried out to ensure we remain on target for the projected expenditure. Whilst it is important to continue to deliver an effective response strategy, the welfare of our staff and the safety of our communities remain at the forefront of planning and reviews. As mentioned previously in the Framework, development of partnership working is key to our long term aim of effective and efficient service delivery.

We will continue to review our operational working arrangements, challenging our delivery methodology. It has been calculated that within Lincolnshire the estimated cost of one of our firefighters, per person, per year is £19.63 with the national average £22.38. With 77% of our operational staff operating the 'on call' duty system, we are confident we can continue to deliver a cost effective service to our communities.

## 9 SUMMARY OF RESOURCING TO OUR RISKS

RISK	RISK TYPE	RESPONSE STRATEGY
1	Dwelling Fires	We have devised an 'Assured level of response' which we are currently recruiting to. This will provide an IOR across the county within a timeframe of 18-24 months (July 2021) Additionally, through liaison with the Prevention and Protection Department, areas highlighted as being increased risk from dwelling fires have been targeted for additional fire safety resources.
2	Road Traffic Collisions	Through examination of the data provided within the CRP, we have realigned the requirements of our Technical Response Unit replacement project to include provision of additional rescue capability at two locations in the county. Additionally, all front line appliances carry hydraulic rescue capability. Partnership working with the LRSP will be vital to mitigate the impact of this risk across the County.
3	Health and Wellbeing	Following a downturn in response rates we are undertaking a significant shift in the provision of support around co-responding and JACP which we hope will improve our ability to respond to medical emergencies.
4	Flooding and Severe Weather	The East divisional commander has responsibility for reviewing our East Coast Inundation Plan which provides detail of appropriate actions LFR will take to support evacuation and rescue but further to provide Forward Command Posts to enable an LRF led action plan to be put into place. The ECI plan is exercised in part annually and is flexible enough to provide similar flood response to events other than East Coast flooding.
5	Pandemic Flu	Our Business Continuity Manager has responsibility for ensuring our department/staffing BC plans are up to date and periodically reviewed. Our 'degradation plan' also identifies and outlines requirements of how and where we will resource to risk, prioritising our operational resources based on a scalable approach.
6	Non-Domestic Fires	The response to higher risk sites are planned through SSRI and TIP information gathered by our operational crews. PDA standards are built from the actual information gathered and an appropriate response to be able to mitigate any specific risks. COMAH and TIP sites which fall outside the 20 minute 'assured level of response' drive times attract increased frequency of visits with specific safety messages and additional planning where necessary.

7	Water Risks	LFR provides a swift water rescue capability which is matched to risk and demand, as identified within our CRP. This capability ensures an effective response to all water related incidents within Lincolnshire and can be deployed to flooding incidents both locally and nationally as required.
8	Residential High Rise	LFR recently increased the PDA to all high-rise premises to four appliances, an increase of one aerial, due to the reduction in average crew numbers and the introduction of three line attack firefighting tactics. Crews across the county train on high-rise procedures. A new duty officer role has been introduced to provide a link between operational activity and control room function.
9	Malicious Acts	LFR provides an MTA light team capable of helping in a response to a gun or knife based incident. We provide an IOR capability for any CBRNE event.
10	Heritage	Integrated Risk department recently (Feb 2020) received a comprehensive data set covering heritage risk within the county. LFR will review this data set over the next 12 months and refine our operational response accordingly.
11	Deliberate Fires	The Arson Task Force monitor operational incidents utilising a blend of fire and police incident data. Partnership working identifies trends and issues from an early stage, allowing for joint prevention strategies to be developed. Our Fire Investigation team maintain national agreed levels of competence and carry out investigations to support the causation of deliberate fires alongside police colleagues.

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