



<b>AGENDA</b>		<b>LAKANAL HOUSE WORKING GROUP</b>	
DATE	Monday 31 March 2014	TIME	2.30 pm
VENUE	G-04 - Ground Floor, 169 Union Street, London SE1 0LL		

1. **NOTES OF MEETING HELD ON 23 JANUARY 2014 AND MATTERS ARISING (pages 1-24)**
2. **Q&A WITH FBU**
3. **RULE 43 ACTION PLAN - MONITORING REPORT (pages 25-38)**  
Report by Director of Operational Resilience and Training
4. **PREMISES INFORMATION PLATE PILOT (pages 39-40)**  
Report by Assistant Commissioner, Fire Safety Regulation
5. **UPDATE REPORT: (pages 41-64)**
  - **Protection of fire safety features in major refurbishment programmes – Audit Proposal**
  - **Guide(s) for Elected Members**
  - **Better use of intelligence from fire investigation work**
  - **Borough Commanders awareness of significant refurbishment projects in high rise residential premises**
  - **Communications Strategy**
 Report by Deputy Commissioner
6. **DRAFT REPORT TO STRATEGY COMMITTEE (pages 65-72)**  
Draft report by the Deputy Commissioner and the Director of Operational Resilience and Training

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Notes of:

**Lakanal House Working Group**

DATE	23 January 2013	TIME	10.30am
VENUE	Room G-04, 169 Union Street		

**Present:**

**Members** – Valerie Shawcross CBE AM (Chair); Councillor Maurice Heaster OBE; and Councillor Peter Truesdale.

**Brigade Officers** – Ron Dobson (Commissioner), Rita Dexter (Deputy Commissioner), Gary Reason (Director of Operational Resilience and Training), Dave Brown (Third Officer), Steve Turek (Assistant Commissioner, Fire Safety Regulation), Andy Snazell (Borough Commander, Southwark); and John Johnson (Committee Services).

**Guests** – Liz Sibthorpe; John McGrath; and David Lewis (Sceaux Grdens Residents Association, SGRA).

**NOTE OF MEETING:**

**1. Notes of meeting held on 14 November 2013 (and matters arising)**

**Agreed -**

- The notes of the last meeting held on 14 November 2013, as attached to the agenda paper, be noted.

**2. Q&A with Sceaux Gardens Residents**

In referring to his report at item 3 below, the Director of Operational Resilience and Training summarised the work undertaken by the Brigade since the Lakanal House fire and the Coroner's Inquest (including the changes made to procedures) and the work being undertaken by the Working Group and the Strategy Committee.

During the Q&A session, the SGRA made the following comments –

- LAs must have effective 'after-care' plans in place for similar scenarios, including guidance re residents accessing their homes after fires.
- Means of Escape need to be better signposted and publicised in high-rise buildings.
- MPS need to better manage similar scenarios (police officers did not manage the situation very well outside Lakanal House during the fire, concentrating their efforts on crowd control and giving no information to residents outside the building during the fire).
- More paint layers had been added to the interior of Marie Curie House since the fire.
- LAs must invest in fitting fire-safe cable ties and devise a rolling programme to fit sprinklers in vulnerable buildings .

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**Agreed –**

- Officers provide the SGRA with details of the current inspection regime and look into the situation in respect of the paint layers in the interior of Marie Curie House (*Borough Commander, Southwark*).

**3. Action Plan – Monitoring Report**

**Agreed –**

- The Action Plan, as summarised by the Director of Operational Resilience and Training during item 2 above, be noted.

**4. Incident Command Developments**

**Agreed –**

- The briefing supplied by the Director of Operational Resilience and Training be noted. ***\*Since the meeting, an updated briefing on Incident Command Developments has been sent to Members (see Appendix to these minutes).***

**5. Work Programme**

**Agreed –**

- The Work Programme as attached to the agenda be noted;
- The final meeting of the Working Group be held in March, with the agenda for the meeting being finalised by the Chair in consultation with officers (*Clerk*); and
- Officers provide further information to Members on the review of the emergency services carried out by the London Borough of Lewisham's Overview and Scrutiny Committee (*Deputy Commissioner*).

**8. Any Other Business**

None.

**9. Date of Next Meeting**

**Agreed –**

- That the Clerk consults with Members/officers on the proposed date of the final meeting.

**10. End of Meeting**

The meeting ended at 1.05pm.

***\*After the meeting, further consultation was undertaken with Members and officers and the final meeting of the Working Group has been scheduled to take place on 31 March 2014 at 2.30pm in Room G-04.***

John Johnson

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18 March 2014

APPENDIX

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Subject

## **Incident Command Developments**

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Brief for

**Valerie Shawcross CBE AM, Cllr Maurice Heaster OBE, Cllr Peter Truesdale**

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Author

**Gary Reason, Director of Operational Resilience and Training**

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This report updates Members on the improvements that have been made to the functions and performance relating to incident command at high rise incidents. These improvements cover the items specifically referenced in the Coroner's Rule 43 recommendations as well as the other changes that have been introduced since the Lakanal House fire in 2009.

### **Rule 43 Recommendation**

As Members will be aware one of the specific recommendations detailed in the Coroner's Rule 43 letter, dated 28 March 2013, related to Incident Command and certain tactical matters covering high rise operations.

The Coroner made particular reference to the number of changes to the role of Incident Commander (IC) and asked the Brigade to consider giving training to enhance staff performance in relation to the following:

- Use of the dynamic risk management model and other management tools to enable ICs to analyse a situation
- To recognise when to escalate attendance by more experienced ICs
- To anticipate that a fire might behave in a manner inconsistent with the compartmentation principle
- To be aware of the risks to those above and adjacent to the fire flat
- Handover from one IC to the next and effective deployment of outgoing ICs
- Use of methodical search patterns
- The collection of information from all possible sources

Some of the issues detailed above were already being progressed prior to the Inquest as they had been identified by the internal reviews of command performance that are routinely undertaken after a large incident. This was acknowledged by the Coroner in her letter to the Commissioner dated 28 March 2013.

In response to the Coroner's recommendations, all of the above issues were comprehensively reviewed and the following is a summary of the actions taken.



### Changes in Command Thresholds

Existing command level thresholds have been in place for many years and were last reviewed in detail as part of the 2004 Best Value Review (BVR) of Incident Command. A further report covering this topic was presented to the Corporate Management Board (CMB) in June 2011 (CMB 101/11 refers), which acknowledged that there would be value in widening the thresholds of command for larger incidents: 8-pump incidents and above. This was felt to be appropriate given the range of organisational improvements that had been implemented since the BVR in 2004. This included developments in selection methods, the quality and consistency of command training, improvements in the formal debriefing processes, as well as an acknowledgement that the role of the 'Monitoring Officer' had become well established and had proved effective within the Brigade. The detailed proposals relating to the scope of responsibility for the following officer roles; Station Manager (SM), Group Manager (GM), Deputy Assistant Commissioner (DAC) and Assistant Commissioner (AC) were endorsed by CMB.

As a result of this CMB decision and following formal consultation with the Representative Bodies (RBs), the Brigade implemented the changes to the command thresholds for incidents in November 2013 to provide a more appropriate spread of responsibilities across command roles at GM, DAC and AC levels. These revisions are detailed below:

- GMs now take command of 7 – 10 pump incidents (previously the range was 7 – 9)
- DACs now take command of 11 – 15 pump incidents (previously the range was 9 – 12)
- Assistant Commissioners are now responsible for 16 pump + incidents (previously 13 + pump incidents)

Whilst these revisions to Incident Command thresholds were not solely driven by the issues raised following the Lakanal House fire, they do have the effect of reducing the number and slowing down the pace of changes in command at the larger more complex incidents. The slight widening of responsibilities detailed above does not compromise any policy areas or national agreements relating to operational command, e.g. role maps, job descriptions or the National Incident Command manual. It is also consistent with the approach taken in other major metropolitan brigades.

### Enhanced Training

In relation to all of the training related issues, the Brigade asked Babcock (the Brigade's training provider) to undertake a full review of all the Incident Management related courses and development programmes to assess whether they fully covered all seven issues detailed by the Coroner.

This review confirmed that all seven issues were adequately covered in the existing command training portfolio, but highlighted the potential to make more use of high rise incident related scenarios to orientate the training towards this theme. As a result, Babcock have been directed to take every opportunity to reference high rise incidents when devising and delivering relevant training.

In addition to the formal training inputs, Babcock have also been directed to theme a number of the routine Incident Command Exercises (ICEs), for both middle and strategic managers, on incident types that include various high rise premises. Further opportunities to reference the challenges of managing high rise incidents have been taken through the Incident Command assessments that form an integral part of the promotion process. In 2013 this covered SM, GM and DAC selection rounds.

Some of the Incident Command related themes highlighted by the Coroner have also been addressed by policy updates and/or the introduction of new policy guidance. All new policy developments are reviewed against the existing training inputs and where necessary, either new training or revisions to the existing training portfolio will be made.

### Station Based Training Activities

To reinforce the routine training inputs and Incident Command exercises described above, a number of the Incident Command themes highlighted by the Coroner have been included in the Brigade's Operational News publications. These publications are produced and circulated approximately every



three/four months and detail a range of key issues and themes that the Brigade wishes to highlight. The content of the publication is informed by a wide range of data sources that are consolidated into a regular report presented to the Operations Directorate Coordination Board (ODCB).

Using data sources such as monitoring reports, fire investigation reports and feedback from Performance Review of Command (PRC), the Board identifies key themes that need to be addressed. Since the date of the Lakanal House fire, a wide range of articles that impact on the command and operational performance of crews at high rise incidents have been featured. Examples of some of these articles are detailed below :

- Command and Control Procedures
- Incident Command (roles, responsibilities and insignia)
- Early 'make up', Marshalling and RVPs,
- Operational Support \*
- Briefing and debriefing on the incident ground including breathing apparatus crews
- On arrival knowledge and tactics \*
- Pre-planning and the use of mobile data terminals (MDTs)
- High rise incidents \*
- Compartment firefighting tactics
- Search and Rescue procedures \*
- Firefighter Emergency and tactical withdrawal
- Use of Aerial appliances
- Multi-agency Liaison
- Hazards associated with cable entanglement and the introduction on new cable cutting equipment

\*indicates articles that were supported with a dedicated training solution

For each Operational News article, the publication will include a bibliography of reference material including links to all the current policy and technical guidance notes. For certain articles, the Brigade will initiate a bespoke station and/or senior officer training package that will typically need to be completed by all operational staff within a specified time period.

The Brigade is in the final stages of producing a 'case study' style training package that will incorporate the specific learning outcomes from the Lakanal House fire and some of the issues/challenges that other Fire and Rescue Services (FRS) have experienced at high rise incidents. This package will be tailored for both operational crews at station with a slightly amended format for the senior officer audience. Staff will be given approximately 3-months to complete the case study and completion of this training will be tracked through the Brigade's normal performance management systems.

In June 2013 the Brigade also published an article in its 'Shout' magazine detailing the outcomes from the Lakanal House Inquest and actions being taken to address the Coroner's recommendations.

### **Post Lakanal Actions**

As with all large scale incidents, the Brigade undertook a review of the operations and command performance immediately after the Lakanal fire using the established debriefing protocols - Performance Review of Command (PRC) and Performance Review of Operations (PRO). These debriefs served to highlight the unusual challenges that the officers faced, due to the rapid and unprecedented fire spread within the Lakanal House building.

As a result of the unusual circumstances of the Lakanal fire, the Brigade identified a number of issues that needed to be addressed to assist in the management of future high rise incidents. These issues fell into three main categories; high rise procedure and the requirement to provide guidance on moving a Bridgehead, the recording and sharing of information relating to fire survival calls (FSC) and operational pre-planning.



### High Rise Risk Assessment and Operational Procedure Review

London Fire Brigade has, on behalf of CLG/CFRA, led on the revision of the national Generic Risk Assessment (GRA) for high rise firefighting. This has been a long term and significant piece of work, which has involved significant engagement and consultation with other FRSs, bodies such as the Health and Safety Executive and national engagement with the Representative Bodies. The GRA provides a comprehensive statement of the hazards encountered at high rise fires and provides FRS with guidance regarding the control measures that should be put in place to either remove or mitigate against identified risks.

The revised GRA was published in February 2014 and incorporates all the 'lessons learned' from the Lakanal incident, as outlined by the Coroner, as well as the wider issues covered by the investigation. The revised GRA incorporates newly identified hazards to firefighters and the public that were exemplified by the Lakanal incident. These include the potential for the rapid failure of lightweight (UPVC) wall panels and for fires to spread laterally and vertically in a downwards direction – hazards which are not unique to the Lakanal incident, but which are relatively rare and had not previously been recorded in the current version of the GRA or other relevant national guidance.

As a result of the GRA being a national document, subject to national input and consultation, it also incorporates and reflects 'lessons learned' from other significant high rise incidents, such as that attended by Hampshire FRS at Shirley Towers in Southampton. This incident in particular, highlighted the hazard posed to firefighters from fallen surface-mounted cables and this relatively new danger to firefighters was duly covered in the GRA. The Brigade has since incorporated cable cutters as standard ancillary equipment for all breathing apparatus sets and amended its breathing apparatus procedures to take account of this hazard. Good progress has also been made with regard to devising a mixture of knowledge-based and practical training in order to ensure that firefighters are able to extricate themselves, should they become entrapped in fallen cables. The Brigade is also currently progressing modifications to the Breathing Apparatus (BA) cylinder cover that will further reduce the risk of cable entanglement.

The Brigade used mature drafts of the GRA to revise its own risk assessments and operational procedures in November 2011. Now that the revised GRA has been formally published, further work on reviewing the Brigade's risk assessment and operational procedure is underway, alongside a review of equipment and the best means to transporting it to upper floors at high rise fires. The outcome(s) from this work will be subject to the normal consultation through the Brigade's Joint Committee for Health, Safety & Welfare.

### Data Recording and Sharing

In response to this issue, the Brigade undertook a review of its management of fire survival calls (FSC) and, in particular, the way information is recorded and shared between Brigade Control and the officers attending the incident. This review led to the publication, in February 2012, of a new policy (Policy Note 790refers), which includes revisions to the way Brigade Control and the Incident Command team handle FSC information. A key development introduced through this policy is the requirement for both Brigade Control and the incident to share the key information about the fire survival situation. To support this requirement, when two or more FSCs are being managed by Brigade Control an additional Command Unit (CU) and Station Manager (SM) will be mobilised specifically to manage the fire survival call element of the incident.

To compliment the FSC information sharing protocol and improve information gathering and recording, the Brigade has introduced a Forward Information Board (FIB) that is carried on all Pump Ladders. The FIB is designed to be a portable and easy to use item of equipment for the recording of key information at locations that are remote from the CU, such as:

- A Bridgehead
- Sector command point
- Forward command point



The FIBs were introduced in January 2013 and have been successfully used to support the recording of operational information at a range of incidents, including those involving FSCs and complex search and rescue operations.

### Operational Pre-planning

Since 2009, the Brigade has been using a range of technology that enables operational crews to access a wide range of premise and risk information whilst en-route and/or in attendance at incidents. This technology includes Mobile data terminal (MDTs), which were introduced to all frontline pumping appliances at the end of 2009. This development was complimented by the introduction of the Operational Risk Database (ORD) that acts as the repository for all the information that the Brigade holds regarding premises and risks.

Since being introduced, these facilities have been supported with a number of policy enhancements. In July 2012, the Brigade published a new policy entitled 'Information Gathering and Contingency Plans', which provides specific guidance to station personnel regarding the risk assessment process for sites in their area. This covers identifying and gathering operationally important site risk information (SRI) and other supporting data that needs to be recorded on the operational risk database (ORD), such as the location of water supplies. This policy has been further reviewed in response to one of the recommendations detailed in the Coroner's Rule 43 recommendations and is currently going through consultation before publication.

### **Other Initiatives**

Some of the other initiatives that the Brigade has been proactively progressing also indirectly support the effectiveness and performance of operations at high rise incidents. These are detailed below:

#### Major Training Exercises

Over the past few years the Brigade has taken every opportunity to practice high rise operations at realistic venues. This has resulted in a number of large scale training exercises being held at high rise premises. This included exercises involving the Shard, a residential tower block in Southwark and, most recently, a derelict tower block in Barking, East London. The exercise in Barking involved over 75 firefighters and officers and included full multi-agency participation. The exercise made use of the Casualty Union who acted as the residents and casualties during the exercise to provide a more realistic scenario.

