



AGENDA

STRATEGY COMMITTEE

DATE

Tuesday 12 November 2013

TIME

2.30 pm

VENUE

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

Members of the Strategy Committee are hereby summoned to attend the meeting of the Committee, which will be held in G-04 - Ground Floor, 169 Union Street, London SE1 0LL, on Tuesday 12 November 2013 at 2.30 pm to transact the business set out below.

D.N. Atkinson

David Atkinson
Head of Legal and Democratic Services
Ground Floor,
169 Union Street
London, SE1 0LL
Monday, 4 November 2013

Membership

Councillor Sarah Hayward (Chair)

Councillor Jack Hopkins

Councillor Susan Hall (Vice-Chairman)

Councillor Stephen Knight AM

Councillor Gareth Bacon AM

Mr David Cartwright QFSM

Agenda Part I

1. Apologies for Absence

2. Disclosures of Interests and Dispensations

Clerk to Authority – Known details of membership of the GLA, other functional bodies and London Boroughs are attached as an Appendix to this agenda. The Appendix does not remove the need for a Member to declare at the meeting an interest (whether or not listed in the Appendix) in any relevant item on the agenda paper and to state also the nature of that interest.

3. Minutes (Pages 1 - 4)

Minutes of the meeting held on 9 September 2013.



4. Summary List of Actions Arising - FEP 2162 (Pages 5 - 14)

Clerk to the Authority – setting out actions arising from previous meetings of the Committee.

5. Quarterly Monitoring of key projects for 2013/14 - quarter 2 (end of September 2013) FEP 2163 (Pages 15 - 32)

Head of Strategy and Performance - Quarterly update on status of key projects within the Brigade.

6. Quarterly monitoring of the commitments in the London Safety Plan - quarter 2, 2013/14 - (end of September 2013) - FEP 2164 (Pages 33 - 70)

Head of Strategy and Performance - Monitoring of progress on the LSP commitments 2013/14.

7. Presenting attendance time performance - options for consideration FEP 2165 (Pages 71 - 102)

Deputy Commissioner – exploring different ways of presenting the attendance time performance for pumping appliances.

[For Governance, Performance and Audit Committee also].

8. Future Public Affairs Strategy - FEP 2166 (Pages 103 - 110)

Deputy Commissioner - outlining how the Authority might take forward its public affairs work.

9. Fire Safety Legislation – review of current legislation - FEP 2167 (Pages 111 - 126)

Deputy Commissioner and Assistant Commissioner, Fire Safety- giving initial consideration to the scope of a review of fire safety legislation and seeking Members views.

10. Lakanal House - Monitoring Report and Action Plan - FEP 2168 (Pages 127 - 138)

Assistant Commissioner, Operational Assurance - Updating the Committee on actions taken to progress the action plan arising from the Lakanal House Inquest.



11. Primary Authority Scheme - Extension to the Regulatory Reform (Fire Safety) Order 2005 - FEP 2169 (Pages 139 - 144)

Assistant Commissioner Fire Safety Regulation – outlining the implications of the Government's intention to extend the Primary Authority Scheme to the Regulatory Reform (Fire Safety) Order 2005.

12. Outdoor Rubbish Fires - a view from Borough Commanders FEP 2170 (Pages 145 - 158)

Third Officer – Summarising the discussions focused on outdoor rubbish fires held with Borough Commanders.

13. Evaluation of "After we leave" community volunteers project - FEP 2171 (Pages 159 - 166)

Third Officer - Reporting on the results of an evaluation of the original community volunteers project.

14. Update on buildings used as unsuitable living accommodation - FEP 2172 (Pages 167 - 176)

Third Officer - Providing an update on the Brigade's response to the increasing problem of unsuitable buildings used as living accommodation.

15. Progress update on the Brigade's children and youth engagement schemes - FEP 2173 (Pages 177 - 202)

Third Officer – Providing an overview of all the Brigade's children and youth engagement schemes.

16. Urgent Business

Any other items which the Chairman decides are urgent.



17. The Exclusion of Press and Public

The Committee is recommended to agree to exclude the public and press from the meeting, in accordance with the relevant paragraphs of Schedule 12A of the Local Government Act 1972 (as amended), in order to consider the following items of business.

AGENDA PART II

The meeting is not likely to be open to the press and public during consideration of the following items:

18. Urgent Exempt Business

Any other exempt items of business which the Chairman decides are urgent.

The next meeting of the Strategy Committee is scheduled to be held on Thursday, 6 March 2014 at 2.30 pm

Anna Flatley, Clerk to Strategy Committee
Democratic Services, Ground Floor, 169 Union Street,
London SE1 0LL / Tel: 020 8555 1200 (ext: 30084)
e-mail: anna.flatley@london-fire.gov.uk

APPENDIX - DISCLOSURES OF INTERESTS AND DISPENSATIONS

DISCLOSABLE PECUNIARY INTERESTS

The following declarations of offices held at the GLA, other functional bodies and London borough councils have been received from Members of the Authority.

Members are asked to declare at the meeting any further relevant disclosable pecuniary and non-pecuniary interests in any item on the agenda paper and to state the nature of the interest(s) declared.

Member	Interest
Councillor Liaquat Ali MBE, JP	Member, LB Waltham Forest
Councillor Tony Arbour JP	Assembly Member for London South West Constituency Member, LB Richmond upon Thames
Councillor Gareth Bacon	Assembly Member; Member, LB Bexley
Mr David Cartwright QFSM	Mayoral Appointee; Family members who are serving officers of the London Fire Brigade
Mr James Cleverly	Assembly Member for Bexley and Bromley Constituency
Councillor Mike Fisher	Member , LB Croydon
Councillor Susan Hall	Member, LB Harrow
Councillor Sarah Hayward	Member, LB Camden
Councillor Maurice Heaster OBE	Mayoral Appointee; Member, LB Wandsworth
Councillor Jack Hopkins	Member, LB Lambeth
Councillor Darren Johnson	Assembly Member; Member, LB Lewisham
Councillor Stephen Knight	Assembly Member; Member, LB Richmond – upon - Thames
Councillor Navin Shah	Assembly Member for Brent and Harrow Constituency; Member, LB Harrow
Valerie Shawcross CBE	Assembly Member for Lambeth and Southwark
Councillor Colin Tandy	Member, LB Bexley
Councillor Peter Truesdale	Member, LB Lambeth
Dr Fiona Twycross	Assembly Member

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MINUTES

STRATEGY COMMITTEE

DATE	Monday 9 September 2013	TIME	11.30 am
VENUE	G-04 - Ground Floor, 169 Union Street, London SE1 0LL		

Minutes of the proceedings of the meeting of Strategy Committee held in G-04 - Ground Floor, 169 Union Street, London SE1 0LL, on Monday 9 September 2013

Present:

Councillor Sarah Hayward (Chair)	Councillor Gareth Bacon AM	Councillor Jack Hopkins
Councillor Susan Hall (Vice-Chairman)	Mr David Cartwright QFSM	Councillor Stephen Knight AM

1. Apologies for Absence

There were no apologies for absence.

