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**AGENDA**
**LAKANAL HOUSE WORKING GROUP**


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**DATE**

Monday 30 September 2013

**TIME**

10.30 am

**VENUE**

G-04 - Ground Floor, 169 Union Street, London SE1 0LL

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1. **Notes of meeting held on 28 August 2013** (*pages 1 – 4*)
  2. **Letters from the Chairman of the Authority and the Commissioner to the Fire Minister** - Letters attached for Members' information. (*pages 5 – 12*)
  3. **Update on progress with the Brigade's Rule 43 Action Plan** - Action Plan and covering note – Director of Operational Resilience and Training. (*pages 13 – 22*)
  4. **Information Management within the Brigade and the Use of Risk and Premises Information at Incidents** - Presentation – Third Officer/Head of Information Management and Performance.
  5. **Work Programme** – note attached for Members' consideration - Clerk (*pages 23 – 24*)
  6. **Any other business**
  7. **Date of Next Meeting**

John Johnson  
Committee Services  
john.johnson@london-fire.gov.uk  
[REDACTED]

## DATE \_\_\_\_\_

TIME

12 noon

## VENUE

Room G-04, 169 Union Street

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

**Brigade Officers** – Rita Dexter (Deputy Commissioner), Gary Reason (Director of Operational Resilience and Training), Steve Turek (Assistant Commissioner Fire Safety Regulation), John Johnson (Committee Services).

**Guest -** David Crouder (Building Research Establishment, BRE).

**NOTE OF MEETING:**

### 1. Notes of meeting held on 24 July 2013

Agreed notes of the last meeting on 24 July 2013, as attached to the agenda paper.

## 2. Overview of Fire Safety Regulatory Reform Order (RRO)

(Agenda item 3)

The Assistant Commissioner Fire Safety Regulation gave a presentation to the Working Group regarding the RRO and fire safety in residential blocks, and answered questions from Members.

During discussion, the Working Group drew up a list of issues for possible future consideration, as follows:

- The difficulties in defining what constitutes a high-rise' building (in terms of height/storeys) and there being no definitive source of locations for such buildings;
- 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);
- The need for a recognised Government standard for 'competent persons' carrying out fire safety preventative measures;
- The need for further guidance to the RRO on the definitions for (a) 'parts used in common' (common areas) and how the RRO is intended to operate where the 'responsible person' does not have total control over those common areas; and (b) 'a window' installed under the FENSA scheme, as the current definition does not stipulate whether composite systems with supporting frames are included (the supporting window panels at Lakanal House were not fire resistant and greatly influenced the spread of fire);
- Making better use of available data and the need for data which may currently not be collected;
- Looking at how the Brigade prioritises its inspections of residential high-rise buildings;
- The need for Government guidance on the testing and maintenance of the firefighter controls in lifts;

- The need for regulation regarding the storage of cabling (The Working Group noted that this issue had already formed part of a Rule 43 recommendation following the high rise fire at Shirley Towers in Hampshire);
- Multiple-layers of paint within premises; and

**Agreed:**

- Hard copies of presentation material to be forwarded to Members for information; (*Clerk*)
- Officers to provide briefing to Members explaining the Brigade's risk-based approach to prioritising inspections of high rise buildings and how that is put into practice; (*AC Fire Safety Regulation*)
- Officers seek to produce a briefing note regarding the issue of cabling for the All Parliamentary Fire Group in October; (*Deputy Commissioner*)
- Officers report to the next meeting of the Working Group with proposals to address Members' concerns as to how there can be assurance that significant refurbishment programmes are being undertaken in a way which ensures that the fire safety features and integrity of the buildings concerned is protected; (*AC Fire Safety Regulation*)
- The Chair of the Working Group writes to the Chair of the Strategy Committee (a) outlining the list of issues drawn up by the Working Group (as above) in order to clarify what areas the Committee will consider in its expected review of current fire safety legislation; (*Clerk to draft*) and
- The Chairman of the Authority be consulted as to the possibility of him writing to the Fire Minister to follow-up the Commissioner's letter of 11 December 2012 and to raise the various issues still outstanding (*Deputy Commissioner/Conservative Group PA/Clerk*).

**3. Key factors that influenced Lakanal House fire development**

(Agenda item 4)

David Crouder (BRE) gave a detailed presentation to the Committee and answered questions from Members. The question and answer session resulted in various additions to the list of issues which have been included in item 2 above.