These types of training opportunities have allowed personnel to practise their response to high rise incidents, and have been used to test/validate some of the changes to our operational procedures and equipment that have been introduced since the Lakanal House fire. Each Area Deputy Assistant Commissioner has also been directed to establish an on-going number of training exercises involving high rise premises, as part of their respective Area Training Plan.

#### Premises Information Plates

One of the other issues highlighted through the Brigade's internal review following the Lakanal fire, recent high profile national incidents and the subsequent Coroner's recommendations, is the need for housing providers (responsible persons) and fire services to review the availability and provision of building information to crews. Premises Information Plates (PIP) are one example of how such information can be made immediately available, in a simple, easy to understand format at little expense with low on-going maintenance.

The PIP has been developed as a quick visual indicator for the first emergency crews arriving at incidents. It has been designed to provide building information for high rise residential premises, including such features as where the stairwells and lifts are located, the number and layout of the floors and other relevant information.

These plates have proved popular and successful in a number of Fire and Rescue Services in various formats and the Brigade, working with Local Authority partners have agreed to trial the plates on high

rise residential social housing, within a number of identified London Boroughs. This pilot will be used to evaluate their benefits and potential for wider roll out across London.

The pilot project will last approximately 6 months from the instalment of the first batch of PIPs, which will be handed over and installed on the outside of the premises in a prominent location by the housing provider. The pilot is scheduled to finish in April 2014 where a full evaluation will be made of the format of the information. It is then anticipated that a wider roll out of PIPs will be supported across London.

### **Summary**

This report describes the wide range of activities that have been undertaken by the Brigade in relation to its performance at high rise incidents since the tragic fire at Lakanal House in 2009. Whilst some of these activities relate to the specific outcomes from the Lakanal House fire Inquest, the majority have been identified and driven by the existing management processes used by the Brigade to evaluate its own performance.

The Brigade has a very comprehensive review system, called the Dynamic and Intelligent Operational Training (DIOT), that identifies the key themes emerging from operational performance and training exercises. This system is used to routinely assess the Brigade's performance and is one of the key management controls for determining where resources are focussed to deliver continuous improvement. A copy of the DIOT policy is appended (Appendix 1) to this report for reference purposes.

**Gary Reason**

**Director of Operational Resilience and Training**

## Dynamic and intelligent operational training (DIOT) process

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New policy number: **825**  
 Old instruction number:  
 Issue date: **11 April 2013**  
 Reviewed as current:  
 Owner: **Head of Operational Procedures**  
 Responsible work team: **Operational Tactics Team**

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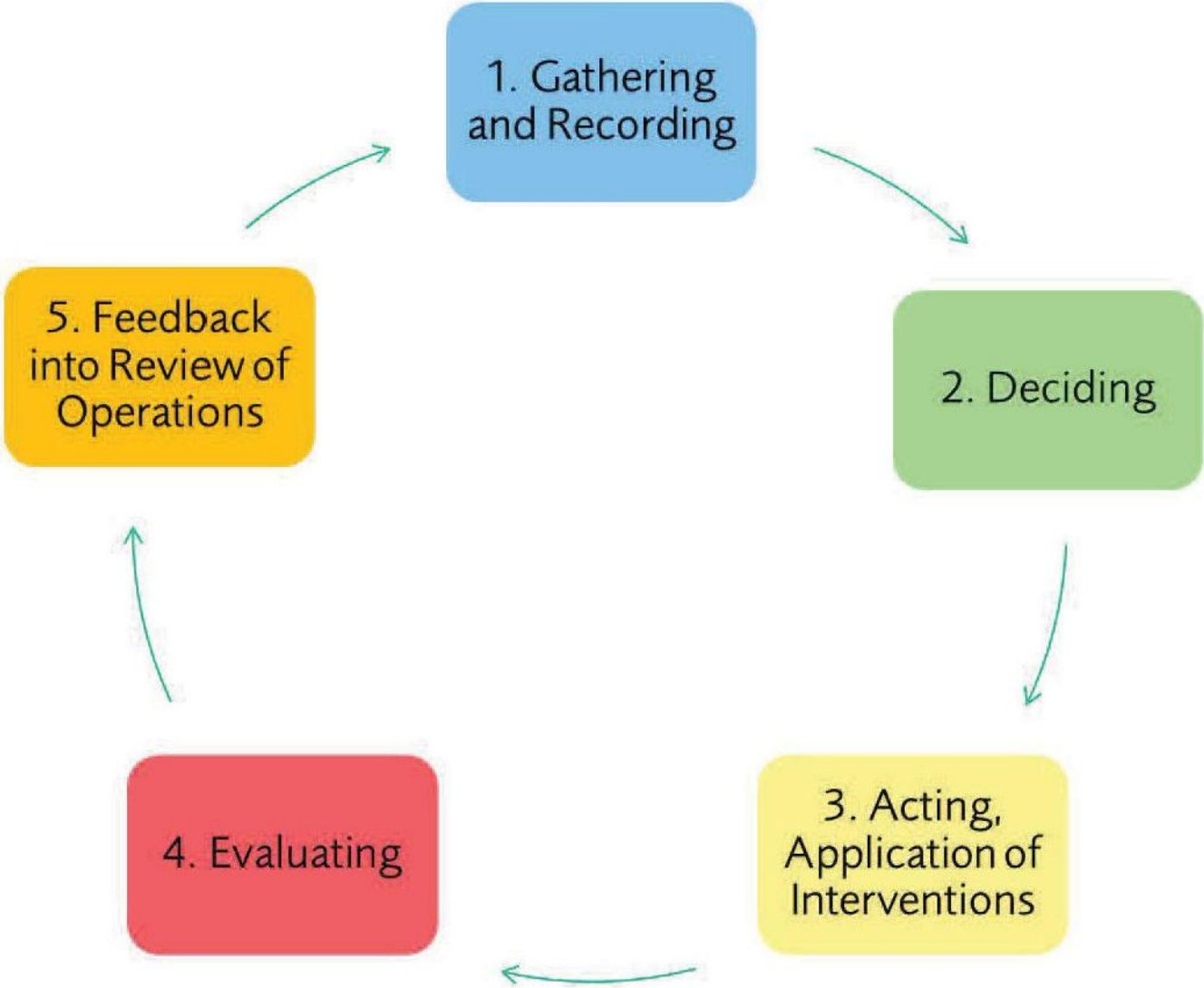
# 1 Introduction

- 1.1 This policy outlines the dynamic and intelligent operational training (DIOT) process. The DIOT process supports the Authority in its commitment to protecting the health, safety and welfare at work of all its employees and any other persons who may be affected by its operations.
- 1.2 The Authority has a statutory duty to ensure that all operational staff are trained to undertake their role effectively and safely. Training requirements for operational staff include a number of generic core risk critical skills that all staff must develop and maintain to work effectively in teams and with the communities they serve. These core skills are detailed in Policy number 427 - The development and maintenance of operational professionalism (DaMOP).
- 1.3 Training within the London Fire Brigade (LFB) can be sub divided into two main areas:
  - Acquisition of skills training – The initial learning phase. The Authority's external training provider – Babcock is responsible for acquisition of skills training. This includes the training of newly appointed firefighters as well as the development of new skills for more experienced staff undertaking new or modified roles.
  - Maintenance of skills training - Once the initial acquisition of skills training (learning phase) has taken place, it will be necessary for staff to practise their new found skills, knowledge and understanding, in conjunction with, and in addition to, their existing skills, knowledge and understanding. This 'practice' is what is referred to as maintenance of skills training.
- 1.4 The DIOT process is linked to DaMOP which sets out what is required to enable staff at stations to maintain their professionalism and competence by continually developing their skills, knowledge and understanding. The DIOT process focuses on identifying and communicating specific maintenance of skills training, based on analysis of over and under performance, to operational staff.
- 1.5 The DIOT process enables the effective identification and response to risk critical issues that have the potential to effect operational staff. The process monitors operational and training performance, identifying positive and developmental trends and provides mechanisms, including the implementation of training interventions developed both internally and externally (by Babcock) to support the maintenance of competency for all operational staff.

# 2 Background

- 2.1 The 5-step DIOT process is closely aligned to the requirements of "HSG 65 - Successful health and safety management" **Health and safety executive - successful health and safety management** by providing a process whereby operational and training performance can be measured against planned objectives and performance standards, identifying and addressing any shortfalls.
- 2.2 The various stages of the process can be grouped in to the following five main steps:
  - 1 - Gathering and recording;
  - 2 - Deciding;
  - 3 - Acting (application of interventions);
  - 4 - Evaluating; and
  - 5 - Feedback.

The 5 stages of the dynamic intelligent operational training (DIOT) process



### 3 The DIOT process

#### Step 1 - Gathering and recording

- 3.1 A significant amount of data is used to drive the DIOT process and allow the identification of initiatives and revised training practices, which are necessary to bring about performance improvements. During the 'gathering and recording' phase a number of processes and electronic systems are used to gather and record information relating to the performance of individuals, teams and the organisation. These include:

#### **Incident monitoring process (IMP)**

- 3.2 The IMP is a computer based database that provides a means to record and identify both positive and developmental trends arising from operational and training events. Information is recorded against a range of defined criteria that describe individual and team performance. The database also allows staff to capture information relating to the use and application of operational training, equipment and procedures as well as liaison with other agencies such as the London Ambulance Service and the Metropolitan Police.
- 3.3 Entries on the IMP should be the result of exception reporting only i.e. where performance of an individual, team, piece of equipment or organisational issue has either fallen below the required standard or has exceeded expectations. Monitoring officers (MO) must submit entries even if there are "no exceptions to report". The IMP database automatically prompts monitoring officers who attended an incident to submit an entry on the IMP every 7 days until a submission is made.
- 3.4 All comments on the IMP should be discussed with the recipient prior to recording. This does not mean the author requires the recipient's agreement to enter a comment but ensures an open, transparent and fair process.
- 3.5 Once submitted each entry is verified and processed by the incident management policy group.
- 3.6 Verified comments relating to the actions of specific individual(s) are automatically emailed to them and their line manager (station manager and above) as confirmation. In addition, the IMP comment is automatically added as an "observation" within the individuals personal development plan (PDP).
- 3.7 This ensures the individuals' line manager has access to all development observations and any previous development plans in a single place. Wherever developmental comments appear within a PDP, the line manager should agree a development plan to address those development needs.
- 3.8 An informal disagreement procedure is in place if the recipient of a comment disagrees with the authors' findings. Initially, the recipient's line manager should be informed of the disagreement and a consensus sought as to whether there is a case to request the comment be amended or removed. If the recipient's line manager is in agreement that a comment should be amended or removed a meeting should be arranged with the comment's author and evidence presented to validate the recipient's actions. The author of the comment will then review the evidence and determine whether the comment should remain, be amended or removed from the IMP. If an agreement cannot be made between the recipient and the author of a comment the recipient can instigate a formal grievance process.
- 3.9 Where a comment is amended or removed the recipient should contact the Strategy and Performance team to have their PDP amended to reflect the outcome of the disagreement process.



- 3.10 Emerging operational issues can also be recorded on the IMP by any station based staff in consultation with their crew and watch managers. This provides an organisational as well as an individual benefit from observations placed on the IMP in the form of improved procedures and equipment.
- 3.11 Observations relating to organisational and equipment issues reported via the IMP and safety event recording database (SERD) are forwarded to the appropriate department, the report author and the operational liaison officer for the Technical and Service Support team (for equipment/appliance issues).
- 3.12 The Incident Management Policy group create an 'organisational tracker' which instigates an e-mail request from the appropriate department every 14 days requesting information on the action being taken to resolve the organisational issue. Responses from relevant departments are included as a section within the 6 monthly operational directorates co-ordination board (ODCB) report.

#### **The monitoring officer (MO)**

- 3.13 The role of the monitoring officer ([Policy number 424](#) - Monitoring officer) fits into the process as they will gather information from incidents and training simulations. This information is fed back into the organisation via the IMP database so that areas of improvement and good practice are identified to improve service delivery.

#### **The Operations Review Team (ORT)**

- 3.14 A review of the incident monitoring process, and all aspects of operational performance at incidents and training events, is carried out through the attendance of trained members of ORT. Their key roles include validation of the information gathered on operational performance and measurement of the level of compliance within operational procedures on the incident ground or at a training event. ORT officers feedback to incident commanders (IC) and MOs during and/or post the incident or training event.

#### **Performance review of command (PRC)**

- 3.15 The PRC ([Policy number 421](#) - Performance reviews of command function (PRC)) is an analytical process that allows ICs and MOs to discuss, review, analyse and evaluate all aspects of their period in command. The evaluation of the performance of the command function is a mandatory requirement following all incidents and training events of 6 pumps and above, and for other incidents at the discretion of a deputy assistant commissioner (DAC) (or more senior role). In addition, a PRC must be held for any incident that has been the subject of a senior accident Investigation (SAI) irrespective of the size or type of the incident.
- 3.16 ORT officers will attend performance review of command (PRC) meetings to ensure consistency of the process and also make sure that relevant observations are captured and recorded. After agreeing the outcomes of the PRC with the PRC Chair, ORT officers are responsible for entering comments on the IMP.

#### **Performance review of operations (PRO)**

- 3.17 This is a formal review process similar to a PRC which provides feedback specifically to individuals, teams and the organisation with the express aim of improving operational performance ([Policy number 417](#) - Performance review of operations). The PRO process is designed to aid the improvement of service delivery by identifying and responding to best practice and areas of under-performance.

- 3.18 A PRO can be conducted following any incident/training event but must be held following all "make ups", person reported/trapped incidents, when there are indications of under performance of equipment, procedures and personnel and when there are indications that people, or equipment have performed to a high standard. A PRO must also take place following a safety event that requires either a long SERD report, or if a senior accident investigator is involved in the investigation.
- 3.19 All station based station managers are accountable for ensuring that all PROs take place and are recorded on the IMP database for incidents or training that occur on their station's ground. The responsibility for carrying out and recording the PRO can be delegated to the first IC of incidents up to and including 4 pumps.

#### **Brigade specialist officers**

- 3.20 There are a number of specialist officers who may attend operational incidents and training events to act as subject matter experts and provide the IC with advice and support. These officers include urban search and rescue advisors (UA), hazardous materials and environmental protection officers (HMEPO), and interagency liaison officers (ILO). These officers have undertaken specialist training appropriate to their relevant duties. As such, specialist officers are able to provide professional comment/feedback relating to their areas of expertise and make recommendations where training needs are identified or best practice observed.
- 3.21 Brigade specialist officers record their findings on the IMP which support trend analysis undertaken by the Incident Management Policy group each quarter. In addition, Brigade specialist officers are able to submit specific comments on positive or underperformance directly to the Incident Management Policy group who record these comments as specific requests for consideration by ODCB at the 6 monthly meetings.

#### **Accident investigation**

- 3.22 Senior accident investigators (SAI) are paged through the resource management centre (RMC) as soon as possible after a safety event occurs. SAI's use their professional training, experience and judgement to assess the event to, firstly, confirm that it is a reportable SERD event and secondly, to provide advice on actions that may need to be taken immediately, as well as determine the investigation process i.e., whether a long or short SERD report is necessary. Typically, the event will be investigated by a local accident investigator (LAI).
- 3.23 The SAI will also inform relevant staff who need to be included when completing the SERD report. SERD is the Authority's tool for recording and reporting on events that resulted in:
- injury;
  - uncontrolled actual or potential loss;
  - damage to equipment or property; or
  - the potential to cause an injury, loss or damage (near miss).
- 3.24 The IMP system benefits from a link to SERD, which allows the user to identify when a safety event has occurred. This is of interest when organising PRC's and PRO's. SAI's will lead on serious accident investigations and can support LAI's in conducting local accident investigations.
- 3.25 The Health and Safety team within Operational Assurance collate SERD reports and provide trend analysis to the Incident Management Policy group on a 6 monthly basis which forms part of the ODCB report submitted bi-annually for consideration of topics for inclusion within operational news. If an accident occurs which requires immediate intervention this can be raised either through a responsible officer or with the relevant Head of Service. The Director of



Operational Resilience and Training is informed of incidents that have significant organisational implications.