2. Disclosures of Interests and Dispensations

Resolved – That the details of membership of the GLA, other functional bodies and London Boroughs, as attached as an appendix to the agenda, be noted. No further disclosures were made.

3. Minutes

Resolved – That the minutes of the Strategy Committee held on 16 July 2013 be signed as a true record.

4. Strategy Committee Summary List of Actions Arising - FEP 2116

Resolved – That the on-going, outstanding and completed actions arising from previous meetings of the Committee, as set out in the report ([FEP 2116](#)) be noted.

5. **Strategy Committee - Future Work programme - FEP 2117**

Report (30.8.2013) by the Deputy Commissioner for Fire and Emergency Planning

The Deputy Commissioner introduced the report, which was presented in response to the Chair's proposal that consideration be given to the Committee's future programme and priorities, with a focus on strategic rather than detailed delivery issues.

The Committee discussed the report and in particular the topic of sprinklers, which Members requested be given particular priority. Members asked officers to produce a comprehensive public affairs strategy on the use of sprinklers which would be cognisant of what was being done on a national level.

The motion was then made by Councillor Hayward that:-

1. The Chair's priorities as set out in paragraph 6 to the report (FEP 2117) and a public affairs strategy on the use of sprinklers be agreed for further development;
2. The list of suggested report topics as set out in paragraph 5 to the report (FEP 2117) be noted; and
3. The reports on the forward programme as set out in Appendix 1 to the report (FEP 2117) continue to be progressed.

The motion was seconded by Councillor Hall, put and agreed.

Resolved: accordingly.

6. **Fires in Waste and Recycling Facilities - FEP 2118**

Report (30.8.2013) by the Assistant Commissioner, Fire Safety Regulation – FEP 2118

The Assistant Commissioner, Fire Safety Regulation introduced the report which outlined the Brigade's work to date to help co-ordinate a multi-agency response to a number of high profile fires at waste and recycling sites. Officers then answered questions from Members asked questions on specific points of detail.

After discussion, the motion was made by Councillor Hayward that:-

1. The work being undertaken by the Brigade in conjunction with other authorities, notably the Environment Agency, to tackle the problem of fires in waste/recycling facilities be noted;
2. The following further actions be progressed by officers :-
 - a) exploration of working with the insurance industry and greater lobbying;
 - b) consideration of the role of local authorities in planning and enforcement;
 - c) a general look at fines, cost recovery and what the Authority would wish the Government to do on a legislative basis; and
 - d) the issue be raised at the Local Government Association Fire Commission.

3. The draft response to the DCLG's consultation on Updated National Waste Planning Policy Planning for Sustainable Waste Management (attached as Appendix 2 to the report FEP 2118) be approved; and
4. The Chair of the Committee writes to DCLG highlighting the issues raised in the report (FEP 2118) and seeking views on how best to deal with those matters.

The motion was seconded by Councillor Hall, put and agreed.

Resolved: accordingly.

7. Update on proposal to establish a Brigade charity - FEP 2119

Report (30.8.2013) by the Third Officer

The Third Officer introduced the report which provided an update on the proposal to establish a community safety-focussed London Fire Brigade charity. During discussion on this item, it was noted that the financial predictions contained in the report were produced by the consultants and that officers had doubts as to whether these estimates could be realised in practice. It was generally accepted that the current economic climate was not conducive to the establishment of a charity, especially when a public sector based one. Members also discussed the LIFE programme; it was confirmed that there was no proposal from officers to stop that programme and that officers actively continued to pursue funding to support it.

After further discussion, the motion was made by Councillor Hayward that:-

The establishment of a community safety-focussed, London Fire Brigade charity is not pursued at this time but that a range of new and emerging external funding streams be further investigated by officers.

The motion was seconded by Councillor Hall, put and agreed.

Resolved: accordingly.

8. Quarterly Monitoring of the commitments in the London safety Plan quarter 1 2013/14 (end June 2013) - FEP 2120

Report (30.8.2013) by the Head of Strategy and Performance.

The Head of Strategy and Performance introduced the report which provided monitoring of performance against the Fourth London Safety Plan commitments, explaining that this was the case as the Authority approved the Fifth London safety Plan after the quarter 1 period for the 2013/14 year. Members then asked specific questions on commitments which were answered by officers.

The motion was then made by Councillor Hayward that the progress against the commitments for the period ending June 2013 (quarter 1) be noted.

The motion was seconded by Councillor Hall, put and agreed.

Resolved: accordingly.

9. Quarterly monitoring of key projects for 2013/14 quarter 1 (end June 2013) FEP 2121

Report (30.8.2013) by the Head of Strategy and Performance

The Head of Strategy and Performance introduced the report which provided a quarterly update on the status of key projects being undertaken within the Authority, and answered specific questions raised by Members.

The motion was then made by Councillor Hayward that the report (FEP 2121) be noted.

The motion was seconded by Councillor Hall, put and agreed.

Resolved: accordingly.

10. Urgent Business

Memorandum from Valerie Shawcross, Chair of Lakanal House Working Group

In accordance with Standing Order 43(i) and section 100B(4) of the Local Government Act 1972 (as amended), the Chair of the Committee accepted the memorandum (attached as Appendix 1 to the minutes) as urgent business in order to allow a response to be provided prior to the next meeting of the Working Group.