**Agreed** – hard copies of presentation material to be forwarded to Members for information. (*Clerk*)

**4. Update on the progress of the Brigade's Rule 43 Action Plan**

(Agenda item 2)

**Agreed** – Officers update Members in writing on progress with the Brigade's Rule 43 Action Plan and produce for future meetings of the Working Group a matrix of the current position on the various recommendations from the Coroner to the LFB (using a traffic light indicator or similar). (*Director of Operational Resilience and Training*).

The Working Group also noted that a formal update detailing the Brigade's progress against the Rule 43 Action Plan would be presented to the Strategy Committee on 9 November. (*Director of Operational Resilience and Training*)

**5. Work Programme**

**Agreed** – The future Work Programme be further considered at the next meeting.

**8. Any Other Business**

None.

**9. Date of Next Meeting**

**Agreed** – 3 October 2013 at 10.30am in Room G01.

*\*After the meeting of the Working Group, further consultation was undertaken with Members and the next meeting was re-scheduled to take place on 30 September 2013 at 10.30am in Room G4.*

## 10. End of Meeting

The meeting ended at 2.10pm.

John Johnson

## Democratic Services

Tel: 0

e-mail: [john.johnson@london-fire.gov.uk](mailto:john.johnson@london-fire.gov.uk)



Subject

## Letters from the Chairman of the Authority and the Commissioner to the Fire Minister

Author

**Clerk to LHWG**

In accordance with the request made by the Working Group following it's last meeting, the Chairman of the Authority and the Commissioner have written to the Fire Minister on outstanding issues relating to the Lakanal House fire. Copies of these letters are attached for Members' information.

**John Johnson**  
**Committee Services**  
**[john.johnson@london-fire.gov.uk](mailto:john.johnson@london-fire.gov.uk)**

25/9/2013



**LONDON FIRE  
AND EMERGENCY  
PLANNING AUTHORITY**

**James Cleverly AM**  
Chairman of the Authority

169 Union Street London SE1 0LL

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[www.london-fire.gov.uk](http://www.london-fire.gov.uk)

London Fire and Emergency Planning  
Authority runs the London Fire Brigade

Brandon Lewis MP  
Parliamentary Under Secretary of State  
Eland House  
Bressenden Place  
London  
SW1E 5DU

**Date:** 26 September 2013

Dear Brandon,

You will be aware that Members of LFEPA remain extremely committed to ensuring that all lessons to be learnt from the tragic Lakanal House fire are identified and acted upon. To that end, we have established a Member Working Group specifically tasked with this explicit objective.

In the course of their work, Members have reviewed an exchange of correspondence between the Commissioner, yourself and your officials, and have asked me to write to you again, pressing the matters of concern. Having reviewed the issues, I felt that the letter would be better sent by the Commissioner, who is best placed to articulate the detailed policy areas. However, I wanted to include a covering note to stress the political commitment of the Authority to this process and encourage that the areas of concern highlighted are duly addressed.

Yours,

**James Cleverly AM**  
Chairman, London Fire and Emergency Planning Authority

cc: Valerie Shawcross CBE, AM



T [REDACTED] F [REDACTED]

Eron.dobson@london-fire.gov.uk

London Fire Commissioner

SW1E 5DU

Fire and Emergency Planning Authority

Date 26 September 2013

Dear Minister,

on the matter.

Rule 43 letters issued by the Coroner. They feel that there remain issues to be addressed. The issues covered by my letter and Ms Upton's response, were:

- That Government provide further guidance regarding (a) which parts and areas of buildings containing multiple domestic premises can be described as 'parts used in common' (common parts) and (b) how the fire safety order is intended to operate in relation to these premises where the responsible person does not necessarily have control over features affecting common parts and/or common fire precautions.

this way.

important to not resolve.



- *That when the DCLG sleeping accommodation guide is revised consideration is given as to how the guide might provide greater assistance for risk assessors, owners and managers as to how they, as responsible persons, might comply with the Order with regards to the common areas of domestic premises.*

As I have said above, it is accepted that DCLG has made a valuable contribution to processes which have resulted in the publication of advice. But Members in London remain concerned about whether enough has been done and whether what has been done can ever be really effective given the legislative complexity which Ms Upton's reply acknowledged. (Members also note that in August, the Department for Business Innovation and Skills published a study which examines the enforcement of the RRO. The focus of that study is very much about business, but one message from the study is that the RRO is confusing (and burdensome) to business and that better arrangements for its enforcement can be made. Members accept that there is a limit to the parallels that can be drawn between the interests of BIS and the issues which Lakanal raise, but they nevertheless note that the need for better clarity around aspects of the (intended) operation of the RRO has been accepted in another context).