## Step 2 - Deciding

- 3.26 Organisational statistics and trends from the IMP are analysed and a formal report produced by Information Management and Incident Management Policy groups informing ODCB of organisational trends and recommended topics to be considered for communication to operational staff.
- 3.27 The ODCB report summarises the information described in Section 3 and identifies the eight most prominent subjects as well as any other significant trends to be included as articles within Operational News. At 6 monthly intervals (i.e. the March and September ODCB meetings) four or five operational themes are prioritised for inclusion within Operational News based on performance and safety event data on a risk assessed basis. These themes become the priority for targeted training activity and form the content of the communications message to operational staff.
- 3.28 The report is submitted to ODCB for consideration, which is chaired by the deputy commissioner and comprises:
  - Director of Operational Resilience & Training (Deputy Chair);
  - Third Officer - Head of Operations, Prevention and Response;
  - Assistant Commissioner - Technical & Service Support;
  - Assistant Commissioner – Regulatory Fire Safety;
  - Assistant Commissioner - Operational Procedures;
  - Assistant Commissioner - Operational Resilience;
  - Assistant Commissioner - Operational Assurance;
  - Assistant Commissioner - Mobilising and Control;
  - Head of Human Resources and Development;
  - Head of Information Management and Performance;
  - Head of Policy & Financial Co-ordination (from the Deputy Commissioner's directorate); and
  - Training representative on behalf of Babcock (6 monthly meetings only).
- 3.29 If urgent issues arise between the 6-monthly DIOT review meetings these will be addressed at one of the interim ODCB meetings that are held every 3 months.
- 3.30 An interim ODCB report is compiled by the Incident Management Policy group which is a summarised version of the 6 monthly ODCB report – the interim document provides a snapshot of the trend analysis for a three month period and is designed to identify and communicate emerging trends and/or issues requiring urgent attention.
- 3.31 Babcock attend the 6 monthly ODCB meetings to be informed of areas highlighted by ODCB which require further training emphasis. Topics identified by ODCB are distributed amongst the relevant curriculum heads within the Babcock organisational structure to identify enhancement opportunities within their area of training delivery.
- 3.32 During the ODCB meeting Babcock also feedback on the topics highlighted at the previous meeting (held 6 months previously) which required further training emphasis and inform on the actions undertaken.
- 3.33 A number of means of communication methods are used to provide operationally urgent information to staff. These include:
  - Operational News;



- Operational News 'Special';
  - Operationally urgent messages (via e-mail); and
  - Articles on Hotwire (the Brigade's intranet site, containing links to news and information).
- 3.34 As well as instigating communication of operationally urgent information to staff and subsequent maintenance of skills training, themes selected by ODCB may also trigger:
- Interim procedural guidance; or
  - Review/Instigation of policy including acquisition of new skill training.
- 3.35 Operational News is used to highlight areas for improvements, as well as best practice, communicate key issues such as those associated with the London Olympics 2012 and provide articles on new procedures and equipment.
- 3.36 Any issues that ODCB require communicating to the workforce, which are not specifically identified by IMP trend analysis - e.g., the Olympics, or topics identified of particular significance, can be presented in the form of an Operational News special.
- 3.37 Health and safety communications are also circulated to all operational staff on a six monthly basis. This information compliments health and safety training and focuses on any urgent risks and the control measures necessary to promote a healthy and safe workplace.

### **Step 3 – Acting – application of interventions**

- 3.38 Once ODCB have selected the topics for operational news the incident management policy group will inform the relevant teams/individuals, who will usually be subject matter experts that they need to compile an article for operational news.
- 3.39 The article author should review current policies and training relating to the articles subject, identifying an appropriate method of promoting its awareness and enhancing existing training to support operational staff.
- 3.40 Babcock have agreed to produce computer based training (CBT) packages to support and boost maintenance of skills for a number of articles published within Operational News. The CBT packages will offer an enhanced learning experience for specific themes on a risk assessed basis.
- 3.41 On the rare occasion the topic identified by ODCB requires change to or instigation of a new policy the Incident Management Policy group will inform the relevant team, who will usually be from either Operational Procedures or Operational Resilience, that they need to start the risk assessment and operational policy writing process. This procedure will in turn require the author of the new or amended policy to undertake the training commissioning and alteration process (TCAP).
- 3.42 The team responsible for the TCAP, who become the commissioning department, complete a document which must accurately describe the changes to procedures, and the training outcomes which are required. The commissioning department are supported in this role by the Learning Development Strategy (LDS) team, who also act as a liaison with Babcock.
- 3.43 A completed TCAP is submitted to the LDS team, a TCAP stakeholder group is formed between LDS (Chair), the commissioning department, Service Delivery and, Babcock, who assist Babcock in reviewing and suggesting one, or a range of training solutions that will deliver the identified learning outcomes. The commissioning department will then select the most appropriate solution.
- 3.44 Once a training solution is agreed, it is then developed/piloted by Babcock before being delivered to the operational workforce.

## 4 Publication of Operational News

- 4.1 Operational News is a communication tool used to specifically highlight areas of over or underperformance. Articles published within Operational News are designed to raise awareness of best practice and developmental areas. The articles are supported with links to existing training material and/or CBT packages developed by Babcock – known as the training support pack (presented at the rear of Operational News) to enhance awareness and maintenance of skills. This training is to be completed by station based staff and recorded on the station diary.
- 4.2 Time limits are set for the completion of any training which should be incorporated into the station/watch training plan. Operational staff not based at stations also have a requirement to complete training relevant to their role.
- 4.3 A colour coding system is applied using red, amber and green (RAG) to highlight the relative importance of each piece of training and aid prioritisation of training relevant to the articles contained within:
  - Red (training themes which are mandatory);
  - Amber (training themes that are mandatory for specific operational staff as detailed within the training guidance); and
  - Green (training that may be included within a watch training programme at the discretion of the watch manager based upon a training needs analysis of their watch).
- 4.4 The watch training section at the rear of Operational News clearly describes the navigation process required to locate the training support packages ensuring station based personnel are able to easily locate the supporting training material linked to the articles published within Operational News.
- 4.5 Operational News also directs station based staff on how to record their training within the Station diary.

## 5 Training support icon - knowledge centre and computer based training packages

- 5.1 All training support packages can be accessed via the 'training support icon' on any LFB desktop. This has the links to all current packages and training materials related to them. Links to training support packs are described at the rear of Operational News enabling the end user to navigate the training material and find the appropriate training package relevant to the article they have read.
- 5.2 The Knowledge Centre is an on-line system providing CBT courses and supporting learning material. Resources are available in a variety of formats, from PDF and word documents to web links to other websites.
- 5.3 Within the Knowledge Centre are both extant training notes/packages and bespoke learning packages to support watch based training that complements articles highlighted in Operational News bulletins.
- 5.4 The Knowledge Centre is managed and maintained by the Central Operations Group on behalf of Operations Prevention and Response who develop and update training packages to facilitate all staff continuation training and e-learning.



- 5.5 Babcock are responsible for the creation and management of CBT packages located within the Knowledge Centre. CBT packages are used as an additional tool to emphasise training for a number of key subjects determined by ODCB and published within Operational News.

#### **STEP 4 - evaluating**

- 5.6 In order to evaluate the operational efficiency of staff, various methods are used which identify trends, patterns and gaps in the LFB safety management system. Evaluation processes should specifically identify the effectiveness of interventions published within Operational News.
- 5.7 The cyclical nature of the DIOT process enables comparison of trends both short term, from one three month period to another, as well as long term back to the instigation of the DIOT process. Records are maintained by the Information Management team enabling accurate evaluation of the affects of the training intervention as well as an analysis of how trends for a particular subject have developed over time. Methods of evaluation employed include the following:
- Evaluation of data gathered from MO's, ORT, PRC's, PRO's, comments from Brigade specialist officers, IMP trend analysis and accident investigation is a continual process - comparison of data gathered from these sources enables conclusions to be drawn as to the effectiveness of interventions applied as part of the DIOT process.
  - The PDP has the facility for individuals to make comments where the subject has implications for Brigade training courses, equipment and/or policies and procedures. The Incident Management Policy group analyse the comments to identify both emerging trends and variances in trends after interventions are instigated as a result of the DIOT process.
  - Station training quality assurance (STQA) audits are undertaken across all watches annually. The quality of training undertaken by each watch is evaluated by two officers of a minimum rank of station manager (SM). One of the SM's should be from outside the borough to ensure consistency and transparency of the process.
- 5.8 A template is provided and the assessing station managers rate and score the performance of the watch officers in terms of the quality of training input they deliver. The STQA process ensures that best practice is adhered to.
- 5.9 The STQA evaluates the watch officers performance within four main areas:
- undertaking BPAs;
  - theoretical training – station based lecture;
  - practical training – station based training exercise; and
  - audit of scheduled training ensuring core skill training is maintained in-line with DaMOP and constituting at least 24% of the watches time;
- 5.10 Training review information officers (TRIOs) monitor station based training and check training records for completeness and accuracy. TRIO's on behalf of the Operations and Mobilising team are responsible for level 3 evaluation of training and its application in the workplace, specifically assessing whether candidates have been able to apply their new skills and knowledge to the workplace.
- 5.11 Themed audits may be commissioned by ODCB in order to assess performance of staff where necessary. These audits are designed to specifically respond to identified needs, which are not being addressed by operational professionalism audits; and
- 5.12 Feedback from staff attending courses within the organisation is key to the regular evaluation of how courses are delivered. The course evaluation management system (CEMS) enables staff to give their comments and views on courses electronically.

- 5.13 Upon completing a course, an email is automatically generated to the attendee with a link to a course evaluation questionnaire on Hotwire.
- 5.14 The scores and comments attracted by course attendees are used by the Training Assurance and Business Relationship (TABR) team in the assessment of trainers and courses. They help ensure training is fit for purpose any improvements to courses can be identified and implemented.
- 5.15 Whilst this information is not fed back directly to ODCB it provides an evaluation system within the DIOT process to support the effectiveness of the training intervention.

### **STEP 5 – Feedback**

- 5.16 An appropriate method of feeding back performance outcomes for each of the evaluation processes is in place. Feedback is necessary to inform on the effectiveness of the chosen training solution and complete the DIOT cycle. Information is gathered from various sources to ensure that the feedback process is both appropriate and thorough.
- 5.17 Some of the information to support feedback is gathered through trend analysis. Trends may be identified as a result of IMP submissions, SERDs (reduction in SERDs for a particular activity are indicators that behaviours, conduct and performance is improving in the areas of communication delivered through the DIOT process), PDPs and brigade specialist officer comments, which are reported to ODCB on a 6 monthly basis. This comparison enables the effects of training interventions on the behaviours of operational staff to be monitored.
- 5.18 The Information Management team analyse trend data on a quarterly basis and present it bi-annually within the ODCB report. The trend data is presented over a 12 month period enabling the effects of training interventions to be visualised by a fluctuation in the number of submissions for a particular subject over time.
- 5.19 Trends arising from PRO's/PRC's are recorded on the IMP by ORT officers. In addition to the comments entered on the IMP, ORT have the opportunity to highlight positive and developmental trends within their submission in the ODCB report bi-annually. These comments are evaluated against past submissions to monitor the effectiveness of training solutions.
- 5.20 The monitoring and reporting mechanisms for themed audits are built in to the process as appropriate to the situation.
- 5.21 In addition to the report submitted by Health and Safety on behalf of the Quality Assurance Team to the Incident Management Policy group, a representative from Health and Safety attends the ODCB meeting quarterly and reports on the progress of action plans resulting from senior accident investigations.
- 5.22 The results of STQA are collated and compiled on a master schedule, with a data showing the performance of each watch, station and area using a red, amber and green (RAG) system. The RAG system identifies performance of specific watches, stations and areas but does not enable identification of any individuals that were assessed during the STQA process. The action taken as a result of the outcome of the STQA is determined by the deputy assistant commissioner (DAC) for the area.
- 5.23 Quality assurance of training is audited by the TABR team on behalf of Human Resources and Development (HRD). The results of the HRD audit, which include both the competency and effectiveness of training interventions as well as performance against targets, are fed back into the continual review of operations. Any identified trends are reported to Babcock through the TABR team.



- 5.24 The TABR team agree appropriate action plans to meet training issues with Babcock as well as a realistic timeline to meet requirements.
- 5.25 The TABR team liaise with the Head of Service for HRD on a weekly basis to report on Babcock's performance against its contractual obligations relating to acquisition of skills training. This reporting process is usually unrelated to the DIOT process, which usually focuses on maintenance of skills training. There are rare occasions, however, when Babcock may be required to provide acquisition training for a subject identified by ODCB. On these occasions this reporting mechanism enables feedback to the Learning and Development Strategy (LDS) team and ODCB on subjects specific to the DIOT process.
- 5.26 The TABR team provide a quarterly report to the corporate management board (CMB) and a bi-annual report to the resources committee on competency of trainers, training delivery outcomes, evaluation of systems of work employed during training activities and equipment and venue issues.
- 5.27 Babcock attend the 6 monthly ODCB meetings to discuss the development of training solutions in response to previous ODCB and Operational News agenda items. Babcock provide a briefing paper detailing how they have emphasised training to change behaviours/knowledge to meet areas highlighted as requiring improvement identified during the DIOT process.

## 6 Glossary of terms

### **Corporate management board (CMB)**

- 6.1 The responsibility for deciding health and safety policy is held by CMB. The Commissioner has overall responsibility for health and safety and signs the health and safety policy statement.
- 6.2 The Director of Operational Resilience and Training takes the lead for health and safety for CMB. They also delegate this duty to Assistant Commissioners, and Head of Emergency Planning, who become individually responsible for their own areas of operation and activities.

### **Authority committees**

- 6.3 After the Mayoral and Assembly elections in May 2012 four committees were created to support the Authority. These are defined as: resources committee, governance, performance and audit committee, strategy committee and an appointments and urgency committee chaired by the Authority Chair.

### **Operational directorates co-ordination board (ODCB)**

- 6.4 As part of the Authority's overall governance arrangements, ODCB provides a formal and scheduled forum for the principal officers of the deputy commissioner's and operational resilience and training directorates to consider information from a number of sources about the Brigade's operational and training activities and determine the most appropriate response in terms of policy review and training development and consider other cross-directorate issues.

### **Authority's training provider – Babcock.**

- 6.5 The twenty-five year partnership between the Brigade and Babcock to deliver all training commenced on 1 April 2012. This partnership has led to the creation of two new teams within the Human Resources and Development Department:
- The Learning and Development Strategy Team (LDS); and
  - The Training Assurance and Business Relationships Team (TABR)

### **The Learning and Development Strategy Team (LDS)**

- 6.6 LDS is responsible for communicating the strategic direction of training to Babcock set by ODCB. LDS hold the lead role in facilitating and collating the annual training requirement and coordinating the commissioning of new and revised training in association with Babcock. In addition, this team also manages the Brigade's high potential schemes.
- 6.7 This part of the process is integrated with training policy and guidance known as development and maintenance of operational professionalism (DaMOP). The DaMOP guidance supports station based staff to identify training needs, design and deliver training programmes and record their activities.

### **The Training Assurance and Business Relationships Team (TABR)**

- 6.8 This team is responsible for monitoring and supporting the day to day delivery of the training function. Working closely with Babcock, this team quality assures training delivery and the competence of trainers. The team report to the corporate management board (CMB) and Authority committees on the overall performance of the contract in relation to training delivery. In addition, the team monitor and manage the performance of trainee firefighters and seconded trainers.

### **The training commissioning and alteration process (TCAP)**

- 6.9 This process has been put in place to enable the development of new courses and change to existing courses, and to ensure that this process is fully auditable. The TCAP process is managed by the LDS team. There are three main situations in which this form will be used: Creation of new training; change to existing training; and, change to the number of delegate places requested for an existing course on the training delivery plan (TDP).