The Chair moved the motion that:-

1. It be noted that some of the issues raised in the memorandum are referenced in the report on Future Work Programme and are due to be reported on at the next meeting of the Committee to be held in November;
2. The Chair, in consultation with the other Members of the Committee, be given delegated authority to provide an initial response to the memorandum from the Chair of the Lakanal House Working Group; and
3. That a further updated response be provided to the Chair of the Lakanal House Working Group following the next meeting of the Committee in November.

The motion was seconded by Councillor Hall, put and agreed.

Resolved: accordingly.

The meeting ended at 12:25

Signed By:

Chair

Anna Flatley, Ground Floor, 169 Union Street, London, SE1 OLL; telephone: 30084; e-mail: ANNA.FLATLEY@london-fire.gov.uk
Clerk to STRATEGY COMMITTEE



**LONDON FIRE
AND EMERGENCY
PLANNING AUTHORITY**

Report title

Strategy Committee - Summary List of Actions Arising

Meeting

Strategy Committee

Date

12 November 2013

Report by

Clerk to the Authority

Document Number

FEP 2162

Public

Summary

This report sets out actions arising from previous meetings of the Committee.

Recommendation

That the Committee notes the on-going, outstanding and completed actions arising from previous meetings of the Committee, as set out in this report.

Meeting of 9-Sep-2013

Minute item/ FEP No	Subject	Action required	Status	Action by	Deadline
5 / FEP: 2117	Strategy Committee - Future Reports	The Chair's priorities as set out in paragraph 6 to the report and a public affairs strategy on the use of sprinklers be further developed.	Reports have been programmed based on the priorities agreed in this report.	Deputy Commissioner	Completed
6 / FEP: 2118	Fires in waste & recycling facilities	The following actions be progressed by officers:(a) exploration of working with industry and greater lobbying;(b) consideration of the role of local authorities in planning and enforcement;(c) a general look at fines, cost recovery and what the Authority would wish the Government to do on a legislative basis; and (d) the issue be raised at the Local Government Association Fire Commission.	(a) Officers are working with colleagues nationally to develop a memorandum of understanding with both the Environment Agency and the Health and Safety Executive in order to work more collaboratively through a joint inspection programme in the future. A working group has been established lead by London officers to work with the Waste Industry sector to produce a code of practice to underpin future enforcement powers for regulators. This group is also hosting a Fire Futures Meeting in London to debate the issue of waste fires which will be attended by CLG, BIS and DEFRA where we will raise the current challenges faced by regulators when dealing with these incidents; (b) Officers are working with local authorities to review the current arrangements for planning and enforcement, specifically for new sites where we would normally expect access and water supplies to be considered and part of the consultation and where there may be further opportunities to consider fire brigade tactical plans; (c) Officers will review the	Assistant Commissioner, Fire Safety Regulation	On-going

			Bellwin Scheme and seek clarification on the circumstances under which Ministers would consider setting up the scheme for these incident types. Officers are also looking at the relevant Legislation closely and will be meeting colleagues from the Environment Agency, Health & Safety Executive and representatives from the waste management sector to look at what legislative amendments should be considered.		
6 / FEP: 2118	Fires in waste & recycling facilities	The response to the DCLG's consultation on updated national waste planning policy for sustainable waste be submitted.	Response to DCLG consultation submitted(attached as Appendix A)	Assistant Commissioner, Fire Safety Regulation	Completed 23-Sep-2013
6 / FEP: 2118	Fires in waste & recycling facilities	The Chair of the Committee writes to the DCLG highlighting the issues raised in the report and seeking views on how best to deal with those matters.	The need to write DCLG will be reviewed after the conclusion of current initiatives with the Environment Agency and CFOA.	Assistant Commissioner, Fire Safety Regulation	On-going
7 / FEP: 2119	Proposal to establish a Brigade charity	A range of new and emerging external funding streams be further investigated by officers.	External funding is being pursued from a number of different sources. The Central LIFE Team are working closely with Borough Commander's to investigate external funding options and a number of positive meetings have been held with a range of stakeholders including local authorities, registered social landlords (RSLs) and pan London organisations including GLA and MOPAC. A meeting has been set up in October 2013 to look at the potential of a Pan-London bid to MOPAC	Third Officer	On-going

			<p>to fund LIFE courses in key targeted boroughs. Presentations have also being given at the 'Heads of Community Safety' and 'Troubled Families Lead Officer' forums both managed by London Councils and the G15 Housing Associations Group to outline what projects the Brigade offers and costs. The Cadets programme is continuing to pursue bids including one for the Heritage Lottery Fund. Both Cadets and LIFE will also present to the GLAs 'Youth Participation Network in Oct around external funding.</p>		
10	Lakanal House Working Group	The Chair to respond, in consultation with the other Members of the Strategy Committee, to the memorandum from the Chair of the Lakanal House Working Group.	An initial response from the Chair was tabled at the Lakanal House Working Group on 30 September 2013.(Attached as Appendix B)	Labour Group Officer	Completed 30-Sep-2013
10	Lakanal House Working Group	A further updated response be provided to the Chair of the Lakanal House Working Group following the next meeting of the Committee in November.		Labour Group Officer	On-going

List of Appendices to this report:

Appendix A - Response to DCLG consultation

Appendix B - An initial response from the Chair to the Lakanal House Working Group

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985	
List of background documents FEP reports – Strategy Committee Meeting 9 September 2013	
Proper officer	Clerk to the Authority
Contact officer	Anna Flatley
Telephone	0208 555 1200 x 30084
Email	anna.flatley@london-fire.gov.uk

Response to DCLG consultation

Updated national waste planning policy: Planning for sustainable waste management

Consultation Questions

Question 1: Existing national waste planning policy in Planning Policy Statement 10 has been well-supported, so the Government has focussed on streamlining the policy in line with National Planning Policy Framework principles rather than introduce radically new proposals. Do you agree with this approach? Do you think there is anything fundamentally missing from the updated policy that must be included?