- *That Government give consideration to whether the Fenestration Self Assessment Scheme (FENSA) is an appropriate means for certifying compliance with Building Regulation in tall residential buildings, particularly those that are over 18 metres in height.*

In her reply, Ms Upton explained that the number of certification bodies has now increased beyond the FENSA scheme. That is accepted. But it still leaves the question of whether the arrangements are effective when set against a policy objective which is concerned with fire safety; that is the question at which my first letter was targeted.

- *That with regards to windows installed under the FENSA scheme, Government defines what is meant by 'a window' so that the current ambiguities, such as whether a composite system into which a glazed area and supporting frame is installed, is included within the scope of the requirements.*

Members noted Ms Upton's statement that "legal definitions of common words can often result in more problems than they solve" and this is accepted. But she also said that a procedural solution in discussion with the scheme providers might be possible and we would welcome news of those discussions, because it is an important issue, notwithstanding the awkwardness of the proposal of a definition.

- *That Government provide further guidance in relation to Requirement B4 of the Building Regulations, particularly with regards to the spread of fire over the external envelope of the building.*

Ms Upton provided comments in response to this recommendation with reference to the existing guidance given in the BRE publication; *BR135 fire performance of external thermal insulation for walls of multi storey building*. However, you will be aware that this is a subject that the Coroner addressed very fully during the inquest and was one of the specific issues detailed in the Rule 43 recommendation issued to DCLG. In DCLG's response to the Coroner's recommendations there is confirmation that research work had been commissioned, which would feed in to a future review of this part of the Building Regulations. It would therefore be helpful to understand the progress of this research and the timescales for reviewing this aspect of Building Regulations.



- *That guidance is given as to how, when and by whom the firefighter controls for lifts are tested and maintained.*

No response was made to this.

- *That Government provide guidance for the responsible person as to how they might assess that the risk assessor has sufficient training, experience and knowledge to carry out a suitable assessment of the risk in complex and high risk premises.*

No response was made to this either.

I expect that this will feel like we are going over old ground, but Members of the Authority are extremely keen to ensure that no matters of concern are neglected or left unresolved. It seems to them that the concerns set out in my letter remain to be more finely addressed, especially as the Inquest made very clear the need for clarity in guidance for residents and responsible persons of high rise residential buildings. The purpose of this letter is to invite you to look at the issues raised previously and to take a view about whether it would now be possible to take some more vigorous action in response to them.

I look forward to your views.

Yours sincerely,



**Ron Dobson**  
London Fire Commissioner

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Subject

## **Lakanal House Working Group – Update on the progress of the Brigade's Rule 43 Action Plan**

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Author

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

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In line with requests from Members at the last meeting of the Lakanal House Working Group (28 August 2013), appended is a copy of the 'Action Plan' that was developed as part of the Brigade's response to the Coroner's recommendations arising from the Inquests.

As Members will see, the Action Plan has been broken down into a number of sub-tasks that are aimed at delivering the underlying improvements intended by the Coroner's recommendations. In developing these sub-tasks officers have been minded to ensure that all of the outcomes are measurable and sustainable.

So that Members can easily see where the progress of the plan deviates from the timescale commitments included in the Commissioner's response to the Coroner (letter dated 23 May 2013 refers), I have coloured coded the information. There is currently only one activity off target, which relates to the establishment of the high rise forum. Officers had intended to establish this new forum by the end of August, but due to the availability of the key stakeholders the inaugural meeting is now scheduled for the first week in October.

All other tasks are progressing in accordance with the agreed timescales or have been completed.

**Gary Reason**  
**Director of Operational Resilience and Training**  
[gary.reason@london-fire.gov.uk](mailto:gary.reason@london-fire.gov.uk)

25/9/2013

# LAKANAL HOUSE INQUEST CORONER'S RULE 43 LETTERS – ACTION PLAN MONITORING REPORT

Action plan - recommendations issued to the Brigade by Coroner following inquest into the deaths of 6 members of the public in Lakanal House, London

R.A.G. Progress Codes:

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

Action No.	Coroners recommendation	LFB action	Lead	Target date	R. A. G.	Action Update - August 2013
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	AC FSR	August 2013	Red	<p>An outline paper on scope of the forum, membership and terms of reference has been drafted.</p> <p>AC Fire Safety Regulation (FSR) met with London Councils on 10/05/2013 to discuss Fire Safety issues arising from Lakanal and confirmed the issues that the High Rise Forum would aim to progress.</p> <p>Invitation letters to Forum attendees have been issued.</p> <p>Inaugural Forum meeting scheduled for 04/10/2013</p>
		b) Review existing information provided to residential high rise dwellers	Third Officer & AC FSR	August 2013	Blue	<p>All Home Fire Safety guidance has been reviewed and specific guidance for high rise dwellers drafted and consulted on with the Community Fire Safety (CFS) and Communication teams.</p> <p>The LFEPA Web site has been updated to reflect the revised guidance.</p>



## LAKANAL HOUSE INQUEST CORONER'S RULE 43 LETTERS – ACTION PLAN MONITORING REPORT

Action No.	Coroners recommendation	LFB action	Lead	Target date	R. A. G.	Action Update - August 2013
						AC FSR will communicate this guidance to London Councils at the forthcoming Fire Safety High Rise Forum. The information has also been sent to DCLG for consideration as national guidance.  25 000 leaflets on Compartment Fires with revised messages are now available for use by station staff and Community Safety teams.
2	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.	a) Review existing policy related to information gathering and contingency plans	Third Officer & AC FSR	December 2013		A review of PN 800: 'Information Gathering / Contingency Plans' has been completed and officers have agreed that it would be appropriate to include the additional 7(2)(d) guidance in this note rather than create a new stand alone policy.  A joint working group has been established with Ops Prevention & Response (OPR), Ops Procedures (OP) and FSR to agree the specific additional information required to update the policy note.
		b) Create an inspection regime targeted at high priority buildings	Third Officer	December 2013		Details of existing 7(2)(d)s and AFA/ Non domestic building fires over the past three years have been collated. The data is currently being cross referenced to ensure the 7(2)(d) visit and Operational Risk Databases include known risks and high priority buildings.
		c) Develop new policy/guidance to address known outstanding risks identified through home fire safety visits	Third Officer	December 2013		Research has been undertaken with operational staff to establish how serious outstanding risks are identified, reported and dealt with currently and what improvements are required to ensure consistency of approach and availability of information, acknowledging the importance of data protection principles.  A flow chart is now being developed to support station based staff, which will be accompanied by policy guidance. This guidance will elaborate on the means available to lower fire risks, including new advice on issues such as dementia and mental illness, where an individual's capacity to respond to a smoke alarm

## LAKANAL HOUSE INQUEST CORONER'S RULE 43 LETTERS – ACTION PLAN MONITORING REPORT

Action No.	Coroners recommendation	LFB action	Lead	Target date	R. A. G.	Action Update - August 2013
						may be impaired. Discussion is on-going with the Information Management Team (IMT) to determine the most appropriate data capture process.
		d) Set corporate targets for 7 (2) (d) activities	Third Officer	December 2013		Discussion is on-going between OPR and IMT concerning a percentage based indicator that monitors whether all fire station staff have successfully completed their allocated number of 7(2)(d) visits.  Once the data collation exercise described in point (b) above has been completed, work will be finalised to create a suitable indicator that ensures each station has a performance target for visiting the correct number of premises.
3	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:	a) Implement recommendations from the report 'Review of incident command and support levels'.	Third Officer	December 2013		OPR are working in conjunction with Ops Assurance (OA) to commission training for the revised Incident Command thresholds for Group Managers and Deputy Assistant Commissioners.  Consultation relating to this policy change is on-going with staff side. The FBU Middle Management rep has recently (August) requested additional information regarding these proposed changes.  This has been supplied and officers are currently seeking to secure IR agreement for these policy changes.
		b) Review incident command training to ensure the 7 points are adequately covered	Head HRD	September 2013		Babcock have recently completed a full review of incident command training and a draft Course Review report was received by officers on 2 August 2013. This is now being considered and will inform revisions and improvements to the suite of incident command training solutions.  Officers also instructed Babcock to confirm that all 7 incident command related recommendations are sufficiently and