### **Levels of evaluation within the Authority**

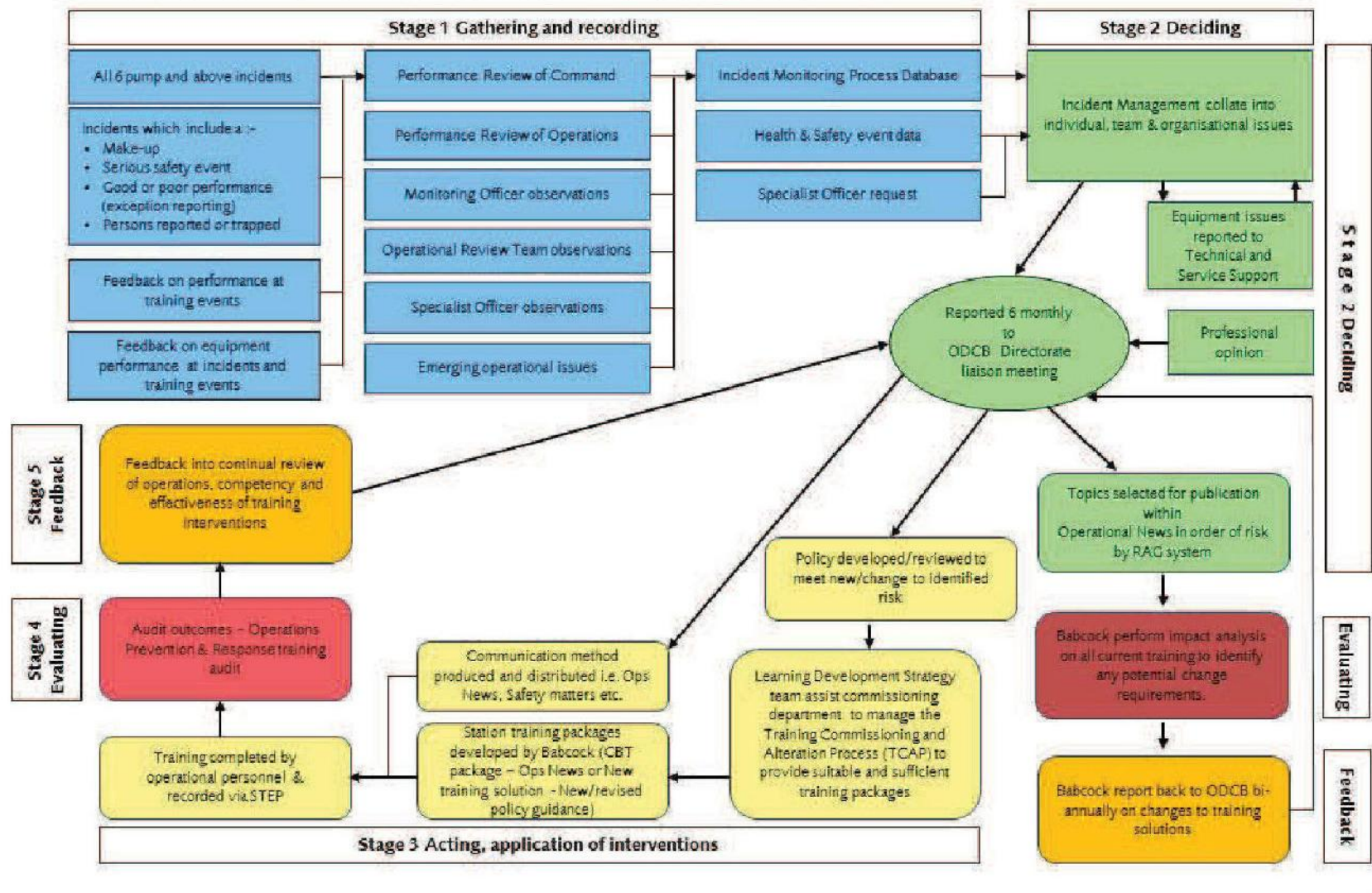
- 6.10 There are four levels of evaluation used within the Authority; these are:
- **Level 1** questionnaires consider the candidates' reactions to and opinions of the course. They are normally completed at the end of the course via the automated course evaluation management system (CEMS).
  - **Level 2** evaluation gauges what the candidates have learned during the course.
  - **Level 3** assesses whether the candidates have been able to apply their new skills and knowledge to the workplace.
  - **Level 4** looks at the impact of the training on the organisation as a whole.

### **Operational professionalism audits.**

- 6.11 A systematic and objective knowledge and skills testing regime has previously been put in place to ensure that all staff are benefiting from current development and training opportunities. These themed audits have historically followed a rolling quarterly programme based on a two and a half year cycle. Within this time frame, every watch at every station has been audited on at least one occasion.
- 6.12 Each audit involves assessment of pre determined subjects and evaluation takes place using a variety of methods. The theme of previous audits has been based upon the selected topics and training interventions prescribed in earlier issues of Operational News.



Appendix 1 – Dynamic and intelligent operational training process (DIOT)



## Document history

### Assessments

An equality or sustainability impact assessment and/or a risk assessment was last completed on:

EIA	27/09/2012	SIA	24/09/2012	RA	01/10/2012
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### Audit trail

Listed below is a brief audit trail, detailing amendments made to this policy/procedure.

Page/para nos.	Brief description of change	Date

### Corporate subject list

You can find this policy under the following subjects.

Level 1	Level 2
People	Training

### Freedom of Information Act exemptions

This policy/procedure has been protectively marked due to:

Considered by: (responsible work team)	FOIA exemption	Protective marking descriptor



# LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

R.A.G. Progress Codes:

Red = Target date overdue, Amber = Action being taken to address, Green = On target, Blue = Completed

## CORONER'S RULE 43 RECOMMENDATIONS

Action No.	Coroners recommendation	LFB action	Target date	R. A. G.	Action Update - March 2014
1	<p>The Brigade should consider how to improve dissemination of fire safety information to achieve effective communications with residents of buildings like Lakanal House.</p> <p>NB: The full wording of this recommendation did make it clear that this is a matter that primarily concerns housing providers.</p>	Explore how communications with partners may be improved through the following:			
		a) Establishing a Fire Safety High Rise forum	August 2013		<p>The inaugural high rise forum meeting was held on 4 October. This was well attended by 22 delegates representing both public and private sector landlords, including London Councils, the national Social Housing Fire Strategy Group, the Association of Residential Letting Agents and a number of other umbrella associations. The forum covered a range of topics including:</p> <ul style="list-style-type: none"> <li>• The purpose of the forum</li> <li>• Issues raised by the Coroner in her Rule 43 letters</li> <li>• A discussion on the RRO and the experiences of each organisation regarding its effectiveness and how it could be improved</li> <li>• Expectations and outcomes of the forum and other topics for consideration</li> </ul>

## LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroners recommendation	LFB action	Target date	R. A. G.	Action Update - March 2014
					The forum has since met on two more occasions. At this stage, the group has had promising discussions and has good prospects for useful work into the future.
		b) Review existing information provided to residential high rise dwellers	August 2013		<p>All Home Fire Safety guidance has been reviewed and specific guidance for high rise dwellers prepared. 25,000 leaflets on Compartment Fires with revised messages for residents are now available for use by station staff and Community Safety teams.</p> <p>The LFEPA Web site has been updated to reflect the revised guidance. The Fire Safety (Regulatory) department is now working with London Councils and a number of housing providers to determine how this information will be effectively communicated to residents.</p> <p>Over and above this requested work the Communications Department are also now working on a wider communications strategy (see item c below)</p>
		c) The Brigade's communications department will run a campaign in 2014 targeted at housing providers and people who live in purpose built blocks of flats	February/ March 2014		<p>A communications plan has been produced and shared with London Councils (represented by local authority heads of communications), the Fire Safety Hise Rise Forum and the LHWG.</p> <p>Campaign development is well underway following the above meetings. The campaign will include a website containing information for both housing providers and the public; advertising to promote fire safety in high rise properties; and</p>



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Action No.	Coroners recommendation	LFB action	Target date	R. A. G.	Action Update - March 2014
					public affairs activities to encourage scrutiny that housing providers are actively promoting fire prevention guidance.  The campaign is schedule to launch 28 March 2014
2	<b>The Brigade review procedures for sharing information gained as a result of section 7(2)(d) visits, familiarisation and home fire safety visits with crews from both within the station in question and at other local stations.</b>	a) Review existing policy related to information gathering and contingency plans	December 2013		A review of PN 800: ' <i>Information Gathering / Contingency Plans</i> ' has been completed and the final draft of the policy has been produced following Head of Service consultation. The revised policy has now been submitted for formal IR consultation with comments due back by 24 March. Once the policy has cleared IR consultation it will be submitted to BJCHSW.
		b) Create a 7(2)(d) visit regime, targeted at high priority buildings	December 2013		Guidance has been created for station based staff as to the priority order of visits that should be applied to different premises types. This guidance ensures that staff at stations visit the highest priority premises first.  In addition, details of premises where the Brigade has attended an AFA or non-domestic fire over the past three years have been identified to ensure that 7(2)(d) visits are carried out at these premises.
		c) Develop new policy/guidance to address known outstanding risks identified through home fire safety visits	December 2013		Guidance has been developed to support station based staff, which shows the action to be taken when a serious outstanding risk is identified. This may be a risk from fire which cannot be fully resolved through installation of smoke alarms, e.g. where the resident's risk factors may mean that we would also recommend provision of resources

# LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroners recommendation	LFB action	Target date	R. A. G.	Action Update - March 2014
					such as fire retardant bedding, a telecare link, and in some cases, sprinklers.  The serious outstanding risk may be of a non-fire nature, e.g. when a member of the Brigade feels that the vulnerability of a resident needs further consideration and help to avoid future problems. This risk could manifest itself in a number of different ways. Therefore, the objective of this new guidance is to lower the risk of harm coming to the individual/s.
		d) Set corporate targets for 7 (2) (d) activities	December 2013		A corporate target has been established where all 7 (2) (d) activities will be completed within the specified timeframe, as defined in policy guidance (ranging between quarterly up to once every two years).
3	<b>The Brigade review its policies and procedures concerning incident command, having regard to whether it is effective for the choice of the IC to be tied closely to the number or types of appliances attending an incident, and training be given to ICs to enhance their training in relation to the following:</b> <b>1. Use of the Dynamic Risk</b>	a) Implement recommendations from the report 'Review of incident command and support levels'.	December 2013		Changes to incident command thresholds for Group Manager and above were implemented on 22 November 2013, following agreement with the Representative Bodies.
		b) Review incident command training to ensure the 7 points are adequately covered	September 2013		Officers instructed Babcock to confirm that all 7 incident command related recommendations are sufficiently covered within the existing suite of training courses. Babcock responded confirming that all 7 issues are covered in the existing suite of command training, albeit that there are opportunities to emphasise the Lakanal



# LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

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	<p>Management model and other management tools to enable ICs to analyse a situation, and to recognise and react quickly to changing circumstances.</p> <p>2. To recognise when to escalate attendance by more experienced ICs.</p> <p>3. To anticipate that a fire might behave in a manner inconsistent with the compartmentation principle.</p> <p>4. To be aware of the risks to those above and adjacent to the fire flat.</p> <p>5. Handover from one IC to the next and effective deployment of outgoing ICs</p> <p>6. The collection of information from all possible sources</p> <p>7. Use of methodical search patterns</p>				<p>event/issues during some inputs.</p> <p>Babcock have also been directed to theme a number of the routine Incident Command Exercises (ICEs) using high rise premises, featuring some of the issues that were experienced at the Lakanal House fire. Further opportunities to highlight the challenges of managing high rise incidents have been taken through the IC assessments that form an integral part of the promotion process. In 2013 this covered SM, GM and DAC selection rounds.</p> <p><u>Station Based Training</u></p> <p>To reinforce the routine training inputs from Babcock and the ICEs a number of the Incident management themes highlighted by the Coroner have been included in the Brigade's Operational News publications. A number of these Operational News articles have been supported with new or updated station based training packages.</p> <p>Over the past couple of years the Brigade has taken every opportunity to exercise high rise operations at realistic venues. This has resulted in a number of large scale exercises being held in high rise premises, including the Shard, a residential tower block in Southwark and most recently a derelict tower block in east London. These training opportunities, which have included the involvement of the Casualty Union, have enabled operational staff to practice high rise</p>

# LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroners recommendation	LFB action	Target date	R. A. G.	Action Update - March 2014
					<p>operations and command in a realistic environment.</p> <p>In addition to the above, command related issues are being routinely monitored at the weekly LFB/Babcock incident management liaison meetings, which review the issues and themes arising from operational incidents attended.</p>
		c) Introduce a case study training package, to incorporate learning outcomes from the inquest	December 2013		<p>The first draft of the case study solution was reviewed in late December. This identified that additional content was needed and a further meeting to progress this item was held in January.</p> <p>As a result of this latest review the completion date for this case study has been rescheduled for the end of March 2014. Once the case study has been 'signed-off' a suitable date to launch the package will be agreed. (this is likely to be April 14)</p>
4	<b>The Brigade considers whether training be given to operational crews about Brigade Control practices and procedures</b>	a) Staff to be reminded of revised FSG practices	March 2014		<p>An Ops News publication covering Fire Survival Guidance (FSG) protocols was issued to all operational staff in March 2013. A pilot for a joint Brigade Control and Command Unit training exercise was successfully completed in late 2012/13 and a further six exercises have been scheduled for (2013/14).</p> <p>Two boroughs have arranged specific FSG exercises at station level and the remaining borough commanders have included this topic in their annual training plan. All these exercises will include station based staff and senior officers.</p>



# LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroners recommendation	LFB action	Target date	R. A. G.	Action Update - March 2014
		b) Develop specification for a new training solution covering Brigade Control practices and procedures	February 2014		<p>A specification requiring changes to the initial training packages for trainee firefighters has been developed and agreed. These changes will be introduced as part of the revised trainee firefighter programme once recruitment recommences.</p> <p>A commissioning document has been drafted that required Babcock to develop a new training solution aimed at raising awareness of Brigade Control practices and procedures. This training package has now been completed and will be made available to all staff via the Training Icon available on the Brigade's desktop computers.</p>
		c) Arrange for training, solution, detailed in b) above, to be undertaken by all operational staff.	March 2014		The new training package is scheduled to be piloted in April.
5	<b>The Brigade considers whether it would be beneficial to use additional breathing apparatus radio communications channels and personal radio channels at major incidents to reduce the amount of traffic on each channel</b>	a) Engage with the training contractor to ensure that issues relating to incident communications are embedded within current operational training.	December 2013		<p>Two training packages have been commissioned for Babcock to provide training to all operational personnel on the available communications equipment and its effective use at operational incidents. The incidents chosen within these packages include both high-rise and sub-surface, with scenarios that demonstrate how certain communication issues can be resolved using LFB equipment currently carried on Command Units.</p> <p>The first of these packages has now been</p>

## LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroners recommendation	LFB action	Target date	R. A. G.	Action Update - March 2014
	NB: in responding to the Coroner the Brigade made it clear that it did not accept this particular recommendation. Therefore, the activities detailed in this plan only relate to a commitment the Brigade has made to undertake some additional comms familiarisation.				completed and published. The second package, which is aimed at senior officers, was signed off on March 14 and will be published in April.

### MEMBER'S WORKING GROUP ACTIONS

Action	Target Date	R A G	Action Update
Draft a letter from the Chairman and Commissioner to DCLG following up on the original correspondence sent by the Commissioner covering the RRO issues	30 Sept		Complete - Letters from the LFEPA Chairman and Commissioner were sent to the Fire Minister on 26 September 2013. Replies were received and subsequently a meeting held, between officials. These exchanges are assessed by officers as having been helpful in confirming the approach being taken by LFB, which is to take action against the landlord where fire safety issues pertaining to tenants from doors compromise the exit route provided by the corridor. DCLG's view is that it is then up to the landlord to use their contractual agreements with the tenant to rectify this and not for us as the enforcing authority to deal with the tenant.
To confirm with BRE whether the refurbished window design for Lakanal House was 'one-off' bespoke solution	14 Nov		Oral update to be provided at the November 2013 meeting.
To produce a report addressing	14 Nov		This report was on the agenda for the November 2013 meeting.



## LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

the concern that building control processes may not be effective in protecting the fire safety integrity of a building during significant refurbishment projects			
To produce a Communications Strategy that aims to further engage residents and the key stakeholders in the issues arising from the Lakanal House incident	14 Nov		This report was on the agenda for the November 2013 meeting.
To produce an overview report detailing the changes that have already been implemented and those in progress relating to improving the incident command function at incidents.	Jan 2014		This report was on the agenda for the January 2014 meeting.
Update the Rule 43 Action Plan	Jan 2014		Standing agenda item.
Prepare two briefing notes for the working group covering cabling within properties and firefighting lifts	14 Nov		The two briefing notes were circulated with the papers for the November 2013 meeting.
Officers report back to the LHWG further relevant updates, as appropriate, from all Borough Commanders as to: (a) their awareness of significant refurbishment projects in high rise residential	March 2014		A report covering this item is on the agenda for the March 2014 meeting.

## LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

premises; and (b) whether these refurbishments have been sensitive to considerations of fire safety integrity			
Officers report back to the Working Group on the potential for also including follow-up inspections by the Brigade when specific advice is given following a fire investigation and boroughs have confirmed they are to take action in respect of that advice	March 2014		A report covering this item is on the agenda for the March 2014 meeting.
Officers liaise with the BRE as to the possibility of their Lakanal House presentation (as provided to the Working Group by David Crowder) being copied (possibly to DVD) and widely distributed to boroughs, housing providers and other interested parties	March 2014		Further presentations have been made by David Crowder, to the London District Surveyors Association and to the Borough Commanders and Area DACs. The Borough Commanders and Area DACs reported that they got a huge amount from the input and they are now pursuing arrangements for more locally based presentations, involving partners.
Officers report back to the Working Group as to the possibility/legality of LFEPA borough Members being copied in to advice forms highlighting structural fire safety issues in their boroughs, in order to be able to follow up	March 2014		A report covering this item is on the agenda for the March 2014 meeting.



## LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

issues as appropriate or reinforce the need for follow-up action			
Officers explore the possibility of including a short-term/high impact promotion, in a similar vein to Fire Safety Week the communications department delivered in 2010	March 2014		This activity will be considered as part of the communications campaign scheduled for 2014.
Invite representatives from the Sceaux Gardens Tenants and Residents Association to the next meeting of the LHWG.	Jan 2014		Invite was sent for the January 2014 meeting
Copies of the Commissioner's letters to Harriet Harman and the Sceaux Gardens Tenants and Residents Association following the meeting on Control and call-handling issues be forwarded to Working Group Members	Jan 2014		Copies of these correspondences were sent to the Clerk in January 2014 of the working group for onward circulation to Members.
Provide copies of the Brigade's 'After the Fire' publication to members of the LHWG	Dec 2013		This publication was circulated to Members in Dec 2013.
Officers report back to the Working Group on the level of victim support provided by the Boroughs through their emergency planning offices. (Director of Operational Resilience and Training)	Jan 2014		A separate briefing note on this issue was circulated with the papers for the January 2014 meeting.

## LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Cable Management - i) officers to ensure this issues is picked up in the work that has been passed to the Strategy Committee (Review of the RRO) ii) officers to promote new standards for cable management (arising from the Hampshire Rule 43) with the Electrical Safety Council	Jan 2014		For item i), officers will ensure that this is picked up in the wider review of the RRO that will be reported back to the Strategy Committee.  For item ii), a briefing note on this issue was circulated with the papers for the January 2014 meeting.
Firefighting lifts	Jan 2014		A briefing note covering this issue was circulated with the papers for the January 2014 meeting.
Paint layers	Jan 2014		As above.
Prepare two draft 'Guides for Councillors'	March 2014		A report covering this item is on the agenda for the March 2014 meeting.
Provide an update on the High Rise Communications Plan	March 2014		A report covering this item is on the agenda for the March 2014 meeting.
Invite the FBU to attend the March meeting	March 2014		Invite was issued by the Clerk of the LHWG.
Prepare a draft report from the LHWG to the Strategy Committee	March 2014		This report is on the agenda for the March 2014 meeting.
Officers to provide further information to Members on the review of the emergency services carried out by the London Borough of Lewisham's Overview and Scrutiny Committee	Feb 2014		Circulated to Members in January 2014.



## LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

### RELATED ISSUES BEING PROGRESSED BY THE STRATEGY COMMITTEE

Action	Target Date	R A G	Action Update
The regulation of leasehold properties within high rise buildings (how landlords are dealing with leaseholders making modifications to doors/interior walls, etc. which potentially compromise the fire safety of buildings)	TBC		This issue forms part of wider report entitled 'Fire Safety Legislation – review of current legislation', which was presented to the Strategy Committee on 12 November 2013.
The need for a recognised Government standard for 'competent persons' carrying out fire safety risk assessments	TBC		As above
Looking at how the Brigade prioritises its inspections of residential high rise buildings	TBC		As above
The Strategy Committee be made aware of the problem in accessing 'private' high rise data (as highlighted by the enquiries made by Councillor Truesdale in Lambeth) and officers investigate the possibility of accessing such information via Council Tax info	TBC		As above

## **Lakanal House Working Group – 31 March 2014**

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### **PREMISES INFORMATION PLATE PILOT**

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Author

**AC Turek**

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#### **Introduction**

Following our internal review of the Lakanal fire and subsequent coroner's recommendations we identified the need for housing providers (responsible persons) and fire services to review the availability and provision of building information to crews. Premises Information Plates (PIPs) are one example of how such information can be made immediately available, in a simple, easy to understand format at little expense with low on-going maintenance. London Fire Brigade working with Local Authority partners have agreed to set up a pilot to trial the plates on high rise residential social housing.

The Premises Information Plate (PIP) has been developed as a quick visual indicator for the first crews arriving at incidents. It was designed to provide building information for high rise residential premises. The plates have proved popular and successful to date in a number of Fire and Rescue Services in various formats.

#### **Background**

Following a period of research to establish an outline business case, four London Borough's (Camden, Lambeth, Tower Hamlets and Wandsworth) were identified to take part in a trial where LFB would gather appropriate information and provide Premises Information Plates (PIPs) for 24 identified premises within each Borough.

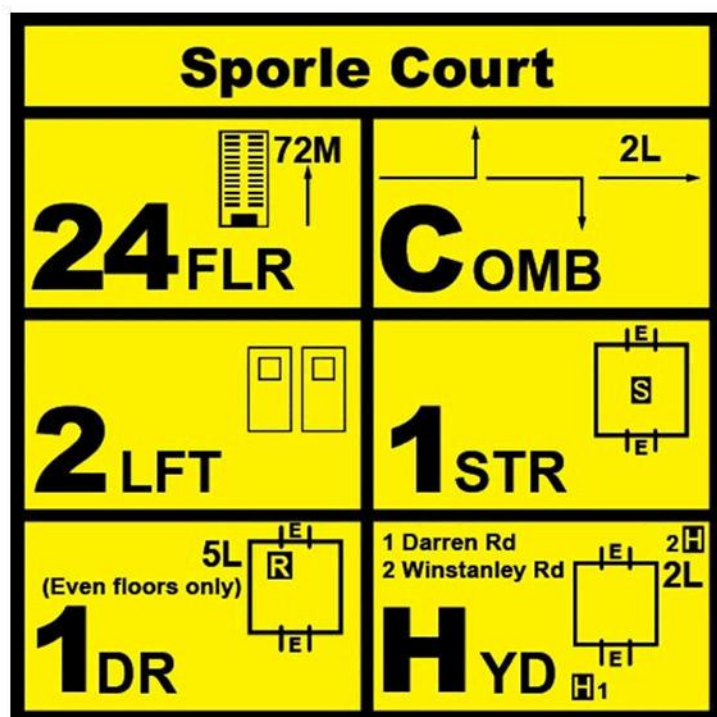
Briefing and training information was provided to station based crews throughout the Summer of 2013. LFB borough teams and Local Authority housing providers identified suitable premises and began information gathering.

A number of additional Borough's became aware of the trial and made formal requests to be included and in Autumn 2013 it was agreed that a further five would be included (Croydon, Hackney, Hounslow, Lewisham and Southwark), each identifying twelve (12) premises for which they would fund the manufacture of the plates. An additional Borough (Haringey) has recently also been approved for inclusion (Dec 2013).

The first of the initial four Borough's installed their plates in November 2013, a further two installed them in December 2013 with the majority of the 180 plates being installed by March 2014, which will represent their presence in one third of London Borough's.



## The Information Plate format



The plate has seven boxes, which provide the following information:

- The address area
- The number of floors and height of the building
- The type of flat
  - The indicator arrow demonstrates the direction of any stairs.
  - The letters L, M or C indicates ,Level (Lev) for flats on one level, Maisonettes (Mas) would describe flats on two levels and the arrows will show the internal make up of the flats. Either in and up or in and down and Combination (Comb) for flats which can have all of the above on one floor, arrows show which may be encountered.
  - The numeral (e.g.3L) shows the lengths of hose required to reach the furthest point of the furthest flat from the riser outlet below the floor of the fire.
- The number of lifts and the levels served
- The number of stairs
- The number and location of entrance ways
- The detail of the number of dry risers and their location and
- Hydrant location in relation to the building

### Next Steps

On completion of the pilot in May of this year a review of the pilot will be undertaken. The review will take into account any changes that may be required to the format of the plates and will be subject to a final report and recommendations which will be put before London Councils and other Housing providers for consideration and adoption as the standard format to be used with the funding and maintenance of these plates being the responsibility of the owners.

## **Lakanal House Working Group – 31 March 2014**

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### **UPDATE REPORT:**

- **Protection of fire safety features in major refurbishment programmes – Audit Proposal**
  - **Guide(s) for Elected Members**
  - **Better use of intelligence from fire investigation work**
  - **Borough Commanders awareness of significant refurbishment projects in high rise residential premises**
  - **Communications strategy**
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Author

**Deputy Commissioner**

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This report deals with a tranche of issues raised at previous meetings. Apart from noting the wide range of work that is being progressed, there are some specific decisions or contributions from Members that would be helpful:

- To note that outcomes from the audit work (see below and Appendix 1) will be reported to the Strategy Committee;
- To decide whether to proceed with a single "Councillor's guide" (as recommended by officers) or not and to offer any views on the draft content (see Appendix 2); and
- To decide whether to launch the "Councillor's guide" after new Council memberships are known and whether to also recommend the model Council motion (and the audit tool).

### **Protection of fire safety features in major refurbishment programmes – Audit Proposal**

Members asked officers to consider a piece of work to 'audit' or evaluate the extent to which significant refurbishment projects in high rise residential premises have been sensitive to considerations of fire safety integrity. At the last meeting, members of LHWG received a report which explored this proposal in further detail. Officers understood members to be particularly interested in:

- The extent to which the building control function effectively identifies structural fire safety as an issue to be addressed and managed in the projects and developments that they are aware of;
- Whether there are processes in place for the multitude of minor improvement works that are routinely undertaken (down to the caretaker with his/her paint can and brush) and which do not involve the building control process to have regard to fire safety; and
- The arrangements for the control of contractors.



Since then, officers have undertaken detailed work in order to better understand the issues that an audit might address and to produce a survey instrument capable of exploring the issues of interest.

Attached as **Appendix 1** to this report is the work which has resulted. At this stage (March 2014) it is intended to apply it to selected schemes which are the responsibility of 3-6 local authorities in London. This will involve officers of London Fire Brigade meeting with representatives of those authorities and asking the questions in the context of a number of projects. Once trialled, the survey instrument may be amended. It is envisaged that, in the longer term, it may be a useful tool for use by other organisations who are interested in self-auditing their processes.

The areas of interest are in three groups.

The first group of questions are focussed upon the questions that elected members of an Authority might address. They are about the high level policy assurances that elected members might specify or seek. At this stage, based upon desk top research, there is no evidence that elected members signing off significant projects are invited to consider fire safety, even though it is elected members who tend to bear the brunt of any failure, in terms of reputational damage and legal and financial exposure.

The second group of questions are focussed on cross-disciplinary working. Evidence suggests that it cannot be assumed that all of the relevant professional disciplines that should be involved in designing or executing a building project will be, even if all of those disciplines are contained within a single corporate body.

The third group of questions are at practitioner level. They are concerned with whether the various categories of work that an individual project might involve are executed with fire safety in mind.

Prior to the fieldwork, which will commence in April, it is difficult to be sure that the survey instrument will succeed in its objectives; but that is in the nature of a trial. It is intended to report the result of the work to the Strategy Committee. Officers will need to consider further how best to do this. It has not been the intention of this work to unfairly publicly expose any policy or delivery failures by individual authorities; the objective is to check processes so that organisations can identify where they need to improve their policy and delivery arrangements. For example, one implication of the survey instrument is that local authorities should be setting high level strategic objectives which are focussed upon at least ensuring that the fire protection features of a building are not adversely affected by works; but as a matter of fact, LFB has never actually made that policy proposition. It has emerged as a result of this work.

### **Guide(s) for Elected Members**

The Chair of the Committee has asked officers to look at the production of two guides for councillors - one for councillors to use when undertaking their council estate walkabouts; and one for councillors who undertake scrutiny functions as members of housing committees/ALMO boards/scrutiny committees etc. The Chair has said that both guides would need to detail what questions councillors should be asking/what research they should be asking to have undertaken etc (bearing in mind the Lewisham scrutiny work).

With this work in mind, officers reviewed a wide range of the material that is available to councillors, to assist them to understand and prioritise fire safety. Much of it is very good, but it is overwhelming. The very good LGA publication "Fire safety in purpose built blocks of flats" is 185 pages long; a very informative recently published Department for Children, Schools and Families design guide for fire safety in schools is 155 pages long (and it is understood that there are at least 10 other similar guides). Consequently, officers have kept the draft short. Attached at Appendix 2 is a draft of what a single guide might look like. Based on the experience of considering the production of two guides, officers recommend that a single guide would be preferable, for the following reasons:

- It would do more to encourage councillors to think about fire safety in an integrated way. Both policy and actions on the ground are important and there is no special benefit in drawing lines around different levels of interest;
- Because those councillors whose daily interests are more at constituency level may find it helpful to have easy access to tools that help them to hold their more senior member colleagues to account;
- It would make dissemination of the guide more efficient, because the Brigade could readily provide it to all London councillors, without trying to establish their roles and interests or without having to keep track of whether those members are moving from a constituency role, to a scrutiny role, to a lead member role.

Potentially, there is also a strong read across to the first piece of work discussed in this report (the audit), because councillors could ask their own officers to apply the survey instrument to Council projects and report back.

If members decide that they wish to proceed with one or two guides (and/or to recommend the use of the audit tool), a good launch point would be shortly after the upcoming local elections. The guide could be issued under cover of an invitation to members to consider asking their Council to adopt a resolution about fire safety protection. For example:

"This council agrees that:

1. Before any modifications or building works are carried out on a local authority property an assessment of the impact on fire safety will be carried out.  
Any modifications or building works carried out on a local authority property will result in a building which is no less fire safety compliant than it was before the works
2. An audit should be conducted of existing blocks of purpose-built flats and maisonettes owned or managed by the local authority to ensure that they are no less safe than at the time of their construction."

The draft is not complete and before it is, officers will go back over the details which have been examined by the LHWG to ensure that these are also embraced; for example, the discussion at one of the early LHWG meetings about tenants replacing their front doors; multiple paint layers; cable fixings following a major electrical upgrade; the standard of replacement windows; new heating systems (in the context that the boiler outlets may have compromised the fire safety integrity of the compartment); the installation of false ceilings; DRM outlets (looking for damage); etc.

Any further suggestions from the LHWG would be welcome.



## **Better use of intelligence from fire investigation work**

As reported last time, all serious fires which receive an emergency response also attract the attendance of a Senior Fire Safety Officer and/or the Brigade's fire investigation team. As part of their reporting upon what happened (and why), they routinely record data which indicates:

- whether or not there was a structural fire safety precaution failure
- whether there were aspects of building management failure, or
- a failure to control works activities (the controls for these are usually provided by health and safety at work legislation, rather than fire safety legislation).

Where they believe there was or may have been a failure in the structural fire safety features of a building, this information (as part of a wider piece of work) is then referred back to the relevant Station Manager and to the relevant Borough Building Control Office.