The Authority agrees with this approach but is concerned about fires in waste and recycling facilities. Due to the nature of the processes, the materials stored and the type of operation involved these sites present a possible increased risk of fire occurring. These sites also pose a risk of rapid and unpredictable fire spread and this, together with the other hazards prevalent at these sites, creates an increased risk to operational personnel. Such incidents tend to be protracted and cause significant disruption and cost to both the responding emergency services, local authorities and the communities in which these sites are located, both in terms of the physical disruption caused and by the environmental hazards they generate.

Additionally the Authority is aware that three of these waste and recycling facilities are adjacent to Sites of Special Scientific Interest that pose heightened risk from fire water run-off in the event of fire.

Question 2: The updated policy states that local planning authorities should ensure that the planned provision of new capacity and its spatial distribution is based on robust analysis of available data and information. Do you think that sufficient data and information exists to allow waste planning authorities to adequately plan for provision of new capacity? What change the updated policy, if any, do you consider are necessary to achieve this?

No comment.

Question 3: The policy sets out the requirements for identifying sites for new development, including the proximity principle and assessment criteria. Do you agree with the requirements set out for identifying sites, including the policy additions on the potential for utilising heat and the siting alongside waste sewage treatment works in respect of energy from waste schemes?

The Authority agrees with the requirements, but is concerned that they do not adequately stress the need for due regard to the co-location of energy from waste facilities and sites with occupants that are vulnerable to fire. Namely hospitals and care facilities that could otherwise be considered complimentary activities as large users of heat.

When considering the location of sites the Authority also believes it is important to take into account not only such issues as the access to the site for large numbers of emergency service vehicles, the proximity of the site to local communities affected by such a site but also the potential disruption that would be caused to other infrastructure should a fire occur. This would include the potential disruption to road and rail routes which have been severely effected by the effects of smoke and fire that occurs for often prolonged periods, and the effects of smoke drift on neighbouring businesses and schools etc again for often long periods of time.

Question 4: The Government considers that, with minor amendment, the locational criteria which should steer selection of the suitability of areas or sites for waste are still appropriate and comprehensive. Do you agree with the locational criteria? If not, what should be changed?

No comment.

Question 5: Are you content with the proposed policy approach concerning the consideration of proposals for waste facilities in the Green Belt?

No comment

Question 6 Guidance: Alongside this consultation exercise, the Government will be preparing guidance to support the policy in line with the principles set out by Lord Taylor of Goss Moor. Are there any specific parts of the existing Planning Policy Statement 10 Companion Guide, or Guidance to local authorities on implementing the EU Waste Framework Directive, that you wish to see carried forward? Are there any other areas where guidance is required?

Guidance on relative responsibilities of the various agencies involved and how to promote partnership working between them would be useful.

Other comments:

There are at least four different public bodies involved in the management of these sites – the Environment Agency, Local Authority, Health and Safety Executive and the fire and rescue service. Whilst between these various authorities there are sufficient legal powers to deal with these sites, it requires a mutual understanding of the respective roles and responsibilities. The Environment Agency (EA) has the lead and this Authority is seeking to agree a Memorandum of Understanding and information sharing with it to ensure that this partnership approach is formalised and a risk based programme of inspections is planned.

The current legal powers available to this Authority through the Regulatory Reform (Fire Safety) Order 2005 and the Greater London Council (General Powers) Act 1968 are limited when dealing with these sites.

The RRO allows the Authority inspect these premises and take appropriate action in order to ensure compliance and reduce fire risk. However, the Order is based on the principles of the operator's own assessment of fire risk, and it is not always possible for us to require specific safety measures using this piece of legislation.

The Greater London Council (General Powers) Act 1968, gives the Authority additional powers to control the storage of large quantities of flammable material at these and other sites. It is an offence under s20 of the Act to form or maintain a stack of such material beyond a specified size without the consent of the Authority. The Act allows the Authority to refuse consent or put conditions on that consent only in so far as is necessary to prevent fires or danger from spread of fire and to facilitate extinguishing fire. The potential disruption to transport or neighbours is something that strictly we cannot use as the basis for a refusal or conditions since these are not a "danger" from fire (although that is often the biggest issue with a waste site fire).

There are three particular practical difficulties we have experienced with the GP Act offences:

- The maximum fines are small – only £1,000 fine. This obviously provides no deterrence. To prove the offence a costly volumetric survey of the stack is required. If the operator prevents access to the site it will be impossible to prove the main offence. The best the Authority can then do is prosecute for a secondary offence of obstructing an inspector. This carries only a £200 maximum fine.
- There is no Directors' consent, connivance or neglect provision. With H&SWA 1974 and RRO offences a company director can be personally joined into a prosecution by showing the company committed the offence with the Director's consent, connivance or neglect. The GP Act does not have this. The Authority is forced to proceed against a company only. It is then easy for the Director to choose to let that company fail and start again on the same site operating through a new company. The Director avoids a conviction so escapes without penalty and has a clean record.
- There appears to be no contempt of court liability for non-compliance with an order made under s20(2) of the Act to remove or modify a stack. The Act gives the court a power to make an order that the stack be removed or modified. However, should the operator breach that order s/he faces a negligible fine of £20 a day until he complies. Our view is that this statutory remedy is likely to be enough to prevent non-compliance with an order being taken to be a contempt of court, which could then be given a much more serious penalty.

Although these sites are covered by the RRO the Authority considers that there continues to be a need for specific offences around poor fire safety at them. This is because waste site fires can be very large and cause huge economic loss and disruption across a very wide area even when they have been caused by fire safety deficiencies that would not be an offence under the RRO. Offences under the RRO require proof that the breach put at risk of death or serious injury persons on or in the immediate vicinity of the premises. Running fire safety risks at a waste site might not be dangerous in these terms, while still being a sufficient public mischief that it merits criminal sanctions.

Contact: Neil Marsden
Telephone: 020 8555 1200 ext 30803
9 September 2013

Strategy Committee Memorandum

Dear Val,

Thank you for your memo (6 September 2013) highlighting the areas of work that the Lakanal House Working Group is focusing on and specifically the areas that relate to Fire Safety Legislation. As you mention, this is an area that the Strategy Committee will be concentrating on over the next year.

In consultation both with colleagues on the Committee and officers, the main areas of Appendix A that will certainly be included in our discussions are:

- 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

I understand that the further guidance required to the RRO will be emphasised in the letter from the Commissioner to the Fire Minister (26 September 2013). While there may not be any further work required on this issue, if the Government do not respond in an appropriate way, I will be asking for it to be included as part of our lobbying work that the Strategy Committee will be receiving a paper on it.