## LAKANAL HOUSE INQUEST CORONER'S RULE 43 LETTERS – ACTION PLAN MONITORING REPORT

Action No.	Coroners recommendation	LFB action	Lead	Target date	R. A. G.	Action Update - August 2013
	1. Use of the Dynamic Risk Management model and other management tools to enable ICs to analyse a situation, and to recognise and react quickly to changing circumstances.					comprehensively covered within the existing suite of training courses. Babcock has confirmed that all 7 issues are covered in the existing suite of command training albeit, that there may be opportunities to emphasise the Lakanal event during some inputs. This will be discussed at the next Incident Command Forum meeting, which is scheduled for 05/09/2013.
	2. To recognise when to escalate attendance by more experienced ICs.	c) Introduce a case study training package, to incorporate learning outcomes from the inquest	AC OA	December 2013		In addition to the wider course review, detailed specifications for a number of new 'case study' training packages are currently being developed, which will also cover the key Lakanal incident command themes.  One of these packages covering methodical search patterns will be launched as part of Ops News 25. This is due to be published to operational staff by the end of Sept 2013.  A further 'case study' training package detailing the specific issue arising at the Lakanal incident has also been commissioned. This package will highlight other highrise incidents where similar issues/challenges were experienced, e.g., the Shirley Towers fire in Hampshire.
	3. To anticipate that a fire might behave in a manner inconsistent with the compartmentation principle.					In addition to the above activities officers have recently commissioned a further training package that will cover role identification, briefings and command structures. This will be included within Ops News 26 that is due to be published to operational staff by the end of January 2014.
	4. To be aware of					



## LAKANAL HOUSE INQUEST CORONER'S RULE 43 LETTERS – ACTION PLAN MONITORING REPORT

Action No.	Coroners recommendation	LFB action	Lead	Target date	R. A. G.	Action Update - August 2013
	<p>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>					
4	The Brigade considers whether training be given to operational crews about Brigade Control practices and procedures	a) Staff to be reminded of revised FSG practices	Third Officer	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 six exercises have now been planned in quarter 3 of 2013/14.</p> <p>A new online system which enables operational staff to be assessed, in the workplace, on their knowledge of Brigade policies and procedures was launched in June 2013.</p> <p>Two boroughs have arranged specific FSG exercises at station level and the remaining borough commanders have included this in their annual training plan. All these exercises will include station</p>

## LAKANAL HOUSE INQUEST CORONER'S RULE 43 LETTERS – ACTION PLAN MONITORING REPORT

Action No.	Coroners recommendation	LFB action	Lead	Target date	R. A. G.	Action Update - August 2013
						based staff and senior officers.
		b) Develop specification for a new training solution covering Brigade Control practices and procedures	Third Officer	February 2014		<p>A specification requiring changes to the initial training packages for trainee firefighters has been drafted. These changes will be introduced as part of the revised trainee firefighter programme once recruitment recommences.</p> <p>A commissioning document is also being drafted by officers, which will require Babcock to develop a new training solution aimed at raising awareness of Brigade Control practices and procedures. Once completed this training package 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.	TBC	March 2014		Dependent on the above.
5	The Brigade considers whether it would be beneficial to use additional breathing apparatus radio communications channels and personal radio channels at major	a) Engage with the training contractor to ensure that issues relating to incident communications are embedded within current operational	AC OP	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 target date for roll-out of these training packages is November 2013.</p>

**LAKANAL HOUSE INQUEST CORONER'S RULE 43 LETTERS – ACTION PLAN MONITORING REPORT**

Action No.	Coroners recommendation	LFB action	Lead	Target date	R. A. G.	Action Update - August 2013
	incidents to reduce the amount of traffic on each channel	training.				





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Subject

## Work Programme - Lakanal House Working Group

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Author

Clerk to LHWG

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**Draft Work Programme** - For Members' consideration.

***(Please note that a response to the Chair's memo to the Strategy Committee regarding the Working Group's work programme is likely to be tabled at the meeting)***

Meeting 4 - date TBC - November 2013

- Protecting fire safety features in major refurbishment programmes – Deputy Commissioner
- Update on the Premises Information Board pilot – AC Fire Safety Regulation
- Update on the progress of the Brigade's Rule 43 Action Plan – Director of Operational resilience and Training

Meeting 5 - date TBC – January 2014

- Fire safety information for residents living in high rise premises - AC Fire Safety Regulation
- Community Safety Activities (relating to the above) – Third Officer
- Victim Support - TBC
- Update on the progress of the Brigade's Rule 43 Action Plan - Director of Operational resilience and Training

Meeting 6 - date TBC – March 2014

- Developments relating to Incident Command (possibly inviting CFOA Lead for Command
- Invite Fire Brigades Union to address the Working Group
- Update on the progress of the Brigade's Rule 43 Action Plan - Director of Operational resilience and Training

**John Johnson**

**Committee Services**

[john.johnson@london-fire.gov.uk](mailto:john.johnson@london-fire.gov.uk)

25/9/2013