Between 1 September 2010 and 31 August 2013, 82 primary fires were identified as involving a structural fire safety failure. Details of the premises types and the nature of the failures were provided in the earlier report.

In response to the report, the Working Group asked for:

- a process to be put in place whereby Borough Councils would be asked to confirm receipt of the Brigade's notification and advice following fire investigations and asked whether they intend to act upon it, where it involves structural fire safety concerns;
- that officers report back on the potential for also including follow-up inspections by the Brigade when specific advice is given following a fire investigation and boroughs have confirmed they are to take action in respect of that advice; and
- that Officers report back to the Working Group as to the possibility/legality of LFEPA borough Members being copied in to advice forms highlighting structural fire safety issues in their boroughs in order to be able to follow up issues as appropriate or reinforce the need for follow-up action.

Since this matter was discussed, officers have put in place a process to ensure that "fires in premises where building structural issues, or deficiencies in building control/management have played a part in the spread or development of the fire" are systematically identified. That process involves the fire safety Team Leader completing a report on the key factors that lead to the incident, what previous Fire Safety Regulation (FSR) intervention has been carried out, what data is currently held about the premises and how accurate it is and what FSR actions have been carried out post fire.

In the case of those incidents where structural issues or deficiencies in building control/management have played a part in the spread or development of a fire, it is now the role of the Team Leader to fully investigate this, including checking:

- any consultation that has occurred with the Fire Authority or Borough Commander. Such consultation could be about a number of things, including licensing; formal building control; goodwill (informal) consultation. The intention is to see what opportunities LFB and the occupier had to advise on fire safety arrangements;

- whether there had been any changes to the Fire Risk Assessment if there is evidence that there had been any building works that may have affected the fire safety features of the building. If the responsible person had reviewed the risk assessment, it would indicate that they are aware of the implications that refurbishment works may have on risk;
- the type and extent of any refurbishment;
- the competence of the contractors; and
- whether an Alterations Notice has been served on the premises which require the responsible person to inform us of a change to the premises e.g. extension, partition, replacement of windows, change to open plan which may have resulted in an increase to the risk in the premises.

This report is then forwarded to the Area Fire Safety Manager to hold a post fire review to discuss these issues and identify any strategic factors and learning points that are then reported to the AC FSR on a quarterly basis. Where appropriate, Team Leaders will send a separate report to the relevant Building Control Body, with a request for a response. Team Leaders have been tasked with a new role to follow up this response and include that in the post fire report which is sent to the Area Fire Safety Manager.

A central register will be held by officers to monitor follow up actions on a regular basis as some work may span several months or reporting periods. Where work has been completed, follow up audits can then be programmed to assure compliance with the fire risk assessment.

Finally, at the stage where reports are collated for the AC FSR, these incident types can be further scrutinised for trends or themes which can be reported back to the relevant Local Authority for further action. These reports will be generated quarterly in order to be presented to the Deputy Commissioner and provided to Members.

### **Borough Commanders awareness of significant refurbishment projects in high rise residential premises**

In the context of the discussion about significant refurbishment projects, the LHWG asked that officers should report back to the Working Group further relevant updates, as appropriate, from all Borough Commanders regarding their proactive and collaborative liaison with Councils and the private sector. Members asked that those reports should include particular consideration to how sensitive these refurbishments were to fire safety integrity. Appendix 3 provides that feedback.

Overall, the report demonstrates that the overwhelming majority of Borough Commanders seem to enjoy a close and effective working relationship with their Borough Council.

### **Communications Strategy**

At the last meeting, Members asked about translations of fire safety materials. Officers can confirm that the home fire safety guide (the downloadable document) has been translated into several languages and the standard message about other information being available upon request will be added to the microsite.



All members of the Authority received a briefing about the "Know the Plan" campaign which was formally launched on 28 March 2014. There is nothing further to add at this stage.

**Rita Dexter**  
**Deputy Commissioner**  
[rita.dexter@london-fire.gov.uk](mailto:rita.dexter@london-fire.gov.uk)



## Fire safety in refurbished buildings – audit tool

The Lakanal House fire in July 2009 has brought about a fierce interest in the efficacy of many aspects of fire safety management. Included in the topics that have been scrutinised has been an interest in the arrangements which are in place for protecting the fire safety precautions of a building, especially if that building has been refurbished or the subject of maintenance or other improvement works. Lakanal House itself was feted for its innovative design at the time of construction. Over the years, it was the subject of numerous projects intended to improve the safety and living conditions of its occupants. Sadly, some of those works did damage to the fire safety integrity of the building.

Members of the London Fire and Emergency Planning believe that it is of vital importance that lessons from the experience of Lakanal House are widely learnt. It has been pursuing a programme of work intended to achieve that effect. One item in that programme is a piece of work to examine whether those who take decisions about building and maintenance works should feel confident that those works have been designed and delivered in a fashion that at least maintains the fire safety integrity of the building. The overall strategic interest of LFEPA/LFB is that organisations should have in place processes that prevent unintended fire safety compromises or damage.

This survey instrument has been designed with this objective in mind. At this stage (March 2014) it is intended to apply it to selected schemes which are the responsibility of 3-6 local authorities in London. This will involve officers of London Fire Brigade meeting with representatives of those authorities and asking the questions in the context of a number of projects. Once trialled, the survey instrument may be amended. It is envisaged that, in the longer term, it may be a useful tool for use by other organisations who are interested in self-auditing their processes. London Fire Brigade is grateful to those local authorities which have agreed to assist this project.

The areas of interest are in three groups.

The first group of questions are focussed upon the questions that elected Members of an Authority might address. They are about the high level policy assurances that Members might specify or seek. At this stage, based upon desk top research, there is no evidence that elected Members signing off significant projects are invited to consider fire safety, even though it is elected members who tend to bear the brunt of any failure, in terms of reputational damage and legal and financial exposure.

The second group of questions are focussed on cross-disciplinary working. Evidence suggests that it cannot be assumed that all of the relevant professional disciplines that should be involved in designing or executing a building project will be, even if all of those disciplines are contained within a single corporate body.

The third group of questions are at practitioner level. They are concerned with whether the various categories of work than an individual project might involve are executed with fire safety in mind.

DATE



**Part 1: Governance focus and arrangements:** In this part, we are interested in the questions elected Members should ask in order that they can be confident that projects are well planned and executed (in terms of fire engineering and protection)

Have members of the Authority explicitly stated that, as a matter of policy, the onus is on officers to work out a proper process to ensure that any works which might impact upon the fire safety features of the block are properly considered and managed (including engagement of all relevant departments)?	
Have members specified the way in which they would wish to be assured that the correct professional advice has been taken and acted upon?	
Will the works in question, if completed competently, result in a building which is no less fire safety compliant than it was before the works?	
Can officers confirm that, once the works are completed, the building will meet all of the necessary fire safety requirements?	

Building/Project in respect of which these answers apply:  
Date of completion:  
Officers involved in the completion (from all organisations):

**Part 2: Involving appropriate professional disciplines:** in this part we are interested in whether there is a common understanding of the professional disciplines that need to advise on any given project (refurbishment or maintenance) and whether those understandings are applied in practice.

Describe the arrangements that are in place for ensuring appropriate consultation with relevant disciplines (which might be provided by in house staff, or by external commercial suppliers)

Was building control consent sought for this work?

If not, how was it established that it was not required and is there a record of that consideration?

Which officer (role) applied for building control consent?

What were the arrangements to consult London Fire Brigade on any works that could impact on the fire precautions of the building (including those works that do not require a statutory consultation to LFB)?

If London Fire Brigade provided advice, is there evidence that the advice given was acted upon and how is this recorded?

Building/Project in respect of which these answers apply:  
Date of completion:  
Officers involved in the completion (from all organisations):



**Part 3: Understanding the initiatives which might affect or disturb the fire safety protection features of a building.** It seems more than possible that there are various categories of works (including low level maintenance works) that might compromise the fire safety protection features of a building. These will not always be immediately obvious.

Prior to carrying out the project, what assessment was made of the impact of these works on the fire precautions of the premises?

This should also include any impact on firefighting operations.

Is the name of the person making the assessment recorded and what assessment was made that they are suitably qualified to have made such an assessment?

How did officers ensure that before, during and after the project the fire precautions were not compromised?

Specifically, how did officers guard against individual design failures?

Building/Project in respect of which these answers apply:  
 Date of completion:  
 Officers involved in the completion (from all organisations):

How did officers guard against accumulated actions which might produce fire safety failures?	
How did officers guard against the use of incorrect materials?	
How did officers ensure that all installers and products were third party approved?	

Building/Project in respect of which these answers apply:  
Date of completion:  
Officers involved in the completion (from all organisations):



How did officers ensure that no materials that might contribute to a fire were used?	
How did officers guard generally against improvements which could compromise the fire safety features of the building?	
Did officers consider whether the project also provided an opportunity to examine fire stopping and compartmentation in the building?	

Building/Project in respect of which these answers apply:  
Date of completion:  
Officers involved in the completion (from all organisations):

<p>How did officers ensure that the persons contracted to carry out such works were suitably competent?</p> <p>Did you apply the same consideration to any sub-contractors?</p>	
<p>In planning the project, do you know whether the Fire Protection Association's <i>Design Guide for the fire Protection of Buildings</i> (or any other similar guidance) was used?</p>	
<p>When the project was complete, was a (new) fire risk assessment undertaken?</p>	

Building/Project in respect of which these answers apply:  
Date of completion:  
Officers involved in the completion (from all organisations):

# Guide for Councillors

## FIRE SAFETY

Local authorities play a vital role in ensuring fire safety within their borough as community leaders, owners of buildings, enforcing authorities, partners to the emergency services and as landlords themselves.

### Local authorities as the responsible person

Where the local authority is itself a responsible person for a property under the Regulatory Reform (Fire Safety) Order 2005 it has a legal duty to keep properties safe from fire.

This means that the local authority has to ensure that there is a **comprehensive fire risk assessment** for each of its buildings. A fire risk assessment helps identify all the fire hazards and risks in the property so that the responsible person can make a decision on whether any risks identified are acceptable or whether something needs to be done to reduce or control them.

There should also be an **emergency evacuation plan** in place for each building. This details the action that residents and others need to take if there is a fire. This plan must make sure residents and others are safe, that a fire can be detected and that residents are warned of this event. They should be able to safely escape from the fire using the structural protection provided within the property.

More detailed information can be found at [www.knowtheplan.co.uk](http://www.knowtheplan.co.uk)





## WHAT SHOULD YOU DO AS A COUNCILLOR?

Do not make assumptions that fire safety is being actively or effectively managed in your borough. In the same way that you might scrutinise the availability or management of resources for schools, home care or equalities ask questions about policy and delivery of fire safety management.

Councillors have an essential role in scrutinising how responsibilities for fire safety are met and ensuring that the fire safety in your borough is continuously being monitored and improved.

### STRATEGIC AND POLICY QUESTIONS FOR COUNCILLORS TO ASK

These are questions you should ask about fire safety in your borough, particularly in relation to the residential estates of the local authority or ALMO. They can be asked generally or in the context of specific programmes and projects. Some of the questions overlap in their focus but this does not matter – fire safety is a complicated area and involves many of the different professional disciplines involved in managing and maintaining a building.

The questions are designed to be used at meetings such as Cabinet; whole Council meetings; overview and scrutiny meetings; partnership meetings; and at any meeting where local authority work to provide suitable homes for its residents is being scrutinised.

- Does the borough have a clear policy stating that before any modifications or building works are carried out on local authority or ALMO properties there must be proper assessment of the impact on fire safety? Is this confirmed to councillors when approval for works is sought?
- Do councillors receive confirmation that modifications or building works, if completed competently, will result in a building which is no less fire safety compliant than it was before the works?
- Do councillors receive confirmation that once modifications or building works are completed the building will meet all necessary fire safety requirements by law?
- What measures are in place to ensure that any maintenance, modification or building work carried out in local authority or ALMO blocks will improve, rather than weaken, fire safety of buildings?
- Does the local authority or ALMO hold a complete list of all the blocks of purpose-built flats and maisonettes it owns and manages? Where is this available?
- Where are the risk assessments carried out on local authority or ALMO properties under the Regulatory Reform (Fire Safety) Order 2005 held? How often are they reviewed? Who carries out these risk assessments and what are their qualifications?
- Are there arrangements in place for councillors to be told if the local authority or ALMO is the subject of enforcement action taken by London Fire Brigade?
- What future programme for modifications or building works does the local authority or ALMO have in place?
- Are the records of past modifications and building works up to date and available?
- Are the front doors purpose built flats and maisonettes FD30 compliant? Do they have self closers fitted? Flats are designed so that each room should be a fire resisting compartment able to withstand fire for a minimum of one hour. Front doors should be of 30 minutes fire resistance, the industry standard is known as FD30.
- How many flats in local authority or ALMO blocks have leasehold owners? Individual owners or leaseholders can also be a responsible person. This could include a leaseholder who lives in their own flat or a person who is sub-letting their property to a tenant. Leaseholders responsibilities are primarily for fire safety within the flat and integrity of the front door, as this protects the shared means of escape for the building.

- Has the local authority or ALMO been in touch with leaseholders about their fire safety responsibilities? By upholding their responsibilities leaseholders have an impact on the shared means of escape for the building for all residents.
- What contractual relationships are in place with leaseholders about their responsibility for flat and maisonette front doors?
- Are there arrangements in place for councillors to be told if the local authority or ALMO is the subject of enforcement action taken by London Fire Brigade?
- Does the local authority or ALMO have in place an agreed risk based approach to installing sprinklers in housing stock when major refurbishments and new builds are being considered?
- What is in building management and maintenance contracts on fire safety? Contract specifications could include that suppliers commit to ensuring that their work does not reduce levels of fire safety. In tender documents suppliers would then need to provide evidence of how they would achieve this. Monitoring continuous improvement in fire safety could be carried out as part of the usual contract management activity.
- How do local authority employees with non housing responsibilities (e.g. social services, carers, pest control etc.) report safety concerns about homes they have visited?
- Does the local authority or ALMO have a clear process in place for residents to report and escalate concerns about fire safety?
- What do new local authority or ALMO tenants receive in their welcome pack? Does it include information about fire safety and safe evacuation routes for their block?
- What is in place to make sure that residents know what they need to do if there is a fire in their block?
- The LFB launched the 'Know the plan' campaign in March 2014 and the Commissioner wrote to local authorities and ALMOs about their responsibility for making sure that people living in purpose-built flats and maisonettes know what to do in the event of a fire and have a plan in place. How has that fire safety information been shared with residents?
- What has been done to ensure that all social housing providers in the borough have ongoing programmes of fire safety awareness for tenants, including safe evacuation routes?
- Have social housing providers in the borough been asked to demonstrate that their staff who have responsibilities for building maintenance or procurement of building works are fully trained to understand fire risks and where relevant, to carry out work in line with the most recent fire safety advice?
- What has been done to ensure that social housing providers in the borough have a clear process in place for residents to report and escalate concerns about fire safety?

## WHAT SHOULD YOU DO AS A COUNCILLOR?

### NEVER MIND THE STRATEGY... WHAT ABOUT THE ESTATE?

These are questions that you can ask on estate visits to scrutinise the fire safety management in place. Many of the actions that can be taken to improve fire safety management can also have a positive impact on quality of life for residents.

- Do estate warden duties include anything on fire safety?
- Do the estate services team have any formal objectives on fire safety?
- Are the estate services team in liaison with the local fire station? Have they planned or delivered any joint initiatives together?
- What is done to help people to store bikes and prams that can't be stored in communal areas?
- How often are rubbish chutes checked for blockages and bin areas for overflowing rubbish?
- What action is taken to deal quickly with unauthorised dumping of rubbish?
- Do wardens and other officers on estates find that they get a fast response from other parts of the organisation when they report fire safety concerns?
- Ask to see the estate inspection procedures. Do they address any fire safety matters? Is there a standard reporting tool/checklist completed for all estate inspections? Does it include an opportunity to comment on fire safety concerns?
- Are these issues covered as a standard part of inspections:
  - Fire escapes
  - Tank room security
  - Electrical intake security
  - Roof access security
  - Lightning conductors
  - Dry risers
  - Lifts working
  - Abandoned vehicle removal
  - Security of parking/garage areas/sheds
  - Bulk refuse removal
  - Estate signage
  - External building signage
  - Internal building signage
  - Fire safety signage in communal areas
  - Fire doors
  - Safety signage on electrical cupboards.
- Do the estate services team ever pass on information from inspections to the local fire station?
- Do the fire brigade ever join with estate inspections? Perhaps they should be invited?