A further area that Strategy Committee can pick up through its work on Fire Safety Regulation is the fifth point:

- Looking at how the Brigade prioritises its inspections of residential high-rise buildings.

The other issues highlighted in appendix A are all of importance and I would be very interested, if the Working Group is to look in more detail at these areas, to review the findings. If you believe that following the work in your Group some of these issues should be fed into the wider Committee work as specific issues, I will of course discuss with colleagues on the Committee.

Sarah

Qlr Sarah Hayward
Chair – Strategy Committee

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**LONDON FIRE
AND EMERGENCY
PLANNING AUTHORITY**

Report title

Quarterly monitoring of key projects for 2013/14 - quarter 2 (end of September 2013)

Meeting

Strategy Committee

Date

12 November 2013

Report by

Head of Strategy and Performance

Document Number

FEP 2163

Public

Summary

This report provides the Strategy Committee with a quarterly update on the status of key projects being undertaken within the Authority and outlines the key benefits and objectives of each. Detailed status reports which show the position of each governance A project as at the end of quarter 2 (2013/14) are included in Appendix A and the body of the report includes any significant changes for each project since the end of the quarter.

The Authority is faced with constant demands to deliver significant amounts of change. These demands come both from within, to deliver strategic aims and department plans, and from without, as parts of national and local government strategies. To ensure that the Authority has the ability to meet these demands effectively and efficiently, officers have developed robust and proportionate project management arrangements.

Recommendation

That the report be noted.

Introduction/Background

1. This report provides the Committee with a quarterly update on the status of key corporate projects being undertaken within the Authority. It also provides an overview of progress made in improving the Authority's existing project management framework and controls.

Projects in this report

2. At end of Q2, there were:

- Nine 'A' governance projects (those which affect multiple directorates, which have a significant business impact and/or which are of particular risk to the Authority) as follows:
 - Property PFI
 - Control and Mobilising Services
 - Technical Centres
 - Property Services Review
 - Hazardous Materials Protection Replacement
 - Operational Efficiencies (NEW)
 - Procurement of vehicles and equipment contract*
 - Fleet replacement project*
 - PEG options project*

* these three 'A' governance projects are part of the Vehicles and Equipment Programme

- Seventeen 'B' governance projects (those which affect multiple departments, which have some business impact and/or which present some risk to the Authority);
- Four 'C' governance projects (those which affect a small number of departments and involve limited business impact and risk)

3. The 'B' and 'C' governance projects are not included in this report to the Committee. Updates on any new 'A' governance projects will be included in future reports to the Committee once status reporting has commenced.

Programmes in this report

4. This report also includes key corporate programmes within the Authority. The former Office of Government Commerce (now part of the Cabinet Office), defines a programme as a temporary, flexible structure created to coordinate, direct and oversee the implementation of a set of related projects and activities. Running projects together as a programme allows the programme board to focus on key issues, coordinate delivery and business changes, delegate as appropriate to project managers and provide flexibility in the use of resources.

5. At the end of Q2, there were two programmes:

- Vehicles and Equipment.
- National Operational Guidance.

Updates since last report

6. There have been two changes in the RAG status of projects since quarter 1, 2012/13. The project status for the Property Services Review project has now changed from green to amber. The Property Private Finance Initiative (PFI) was amber at Quarter 1 reporting, however Financial Close (Contract Award) was achieved on the 1 August and the project status is now green.

7. A new "A" governance project, Operational Efficiencies is included in the report with a status report attached at Appendix A.

Key project and programme issues

8. The overall programme status for the Vehicle and Equipment Programme is amber mainly as a result of the need for clarity from the Department of Communities and Local Government (DCLG)

over the position of PFI funding. Property Services Review is reported as amber at Quarter 2 reporting (end September 2013) due to a delay in finalising the evaluation of a key post. This had the potential to delay implementation of the new structure, which could have impacted on the agreed savings as reported to March Authority. However, these issues have now been resolved and the Property Services Review project status is expected to be green at the end of Quarter 3 reporting (end December 2013).

Projects and Programme overview

9. This section provides a brief overview of each "A" governance corporate project including any progress since the status report was prepared. Detailed status reports which show the position on projects and programmes at end of Q2 (end September 2013) are at Appendix A.

Property PFI

10. The PFI project will see London Fire Brigade receive PFI credits to replace Dagenham, Dockhead, Leytonstone, Mitcham, Old Kent Road, Orpington, Plaistow, Purley and Shadwell fire stations. Eight of the stations are being completely re-built on their existing sites and one station, Mitcham, will be built on a new site.

11. Construction will be in two phases, phase 1 started at Orpington temporary and Mitcham stations in September. Plaistow crews and appliances moved to their host stations at Stratford and East Ham on Monday 30 September, construction started in October. Decant took place at Old Kent Road station on the 14 October. Work is progressing as planned at these stations with no issues to report. The planned completion date for the last Phase 2 station (Shadwell) is expected in February 2016.

12. The project status for Property PFI is green.

Control and Mobilising Services

13. At the Authority meeting on 21 June 2012 a decision was made to award a contract to Capita Secure Information Solutions Ltd (CSIS) for a replacement mobilising solution, rather than a fully managed outsourced service (FEP1916).

14. A Service Design Workshop was held in September to discuss the necessary inputs and interactions with the CSIS Service Management process and the migration from Transitional Operational Service (TOS) to Full Operational Service (FOS). A review of Capita's configuration controls and Factory Acceptance Testing (FAT) meeting was held on 2 October. The quality assurance review was successful and confirmed that hardware and software configuration is being carried out in accordance with agreed procedures. FAT started on schedule on the 7 October.

15. The project status for Control and Mobilising is reported as green.

Technical Centres

16. This project was set up to deliver three operational groups of specialist stations; five Technical Rescue Centres, six Technical Hazmat Centres and five Technical Skills Centres. Together, these will enable the Authority to consolidate skills groups and improve the management and maintenance of the highly specialised skills required at these stations and improve resilience to our Fire Rescue Unit (FRU) and Urban Search and Rescue (USAR) response.
17. The project status for Technical Centres is green.

Property Services Review

18. In March 2012, the Authority agreed that a review of property services was to be carried out in order to identify the extent of savings that could be achieved through an alternative service provision (FEP 1901).
19. The Property Services Review is reported as amber at Quarter 2 reporting (end September 2013) due to a delay in finalising the evaluation of a key post. This had the potential to delay implementing the new structure, which could have impacted on the agreed savings as reported to March authority. However, the evaluation issue has now been resolved and interim measures within the department have meant that the new structure commenced on the 1 October as planned. It is now expected that the Property Services Review will be Green at the end of Quarter 3 reporting (end December 2013).
20. An initial meeting was held with representatives of MPS to progress evaluation of their 'integrator model'. The integrator model works on the assumption that no single service provider can effectively deliver all the services required by a large complex organisation so uses an independent and impartial third party to manage the multiple service providers necessary to deliver an effective service.
21. A set of objectives have been drafted for the Integrator review phase of the project. A meeting to discuss these objectives with Kellogg Brown and Root (the MPS "integrator" contractor) is planned for mid October and further meetings are being planned with the company and MPS to progress the project.
22. The project status for the Property Services Review project is amber.

Hazardous Materials Protection Replacement

23. Hazardous materials protective equipment is provided to protect firefighters from the potentially harmful substances encountered whilst attending emergencies involving hazardous materials (Hazmat), including those associated with chemical, biological, radiological and nuclear (CBRN) related incidents.
24. Future replacement of GTS, in particular the strategic reserve, in late 2015/16 will be influenced by the outcomes of a National Resilience project which is being undertaken to determine the future requirements of hazardous materials protection at the national level which are due to be replaced in 2015. Engagement with stakeholders is on-going although there is no significant progress with regard to a steer on national requirements as yet.
25. The project status for the Hazardous Materials Protection Replacement project is green.

Operational Efficiencies (NEW)

26. The project commenced following the Authority's approval of LSP5 on 12 September 2013. Project governance has been established and work streams have been set-up to deliver the various aspects of the project. An implementation date of 9 January 2014 has been set for the closure of stations and the redeployment/removal of appliances. Members will be aware that the decision to implement the station closures and appliance removals is subject to judicial review and should note that while officers are working to ensure that the changes can be implemented on 9 January, no irrevocable action will be taken until the outcome of the legal challenge is confirmed.
27. A key aspect of the implementation of the operational changes is making arrangements for the transfer of staff from affected stations. Due to the number of staff who will need to be transferred, and the importance of meeting key deadlines, the process of asking staff about their preferences and assessing transfer applications, started immediately after LSP5 was approved.
28. The reduction of two Fire Rescue Units will be implemented within this project and officers are working with those involved in the Technical Centres project to develop an appropriate transition plan.
29. The boundaries of the stations that are to be closed will be reallocated. Officers have identified the new station boundaries that will operate from implementation on 9 January.
30. Officers are working together to ensure that property works, the re-distribution of surplus equipment, furniture and IT from the operational efficiency fire stations is handled in a co-ordinated, efficient, and sustainable manner, consistent with the approach being used for the PFI stations.
31. A review of IT systems has been completed to identify the changes needed to ensure that systems will support the new configuration. Before going live, these modifications will undergo a series of testing and assurance processes.
32. Hose Layer (HLU) and Bulk Foam (BFU) units are being removed from all Pre-Determined Attendances (apart from aircraft crashes and top tier (COMAH¹ sites) and instead will be on request only. As BFUs and HLU's are already alternately crewed against the pumping appliance at the same station, this change to PDAs will significantly reduce the number of occasions when the pump ladders are unavailable due to HLU and BFU mobilisations. Alternate crewing is being implemented from 30 October for the Scientific Support Units at Hammersmith and Poplar and the Incident Response Units at Wimbledon and Kingsland.
33. Currently the Operational Efficiencies Project is progressing as planned. The status report for Operational Efficiencies is Green.

Vehicles and Equipment Programme

34. The Vehicles and Equipment Programme has been established to coordinate the delivery and business changes arising from the re-procurement of a new contract and all vehicle and equipment related projects which are either dependent upon or which will inform the future specification for fleet and equipment.

¹ Control of Major Accident Hazards Regulations 1999

35. Invitation to Submit Detailed Solutions (ISDS) were received on 30 September. Initial review of the tender responses has commenced and an initial overview with the Senior Stakeholder Board (SSB) took place on 8 October. Dialogue meetings with tenderers will recommence on 14 October. As it is likely that there will be challenges in meeting the affordability window, the shape of the competitive dialogue process has been reviewed, which allows a longer period of dialogue and discussion with tenderers.
36. A response from DCLG on the continuation of PFI Grant funding has been received and the Authority are continuing negotiations with DCLG, although there are indications that they are in support of the outsourced contract option. In recognition of this and the indications received from bidders that the contractor financed option created a significant complication to the process, it was agreed that the PFI option would not require a response at the Invitation to Participate in Competitive Dialogue ITPD stage, but could be re-included at Invitation to Submit Final Tenders (ISFT) stage.
37. Due to the continuing negotiations with the DCLG in regard to PFI grant funding the programme status for the Vehicles and Equipment remains amber for quarter 2 (end September 2013).

National Operational Guidance Programme

38. The National Operational Guidance Programme was established by the Brigade in partnership with the Local Government Association, the Chief Fire Officers' Association and the Chief Fire and Rescue Adviser to produce a new catalogue of operational doctrine for the UK fire and rescue service. National Operational Guidance will replace the many thousands of existing documents produced over many decades, including the Fire Service Manuals, that form the basis of safe systems of work for firefighters
39. Seven of the eight national guidance development projects have now had the Project Initiation Documents (PID) approved by the Operations Guidance Strategy Board (OGSB) the exception being 'Operations' which is scheduled for OGSB in December. The www.ukfrs.com website went live in July and has received in excess of seven thousand visitors and 200 – 300 subscribers to updates.
40. The programme has been developing generic documents for use by the projects, including quality management documentation, work package templates and a roles and responsibilities document. A project assurance process is also being developed with the advice of consultants with experience of assuring projects and programmes from a range of sectors.
41. The programme status for the National Operational Guidance Programme is green.