### **Barking & Dagenham**

Two high rise premises have undergone significant refurbishment; these are the Mersey and Colne House in Harts Lane Barking, which have both had the exterior cladding upgraded along with new windows.

In terms of engagement with building control, the Borough Commander attends monthly meetings with the Divisional Director of Housing & Neighbourhood Services, to discuss refurbishment, building and maintenance projects in the Borough, as well as their compliance with the Regulatory Reform Order following regular surveys of their premises.

### **Barnet**

The Borough Commander has worked with Barnet Homes and recently met with their property commissioner to discuss new builds with sprinkler systems. Barnet has now embarked on a major programme to regenerate its four largest housing estates and create a new town centre in Cricklewood. These areas include: Dollis Valley, Grahame Park, Stonegrove and Spur Road and West Hendon.

### **Bexley**

The Invest Bexley Regeneration Framework has identified seven priorities for regeneration. They include securing new public transport links to improve local transport infrastructure and strong, high quality connections with the wider sub-regional transport system; promoting desirable housing for mixed communities; producing around 4000 new homes by 2016, on brownfield land, well-designed with many suitable for families and a significant proportion of affordable housing. Also developing quality community infrastructure including cultural and sporting opportunities linked to the 2012 Olympic Games and their legacy and to also encourage high value jobs, creating over 6000 new jobs by 2016, with employment growth in higher tech and knowledge industries.

### **Brent**

The Borough Commander has developed a solid collaborative working approach with Brent Housing Partnership, who have a refurbishment programme of £80 million. This has enabled the Brigade to advise and influence refurbishment priorities and review the quality and competence of installations. High rise refurbishment included a range of lift refurbishment, emergency signage, improved security, upgraded fire doors, fire stopping at floors and service ducts, secure bin chutes, improved vigilance on removal of materials in communal areas and hallways. Smoke alarms are fitted to all of their properties (9,600).

Gerda Doors and Premises Information Boxes have been installed in 36 high rise properties. Gerda doors, although certificated fire doors, have presented a potential access difficulty as they are also excellent security doors. The Borough Commander has been involved with the planning of the Premises Information Boxes and has advised on the contents of the "on arrival literature".

### **Bromley**

Bromley Borough currently has 11 high rise premises. Since 1992 responsibility and ownership for all housing stock has passed from Bromley Council to private housing providers (the main one being Affinity Sutton; the others being A2 Dominion, Amicus, Countrywide, Hyde Housing and Riverside).

The Local Authority no longer has any jurisdiction over, or oversight of, building control for refurbishment works carried out to these premises and will only be notified of any major structural changes or new builds through an application. Officers have recently been involved in refurbishment works at Bekesbourne Tower and have had numerous dealings with Bekesbourne Tower over the last 18 months. This resulted in a schedule of building/refurbishment works being carried out; the most significant of which was the complete overhaul of the building's fire lifts. This was followed by cosmetic works and upgrades/repairs to the fire separation in the building (intumescent strips and seals to fire doors, ill fitting or damaged fire doors). The dry risers were inspected and locks replaced; rubbish and unauthorised storage was also removed from landings and communal cupboards.

### **Camden**

There has been an extensive residential property building schedule as part of Kings Cross redevelopment programme. The Borough Commander has established a quarterly meeting with the Assistant Director of Housing Repairs and Improvements, which allows officers to identify areas of concerns to be addressed and to identify significant refurbishment projects to influence with 'fire safety' priorities, such as additional funding being planned for sprinkler installation in three public housing refurbishment projects.

### **City**

The only refurbishment works in the City of London Corporation owned or managed high rise properties over the last 10 years have been minor works carried out under the 'Decent Homes' plan, although this has mainly involved raising the standard of kitchens and bathrooms on an individual needs basis.

### **Croydon**

The Borough Commander has successfully engaged with the Housing Department through regular meetings and whilst the examples below do not relate directly to high-rise premises, they give examples of transferable techniques which will be applied to these properties in the future.

Officers have successfully promoted the use of automatic suppression systems to the London Borough of Croydon, through reference to the Lewisham Homes project and this has been directly responsible for the retro fitting of domestic sprinklers into all six refurbishment schemes they were running, due for completion by April 2014. This has also been supplemented with 30 portable suppression systems to address more immediate risks. The Borough Commander has a list of all the housing stock, which identifies the high-rise premises. This allows consideration of opportunities for improving fire safety as part of all discussions around the on-going maintenance and larger refurbishment projects.

### **Ealing**

There is some extensive planning involved in Southall Regeneration but this does not involve high rise buildings. The timescale for the completion is 2018. From 2018 Crossrail will open up Southall to a wider range of potential residents. To support this a substantial change in the quality of residential accommodation is necessary for both existing and new residents. The existing housing stock has little variety and the state of repair is variable with underinvestment in the built environment evident. The private rented sector is prevalent. A large proportion of properties have been altered to accommodate additional occupants. A proliferation of illegal back garden development provides a very poor quality living environment. Development in the area will deliver up to 6000 new homes over the next 20 years. This will provide a variety of housing sizes, types and ownership options. The predominance will be for mid rise accommodation. The higher density housing will be around the Crossrail station and in the town centre.



## **Enfield**

There is an on going work in the decent homes upgrade projects, where the internal bathrooms, kitchens etc have been upgraded from the original social housing spec. In addition, the redevelopment of the Ladderswood Way Estate and the adjoining New Southgate Industrial estate is a project of major strategic importance for the Council and its regeneration ambitions. The Ladderswood scheme is one of the first projects to be delivered out of the New Southgate Masterplan. Combined with the A406 development it will deliver significant benefits to the area.

In February 2013 the Planning Committee granted planning consent for a new development that will create 517 new homes. These will range from one bedroom flats to four bedroom houses and be a mix of private and affordable. It is anticipated that works will start on site in early 2014 with the first homes being completed by summer of 2015.

In addition it is proposed that a regeneration of the Alma Estate will boost the profile of Ponders End which is one of the Council's priority areas for investment. This £150 million project is the Council's largest housing estate renewal scheme and it is hoped that it will act as a catalyst for the wider regeneration of Ponders End. The estate renewal area includes a total of 717 properties, and of these, 547 are tenanted and 170 leasehold, 59% of which will be for private sale and 41% affordable homes. This includes flats in four 23 storey tower blocks; Kestrel House, Cormorant House, Merlin House and Curlew House, as well as flats and maisonettes on Alma Road, South Street, Napier Road, Fairfield Close and Scotland Green Road.

## **Greenwich**

Since the Introduction of the Regulatory Reform (Fire Safety) Order, Greenwich has risk assessed all their properties and identified significant findings. Since September 2013, 3000 purpose built fire resisting front doors have been fitted to all high-rise, sheltered accommodation and medium risk premises; this programme is on going and expected to finish in March 2014. Emergency lighting has also been programmed and all works is due to be completed by March 2014. Under the Councils "decent homes programme" fire precautions are either re-instated or upgraded. The Council has since 2001/12 set aside £5M a year, for a five year project purely for fire precautionary works within the councils housing stock. The Borough Commander was able to access this funding regarding the domestic sprinkler/misting pilot agreed earlier last year to fit 10 installations in the homes of those most at risk. The first of these system was fitted in August 2013.

## **Hackney**

Hackney has undertaken a significant programme of re-development from the late 90s. This led to extensive and on-going development of many post war housing estates within the Borough which by and large consisted of 1960s medium and high rise 'street in the sky' types estates that have since been demolished and replaced by modern housing stock. However, a number of these older buildings were redeveloped and two examples of these are Seaton Point, Nightingale Estate, Grange Court and Holly Street Estate.

At a recent meeting the Borough Commander attended where the Lakana outcomes are a standing agenda item, the only related discussion was around Hackney Homes desire putting floor layout plates on each floor of their high rise buildings (in addition to the Brigade's information plate pilot). The Borough Commander envisages that this item will remain on the agenda and will inform on-going and future redevelopment work.

## **Hammersmith & Fulham**

A series of enforcement notices were issued between May 2010 and March 2012 to the now defunct Arms Length Management Organisation - Hammersmith & Fulham Homes. The refurbishment work (Decent Homes) that was being undertaken on high rise properties was compromising the fire



structure, such as cutting through walls for pipework and then not sealing around the pipes, allowing for the potential for fire spread.

Following these enforcement notices and ongoing liaison between officers and Hammersmith & Fulham, a very positive change in approach by Hammersmith & Fulham occurred. This change ensured that future work such as at the high rise premise Jepson House, saw proactive consultation by Hammersmith & Fulham with the Regulatory Fire Safety team prior to refurbishment work starting. This premises is due to be audited in the near future. A further high rise Lannoy Point also evidences the fact that the Hammersmith & Fulham fire risk assessment is picking up structural issues which are then being sorted in an organised and efficient way.

### **Haringey**

Homes for Haringey have carried out significant refurbishment work in six high rise blocks, with a further four high rise blocks planned for 2014/15.

### **Harrow**

The local authority have an ongoing programme of refurbishment of all 18 of their Sheltered Housing Schemes within the borough, and this has been running for the last five years. From this year they are starting to look at the feasibility of retrofitting sprinklers as part of the refurbishment. The Brigade is also now having success with standalone fitments in the schemes for vulnerable people.

### **Havering**

In Havering there is an ongoing significant refurbishment programme of kitchens across Local Authority owned stock in the Borough. Also they are just about to tender (February 2014) for works to take place in the summer of 2014 to provide a significant refurbishments to two blocks, New England and Napier house. These are 12 floor tower blocks situated in Rainham. At this time there are no provisions for domestic sprinklers to be installed. The Borough Commander will be arranging a meeting with the Head of Housing in the hope that he might be able to influence the tendering process to include this in the specification. Domestic sprinklers are not being considered for housing refurbishments; based on the cost to retro fit, their client base and the fire rates in domestic premises within the Borough.

### **Hillingdon**

There are no significant refurbishments taking place, although some tower blocks will have been decorated but would not have constituted a 'significant refurbishment'. However there have been some new build tower blocks and these would comply with building regulations.

### **Hounslow**

Hounslow Homes agreed a development partnership deal with Lovell and United House/A2 Dominion Housing Group. The partners were chosen following competitive tender to deliver Hounslow Homes aspiration for 1,000 affordable homes in the Borough. To date, new partnerships between the London Borough of Hounslow, Hounslow Homes and partner contractors have delivered 254 new homes in the Borough. The target is for 2220 homes to be built or be in progress in Hounslow by 2014.

The first project, a £7.5 million scheme in Convent Way where Hounslow Homes is the landlord, was completed in December 2010. Another completed project in Beavers Lane consists of 64 affordable rented properties. Several years ago the low rise timber built frame suffered a 15 pump fire. The findings found that fire spread was due to poor building construction rather than design flaws. New builds in the area have been subject to consultation with the Brigade.

Input has been provided on the proposed Brentford Football Club design decisions. This allowed influence on the positioning of a dry rising main and access points to the stadia. Points were accepted

by the design team and incorporated in the proposal. This was achieved through our partnership with the club. The Brigade are members at the quarterly Safety Advisory Group.

### **Islington**

The Borough Commander meets with the Director for Housing and Social Services on a quarterly basis where they discuss the broader issues around housing. The Borough Commander has discussed the need to ensure any previous works had been checked for fire stopping and they were going to look at this issue. London Borough of Islington have also established a Homes & Estates Safety Board with an independent Chair, of which the Borough Commander is a board member.

### **Kensington & Chelsea**

The Kensington & Chelsea Tenants Management Organisation have over time targeted front doors to flats which have inadequate fire resistance and have replaced a large number with modern fire doors where they have control over the process. The lease holder front door compliance, which ensures all front doors are similarly suitably fire resistant remains, and they are working to resolve this, following strong direction from officers.

Structural issues in high rise premises are dealt with as they are identified. An example of this is Milman, Gilray, Lacland & Riley Houses on the Cremorne Estate, where fire stopping issues particularly around pipework was deemed not to be suitable; however the programme to address this issue is on going.

Trellick Tower is a significant high rise building that receives ongoing refurbishment and maintenance work. Currently the wet riser is being improved by the installation of a shunt pump. The wet riser has previously been overhauled following a number of concerns particularly relating to pressure. There is also an upgrade to the Emergency Lighting System.

### **Kingston**

Following the 20 Pump Fire at Madingley St Peter's Road Kingston (15 storey residential High Rise) on the 12 July 2010, Kingston Housing did carry out a range of works on this and three other identical blocks. This work included the improvements required under a Notice Of Deficiencies issued by the Brigade following the fire which required the replacement of PVC piping the full height of the building, inclusion of intumescent collars to prevent fire spread between floor slabs, improvements to the fire resisting protection to the lift motors rooms and the replacement of edging at roof level with limited combustibility material.

In addition and not part of the Notice Of Deficiencies but completed by the Royal Borough Kingston was the replacement of front doors to individual flats to FD60S standard, improvements to lobby protection at each landing level with the provision of FD30S doors and improvements to external directional signage to the Dry Rising Mains.

### **Lambeth**

Within Lambeth Borough there have been a number of projects regarding refurbishment of blocks on estates, and in some cases this has included the complete demolition and rebuilding of some areas. Other projects have included replacement of windows and cladding, plus re-roofing of some premises.

### **Lewisham**

In Lewisham, high rise housing is almost exclusively provided by Lewisham Homes (there are a small number of buildings up to six floors). Following the Lakanal enquiry outcome they reviewed their portfolio and as a result undertook an intrusive survey of some replacement ceilings installed in Daubney and Eddystone Towers to ensure that the compartmentation had not been compromised, but otherwise they were content that their buildings were safe.



### **Merton**

Merton Priory Homes owns, rents or manages nearly 10,000 properties across the Borough. They are investing 129 million over the next ten years as part of a refurbishment plan. Merton Priory Homes was launched in 2010 and as such these plans are on-going and still at a fairly early stage.

### **Newham**

Newham have not entered into any significant refurbishment project, outside of their Decent Homes project, which involves a planned repair/refurbishment schedule as part of their annual schedule of work. The Local Authority do, as a matter of routine, ensure that while repairing/refurbishing, their premises conform to the risk assessment applicable to the premises and that this fits with the expectations of Fire Safety in relation to high rise premises. Any areas of concern identified by London Borough of Newham are referred to the Brigade for guidance.

### **Redbridge**

The only project in Redbridge concerns the refurbishment of six tower blocks on the Orchard Estate in South Woodford. Built in the 1960s and formally known as the Broadmead Estate, work began in 2012 to provide improved heating systems, new windows and cladding and replacement roofing. The total cost of the project has been in excess of £10 M.

### **Richmond**

The Local Authority owned housing stock including the high rise blocks were sold to Richmond Housing Partnership some time ago. Essentially this has meant that the local Authority has little to do with the maintenance and refurbishment of the Borough's high rise flats.

Richmond Housing Partnership employs a private sector building control firm (approved inspectors) to oversee their fire safety compliance. Locally the Borough Commander meets with Richmond Housing Partnerships Health & Safety team every two months along with officers from the Brigade's regulatory fire safety team.

### **Southwark**

All of the local authority high rise stock has been subject to detailed (and when necessary intrusive) fire risk assessments. All of the stock was given a rating, high/significant/moderate and works were then scheduled to address each. The high risk blocks, including several with Brigade improvement notices were dealt with as a priority followed by an on-going programme which planned for the completion of works in all the other blocks as resources became available. All of the high risk and significant risk works have been completed and the programme is currently nearing the completion of the works in the moderate classification.

Part of that work also involved the Borough Commander and officers from fire safety formally meeting with the head of housing at the local authority on a three monthly basis to review progress and resolve any issues. Not only does the review meeting include specific fire safety works being undertaken in high rise but now looks at all refurbishment works to ensure fire safety is included. The list of premises covered now includes all local authority stock- including Sheltered Housing Unit's, residential care and is now starting to include "street " properties. Any issues that occur between meetings are of course actioned at that time.