Closed\Closing projects

42. No projects or programmes are closing this quarter.

Head of Legal and Democratic Services comments

43. The Head of Legal and Democratic Services has reviewed and commented on the report.

Director of Finance and Contractual Services comments

44. The Fifth London Safety Plan (LSP5) includes the strategic objective "To minimise costs and provide value for money for Londoners. Working with others where we can". These projects are intended to support that aim.

Sustainable Development Implications

45. There are no sustainable development implications specific to this report as all such implications are managed within each project.

Staff Side Consultations Undertaken

46. The requirements for consultations with representative bodies are dependent upon the nature of each individual project. Information on any such consultations will be referenced within the status reports in Appendix A.

Equalities Implications

47. There are no equalities implications specific to this report as all such implications are managed within each project.

List of Appendices to this report:

Appendix A: Individual project summaries.

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985	
List of background documents	
1. FEP 1891 Budget 2012-13	
2. FEP 1896 Report on the Procurement and Operation of the Mobilising System	
3. FEP 1896a Report on the Procurement and Operation of the Mobilising System - Supplementary Report (GMB observations)	
4. FEP1900 Property PFI Project – Final Tender Analysis and Selected Bidder	
5. FEP1916 Procurement and Operation of the Mobilising System	
6. FEP 1901 Market Testing Property Services	
7. FEP 1541 The Fourth London Safety Plan	
8. FEP 1782 Property PFI Project - Change to Project Scope	
9. FEP1924 Financial Outturn 2011/12 report	
10. FEP 2032 Budget 2013-14	
11. FEP 2041 Property Services Review	
12. FEP 2042 Property PFI Project Financial Close and Contract Award	
13. FEP2094 Review of Financial Outturn report 2012/13	
14. FEP 2103X Vehicles and Equipment PFI and Emergency Fire Crews Contract Update	
Proper officer	Head of Strategy and Performance
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Appendix A – Project and Programme Summaries

- 1. Property PFI**
- 2. Control and mobilising services**
- 3. Technical Centres**
- 4. Property Services Review**
- 5. Hazardous Materials Protection Replacement**
- 6. Operational Efficiencies (NEW)**
- 7. Vehicles and Equipment Programme**
- 8. National Operational Guidance Programme**

Status as at the end of quarter 2 2013/14

Project	Property PFI					Last RAG	A	Current RAG	G
Project Objective	To deliver value for money by optimising the use of the PFI credits available to deliver sustainable, high quality new fire stations which are fit for purpose and meet anticipated future needs.								
Project start date	Jul 2007	Forecast end	February 2016	Sponsor	Director of Finance and Contractual Services	Project Manager	Claire Page		
Major milestones	Due	RAG	Milestones			Comments			
	Jan 2014	G	Orpington Temporary Station Construction commences			Construction of the temporary station started in early September. Progressing as planned with no issue to report.			
	September 2014	G	Mitcham Station Construction Commences			Construction of the station in London Road started in mid September. Progressing as planned with no issue to report.			
	October 2014	G	Plaistow Station Construction commences			Crews and appliance decanted to host stations at Stratford and East Ham on 30 September with no major issues.			
	October 2014	G	Old Kent Road Station Construction Commences			Decant is scheduled to take place on the 14 October and plans are being finalised with Blue3 and station management.			
Finances	Previous year 12/13	Budget	£ 1,199 k	2013/14	Budget	£ 1,018 k	2014/15	Budget	TBC
		Actual	£ 959k		Forecast outturn	£ 1,022 k		Forecast outturn	TBC
	Notes	The Property PFI project was underspent in 2012/13 due to the delay on achieving the projected financial close date which resulted in planned expenditure of £244k at host stations not being progressed. The Review of Financial outturn report for 2012/13 (FEP2094) which was agreed at Resources Committee on 22 July 2013 established an earmarked reserve of £245k, which is being used to supplement the existing budget in 2013/14.							
Current status	Construction of Orpington temporary station started in early September. Construction of Mitcham station started in mid September. Crews and appliance from Plaistow decanted to host stations at Stratford and East Ham on 30 September. All work is progressing as planned with no issues to report. The overall project status is now green.								

Status as at the end of quarter 2 2013/14

Project	Control and Mobilising Services					Last RAG	G	Current RAG	G
Project Objective	This project will deliver a replacement mobilising solution (RMS) using proven technology together with innovative solutions, thereby providing an improved service to the people of London, more efficient use of operational resources and increased resilience for business continuity.								
Project start date	March 2011	Forecast end	August 2014	Sponsor	Third Officer	Project Manager	Jeff Powell		
Major milestones	Due	RAG	Milestones					Comments	
	July 2013	B	Transitional Operational Service (TOS) commenced on the 26 July when the contract for the current mobilising system was transferred to Capita and staff transfer took place.					Complete	
	Aug 2013	B	Enhanced performance metrics are now in place.					Complete	
	October 2013	G	Factory Acceptance Testing					Due to start on the 7 October	
	May 2014	G	Site acceptance testing completed as part of Readiness for Full Operational Service (RFOS).						
	July 2014	G	Full Operational Service (FOS) achieved- new mobilising solution implemented and decommissioning of old system commences.						
Finances	Previous year 12/13	Budget	Capital - £750k Revenue - £92k	2013/14	Budget	Capital - £ 3,030 k Revenue – £ 109 k	2014/15	Budget	Capital - £ 6,120 k Revenue – TBC
		Actual	Capital - £ 736k Revenue - £92k		Actual	Capital - £ 3,030 k Revenue – £ 109 k		Forecast outturn	Capital - £ 6,120 k Revenue – TBC
	Notes	The total funding available for the implementation of the replacement mobilising solution included a revenue grant of £1,118k as at the start of the 2012/13 financial year. This is to cover spend incurred in 2012/13 onwards, of which £92k was spent in 2012/13 and £109k in 2013/14. The total capital funding available is £9,900k. The profile of spend on capital is £750k in 2012/13, £3,030k in 2013/14 and £6,120k in 2014/15.							
Current status	<p>The transitional operational service' (TOS) commenced on the 26 July 2013. At TOS, the following functions transferred to Capita Secure Information Systems (CSIS).</p> <ul style="list-style-type: none"> • The contract for the current mobilising system. • The four Brigade field service engineers (FSE) - responsible for maintaining and supporting fire station mobilising equipment. • Responsibility for maintaining and resolving problems with fire station mobilising equipment. <p>A Service Design Workshop was held in September to discuss the necessary inputs and interactions with the CSIS Service Management process and the migration from TOS to Full Operational Service (FOS)..</p>								