### **Sutton**

The Borough Commander is not aware of any significant projects in the last decade. However, there is a new significant refurbishment which is due to commence in 2014 at Chaucer House which is an 18 storey block of flats on Sutton's ground. This refurbishment will also include retro fitting of sprinklers as part of the works takings place.



### **Tower Hamlets**

A large amount of refurbishment work has taken place or is programmed across 24 estates as a result of the "Decent Homes" programme. Poplar Harca, Swan Housing and Old Ford housing have similar works although in smaller numbers. The Bow Cross Estate (Hackworth point, Mallard Point and Priestman Point) refurbishment works are an example of where they have informed the Brigade of change and officers have been involved in the planning stage. Crews carried out regular visits during the works. The St. George's Estate (Stockholm, Hatton and Shearsmith Houses) are further examples of where the Brigade were informed of works and visits were carried out.

### **Waltham Forest**

In Waltham Forest there are three buildings that have had significant refurbishment work in the past ten years, the YMCA and two tower blocks John Walsh and Fred Wigg. The work carried out in the YMCA at Forest Road, has been to use the communal room and storage rooms/offices on the first floor and convert them into accommodation, which is served from a protected lobby. An annex has been demolished which was on the same site as the main building. The only entrance to the building is now to the front of the building, all other fire escapes are still available.

The works done on Fred Wigg and John Walsh (Montague Road, E11 3ES) have been: gas supply to the building has now been isolated and only electricity is used through out the blocks, the services throughout the building have been fire stopped, and the access to the floors from the stairs has been upgraded to include protected lobbies with upgraded security doors from each landing.

### **Wandsworth**

A £72 million series of improvements to homes and neighbourhoods has been scheduled in Wandsworth over the coming three years. This will include major refurbishment work to the Ashburton, Clarence Lane, Ryde Vale, Savona, Sporle Court, Surrey lane, Somerset and York Road estates. The Borough Commander has also worked with the Council who have now agreed to install dry risers in a number of blocks of flats which will be undergoing refurbishment. The Borough Commander reminded them that the Brigade would like the flats sprinklered but unfortunately funds are not available.

### **Westminster**

The Borough Commander has been having monthly meetings with City West Homes (Westminster Arms Length Management Organisation) for the past eight years. This has produced a list of major findings across their stock and enabled them to prioritise refurbishments across various groups of properties, instead of one property at a time. The refurbishment works include a programme of plans box installation and they are tendering for a sprinkler system to one of their blocks that has the same type of external cladding as Lakanal as a compensational feature.

More recently the Borough Commander attended the area seminar of Registered Social Landlords and Arms Length Management Organisation to discuss the operational issues. They now have a programme of plans box installation and they are tendering for a sprinkler system to one of their blocks that has the same type of external cladding as Lakanal as a compensatory feature.



**LONDON FIRE  
AND EMERGENCY  
PLANNING AUTHORITY**

Report title

## **Lakanal House Working Group**

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Meeting

Strategy Committee

Date

14 July 2014

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Report by

Deputy Commissioner and Director of Operational Resilience and Training

Document Number

FEP 0000

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Public

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### **Summary**

This report provides the final update to the Strategy Committee detailing the work that has been initiated and progressed by the Lakanal House Working Group (LHWG).

### **Recommendations**

1. That the work of the LHWG be noted; and
2. That the Strategy Committee endorse that this report formally concludes the work of the LHWG.

### **Introduction/Background**

1. Following the inquests into the deaths of the six people, at the Lakanal House Fire (3<sup>rd</sup> July 2009) the Coroner, Her Honour Frances Kirkham CBE, wrote to a number of organisations, including the London Fire Brigade (LFB), recommending what actions should be taken to prevent a similar tragedy from happening again.
2. The outcomes of the Inquest and the LFB's response to the Coroner's recommendations were reported to the Authority on 20 June 2013 (FEP 2072). At this meeting Members of the London Fire and Emergency Planning Authority (LFEPA) established a cross party working group to review and oversee some of the other key issues that emerged from the Lakanal House fire. The Authority also agreed the following terms of reference for the working group: *'to undertake a review of the Brigade's response to the fire at Lakanal House and to feed recommendations back to the Strategy Committee'*.
3. This report discharges this requirement.



## **LHWG – Work Programme**

4. At the inaugural meeting of the of the LHWG (24 July 2013) the following work programme was agreed:

- Ongoing updates on the Rule 43 Action Plan (also to be reported separately to the Strategy Committee)
- Victim Support
- Fire Safety Regulatory Reform Order
- Incident Command
- Capture and use of premise based information
- Fire safety information for residents in high rise

5. In establishing the work programme officers provided a range of presentations, background documentation and briefing notes to inform the discussions for each topic area. This included a very detailed presentation by the Building Research Establishment (BRE) on the history of the building and its performance during the fire. A list of the presentations, documentation and briefings notes used by the LHWG are detailed at Appendix 1.

6. The members of the working group also heard from representatives from the Sceaux Gardens Tenants and Residents Association who gave powerful testimonies about their personal experiences both during and after the fire. The Fire Brigades Union were also invited to provide feedback to the working group.

## **Key Activities**

7. In accordance with the work programme, the members of the LHWG reviewed and progressed work covering the following themes:

i) Seeking to secure clarification and further guidance from the Fire Minister and DCLG on:

- The definition of the term 'parts used in common' in buildings containing multiple domestic premises
- Whether the Fenestration Self Assessment Scheme (FENSA) is an appropriate means for certifying compliance with Building Regulations in tall residential buildings
- The definition of the term 'window' as detailed in the FENSA scheme.
- Spread of fire over the external surfaces the building (Requirement B4 of the Building Regulations refer).
- How the 'responsible person' should assess that the risk assessor has sufficient training, experience and knowledge to undertake a suitable assessment of the risks in complex and high risk premises.

DCLG has replied on some of these issues and subsequently meetings have been held between officers and DCLG officials. These exchanges are assessed by officers as having been helpful in confirming the approach being taken by the LFB, which is to take action against the landlord where fire safety issues compromise the exit route. DCLG's view is that it is then up to the landlord to use their contractual agreements with the tenant to rectify the issue, i.e. it is not the enforcing authority's responsibility to deal directly with the tenant.

ii) Undertaking a review into whether building control and other processes within local authorities are effective in protecting the fire safety integrity of a building during significant refurbishment projects. This review highlighted that more should be done to raise awareness about the building related issues that significantly influenced the fire development and its



rapid spread during the Lakanal incident. In response to this issue a wide range of engagement with many of the key stakeholders has been initiated by the LFB. This engagement work has involved BRE who have been very supportive in sharing their findings relating to the Lakanal House building design and those factors that most influenced the rapid fire development. Recent presentations have been to the London District Surveyors Association and to the Brigade's Area Deputy Assistant Commissioners and to Borough Commanders. It is now planned to organise four further sessions, at area level, for more Brigade staff and partners.

The LFB is also proposing to initiate a research project into the efficacy of policies and procedures associated with major refurbishment programmes. This is due to commence in April 2014, with the assistance of X London boroughs. It is intended to report the outcome of this work to the Strategy Committee.

- iii) The production of a media campaign that aims to further engage residents and influence housing managers/providers to communicate fire safety information with those living in their properties, as well as complying with their legal responsibilities under the Regulatory Reform Order. This campaign entitled "do you know your fire plan", involves the development of a dedicated website ([www.knowtheplan.co.uk](http://www.knowtheplan.co.uk)) that will act as the focal point for this work, asking people to get to know their building and have a plan in case of fire. The site will hold information and advice for tenants about how to act safely in their homes to prevent fires and who to go to for fire safety advice. The site will also contain information for housing providers and allow them access to materials such as posters and leaflets to give to their residents or use in their buildings. The site will be updated with new material as appropriate, but certainly including the work with e.g. National Landlords Association and the RICS Code of Practice, as discussed at the Strategy Committee in March 2014.
- iv) Exploring opportunities to promote the new approved standards for cable management (arising from the Hampshire Rule 43 recommendations relating to the Shirley Towers incident) with the Electrical Safety Council (ESC). The LFB, along with other Fire and Rescue Services (FRSs) have been actively trying to change the wiring regulations, so that cables fixed to ceilings either directly or in a conduit/trunking, are held in place by such means that would prevent them dropping during a fire. This has involved working closely with the ESC who sit on the appropriate British Standards Institute (BSI) committee. During the BSI committee meeting in September 2013 the draft proposal for a new standard for fixing cabling was unanimously agreed. These changes will now be discussed with the relevant BSI committee where it is hoped that the 2015 edition of the wiring regulations (BS7671), which prescribe the standards for all English wiring installations, will include these amendments.
- v) Working with the lift industry in an attempt to influence the scope of the lift testing and maintenance regimes to ensure they include a check of the firefighting lift operating requirements. The LFB has written to the London District Surveyors Association (LDSA) and Association of Consultant Approved Inspectors (ACAI) proposing a series of recommendations relating to the upgrade of existing lift installations during routine refurbishments. These upgrade recommendations are aimed at bringing the performance and functionality of the older style lifts in to line with modern firefighting lift design as specified in British Standard (BS) EN 81-72.
- vi) Raising awareness regarding the risks, in terms of increased fire loading, associated with the build up of paint layers within communal areas of residential high rise premises. This issue was first raised with Directors of Housing and social landlords in January 2009. The Head of



Fire Safety Regulation has recently written again to all London Borough Directors of Housing and over 200 Housing Associations and Registered Social Landlords reminding them of the LFB's concerns and providing more detailed information on this issue. The concerns about the build up of paint layers will also feature on the new website being established as part of the LFB's media campaign (see point iii).

- vii) In terms of the wider victim support issues, raising awareness about the needs of those people who are directly affected by incidents such as the Lakanal House fire. Meetings have been held with a number of the voluntary sector organisations to discuss their role during large scale incidents. This has confirmed that the British Red Cross (BRC) Fire and Emergency Support Division, has a Memorandum of Understanding (MoU) with the majority of London Councils to provide welfare support and humanitarian services in the immediate aftermath of a major incident. It has been confirmed that the BRC did attend the Lakanal House fire and provided direct support to Southwark Council in establishing their emergency rest centre. Officers are now working with the BRC to establish whether the LFB can further support the voluntary sector in responding to major emergencies within London.
- viii) Exploring opportunities to improve the reporting of structural fire safety issues to Borough Members.
- ix) Improving the management processes to ensure follow-up inspections by the Brigade are undertaken when specific advice is given following a fire investigation. This will aim to ensure that boroughs take the appropriate action in respect of the advice provided.
- x) Production of two 'Guides for Councillors'; one for Members to use when undertaking their council estate walkabouts and one for councillors who have a specific scrutiny responsibility as members of housing committees/ALMO Boards, etc.

8. In addition to the above, the following four issues were passed to the Strategy Committee to consider in the coming year:

- The regulation of leasehold properties within high rise buildings (how landlords are dealing with leaseholders making modifications to door/interior walls, etc. which potentially compromise the fire safety of buildings)
- The need for a recognised Government standard for 'competent persons' carrying out fire safety preventative measures
- Looking at how the Brigade prioritises its inspections of residential high rise buildings
- Addressing the problem of accessing accurate data relating to 'private' high rise premises

9. As previously agreed with the Committee, officers have begun the process of commissioning a study to explore these (and wider related) issues in further detail. The terms of reference for that study are at Appendix 2.

## Conclusion

10. As can be seen from above, the work of the LHWG has highlighted new opportunities and activities that have driven further improvements in the way the Brigade and other key stakeholders understand, manage and engage with high rise premises. These initiatives go beyond the scope of the Coroner's Rule 43 recommendations and have informed the further work that will now be considered by the Strategy Committee going forward.

11. The members of the LHWG are satisfied that they have discharged the original remit of the group, as agreed at the Authority meeting in June 2013. The Chair of the LHWG therefore proposes that this report formally concludes the work of the Board.

#### **Head of Legal and Democratic Services comments**

12. XXX

#### **Director of Finance and Contractual Services comments**

13. The Director of Finance and Contractual Services has reviewed this report and has no comments.

#### **Environmental Implications**

14. There are no sustainable development implications.

#### **Staff Side Consultations Undertaken**

15. No specific consultation has been undertaken with staff side in relation to the production of this report.

#### **Equalities Implications**

16. There are no equalities implications.

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#### **List of Appendices to this report:**

1. Appendix 1 - List of Presentations, documentation and Briefing Notes used to inform the LHWG discussions.
2. Appendix 2 - A study of the experience of the operation of the RRO in London

<b>LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985</b>	
<b>List of background documents</b>	
1. FEP 2072; Coroner's Inquests following the fire at Lakanal House on 3 July 2009	
2. FEP 2168; Lakanal House - Monitoring Report and Rule 43 Action Plan	
Proper officer	<b>Commissioner</b>
Contact officer	<b>Director of Operational Resilience &amp; Training Gary Reason</b>
Telephone	[REDACTED]
Email	<b><a href="mailto:gary.reason@london-fire.gov.uk">gary.reason@london-fire.gov.uk</a></b>



**Information Provided to the Members of the LHWG**

Presentations:

- Overview of the Operational Response - DAC Cutbill
- Key Factors that Influenced the Lakanal House fire development - David Crowder (BRE)
- Information Management & Use of Risk and Premise Information - Third Officer Dave Brown and Head of Information Management David Wyatt

Documentation/Reports:

- Regular updates relating to the progress of the Coroner's Rule 43 Recommendations
- Overview of Fire Safety Regulatory Reform Order (Report to Aug 13 meeting)
- Letters from the Chairman and Commissioner to the Fire Minister RE: highlighting outstanding issues relating to the Lakanal House fire (September 2013)
- Protection of fire safety features in major refurbishment Programmes - Audit Proposal (Report to Nov 13 meeting)
- High Rise Communications Plan (Report to Nov 13 meeting)
- Incident Command Developments (Report to Jan 14 meeting)

Briefing Notes:

- Lifts provided for fire service use (Nov 13)
- Cable Protection (Nov 13)
- Fire Services Management Committee Brief (Dec 13)
- Multi Layer Paint Issues (Jan 14)
- Victim Support (Jan 14)

## A study of the experience of the operation of the RRO in London

**Introduction:** London Fire and Emergency Planning Authority is concerned with the improvement of fire safety management and outcomes in London. Nearly 10 years after the introduction of the Regulatory Reform (Fire Safety) Order 2005 (the RRO), the Authority wishes to explore whether the regime is achieving all that is desirable. The Government has already undertaken some of this work in relation to business, as part of its wider deregulation and burden reduction strategy, but the extent of that work was limited.

Specifically, the Authority is concerned that there are issues about: complexity; understanding among responsible persons; contradictions or gaps in the total legislative framework (for example, the RRO and the 1985 and 2004 Housing Acts); and that the system of devolved managerial and democratic oversight of fire safety protection activities is unsupported by common methodologies or performance measures. There are also issues about how well guidance is informing responsible persons (Article 50 of the RRO gives the Secretary of State a duty to ensure such guidance is available).

The study is not intended to focus specifically on the way in which the London Fire Brigade pursues its responsibilities under the RRO; that will be a component, but is not the whole focus. The study should consider whether a "10 year update" on the RRO could: preserve its benefits; simplify its provisions; deal with areas of friction with other legislation; and help ensure it is better understood by responsible persons.

### Terms of Reference:

- Based upon an analysis of statutory duties which the Authority will supply, to produce a schematic of the legal framework and responsibilities
- To investigate whether, in London, these responsibilities and roles are understood and discharged in practice
- Based upon the experience of the RRO (and other relevant legislation), to consider whether a single regime for different classes of premises is sensible
- To examine whether the necessary tools and competencies for the task exist (which would include the Lakanal House Working Group (LHWG) reference concerning competent persons)
- To examine which bodies have responsibility for ensuring the overall effectiveness of the regime
- To examine available information about how the relevant bodies are performing (which would include the LHWG reference concerned with the prioritisation of inspection)
- To describe the problems (which would include the LHWG reference concerned with the control of leasehold properties)



- To consult relevant bodies and stakeholders about how to make improvements in the future

And in the light of the above work, to comment upon whether the RRO has been (or could be) effective in reducing avoidable fires and consequently death, injury and loss of property.

DRAFT