Status as at the end of quarter 2 2013/14

Project	Technical Centres						Last RAG	G	Current RAG	G		
Project Objective	To enable Fire Rescue Units (FRU) staff to maintain their skills by establishing Technical Rescue Centres, Technical Hazmat Centres and Technical Skills Centres.											
Project start date	Sep 2011	Forecast end	Dec 2013	Sponsor	Deputy Commissioner	Project Manager	Andy Hearn					
Major milestones	Due	RAG	Milestones			Comments						
	March 2014	G	Implement self managed leave pilot			Commenced on 22 April 2013. Will run for 12 months.						
	Aug 2013	B	Urban Search and Rescue (USAR) response implemented			Completed.						
	Oct 2013	G	Pump ladders support (line rescue)			The pump ladders at Technical Rescue Centres will deliver line rescue support with transferred equipment from technical hazmat centres from where the attribute was removed in January 2013.						
Finances	Previous year 11/12	Budget	N/A		2012/13	Budget	N/A		2013/14	Budget	N/A	
		Actual	N/A			Actual	N/A			Forecast outturn	N/A	
Current status	<p>The core skills training (DaMOP) schedule for the five Technical Rescue Centres was implemented in July 2012 . The Hazmat and Skills centres are now also operational, with their core training schedules, and work is progressing on the proposed movement of USAR level 3 personnel to the five Technical Rescue Centres. Self managed leave at the five Technical Rescue Centres started in April 2013 as a pilot.</p> <p>200 FRU course places have been allocated between April 2013 and April 2104 which will result in all Technical Centres staff including Watch Managers, being FRU qualified. This will significantly reduce the standby movement of FRU personnel. It is anticipated that this project will close ahead of schedule in Dec 2013.</p>											

Status as at the end of quarter 2 2013/14

Project	Property Services Review – Phase 2					Last RAG	G	Current RAG	A
Project Objective	The Authority to agree the preferred model for delivering property services and award a contract(s) for its delivery if it is economically advantageous to do so.								
Project start date	July 2012	Forecast end	March 2014	Sponsor	Director of Finance and Contractual Services	Project Manager	Ben Cameron		
Major milestones	Due	RAG	Milestones			Comments			
	Oct 2013	A	Commence Implementation of new structure			Finalising the evaluation of a key post in the structure had not been completed in September			
	Oct 2013	G	Develop evaluation\matrix model			Work is on-going with MPS in relation to evaluating the matrix model.			
	Oct 2013	G	Evaluate MPS Integrator shared service options						
	Dec 2013	G	Review and report MPS Integrator evaluation results						
	April 2014	G	Implement revised structure of Property Services						
Finances	Previous year 12/13	Budget	£ 132 k	2013/14	Budget	£ 240 k	2014/15	Budget	TBC
		Actual	£ 132 k		Forecast outturn	£ 240 k		Forecast outturn	TBC
	Notes	An earmarked reserve of £250k was agreed in the Financial Outturn 2011/12 (FEP1924) out of which £132k was incurred in 2012/13. In addition, the January 2013 budget report (FEP 2022) proposed a further £250k to be earmarked for the Property Services review. The total earmarked reserve available at the start of 2013/14 was £368k and £240k of this is forecast to be spent in 2013/14.							
Current status	Phase 2 of the project is underway, However a risk of delay to the implementation has been identified as a key post in the structure still needed to be evaluated at the end of September, resulting in the project going amber at the end of quarter 2. An initial meeting has been held with representatives of the Metropolitan Police Service (MPS) to understand and evaluate their 'integrator model'; This is a model that uses an independent, impartial third party to manage multiple service providers. A set of objectives have been drafted for the Integrator review phase of the project. A meeting to discuss these objectives is planned with Kellog Brown and Root (the MPS "integrator" contractor) in mid October, with further meetings currently being scheduled.								

Status as at the end of quarter 2 2013/14

Project	Hazardous Materials Protection Replacement					Last RAG	G	Current RAG	G	
Project Objective	The Brigade will have a replacement Hazardous Material Protection solution in place by 2015.									
Project start date	01/08/2012	Forecast end	30/01/2015	Sponsor	Director of Operational Resilience and Training	Project Manager	Phil Prior			
Major milestones	Due	RAG	Milestones			Comments				
	June 2013	B	Determine the procurement route for replacement equipment factoring in decision on strategic reserve and future purchase through the Vehicle and Equipment Programme			GTS procurement was de-scoped from this project as the introduction of LTS will reduce the amount of GTS required and allow for more time to understand the national resilience requirements before committing to procurement of more GTS.				
	Nov 2013	G	Award of contract to supplier							
	Sep 2014	G	Liquid Tight Ensembles in operational use							
	Jan 2015	G	Project Closedown							
Finances	Previous year 12/13	Budget	£ 20 k	2013/14	Budget	£ 58 k		2014/15	Budget	TBC
		Actual	£ 20 k		Actual	£ 58 k			Forecast outturn	TBC
	Notes	The 2011/12 budget report (FEP 1698) included a growth proposal for the replacement of gas tight suits totalling £1,924k over 4 years. However, following the extension to the useful life of the existing gas tight suits this pressure was then removed from the budget and a reserve totalling £455k was created from the underspend in 2011/12. This reserve has been used to fund the scoping work associated with the project, with expenditure of £20k in 2012/13 and forecast expenditure of £58k in 2013/14.								
Current status	The project has now moved into the procurement and implementation phases with a number of workstreams being established to deliver the chosen solution. Initial advert and Pre Qualification Questionnaire (PQQ) have been drafted and the Invitation to Tender (ITT) is under development. Product trials are being finalised for inclusion in the procurement process. Meetings are being arranged with Representative Bodies. The replacement of the strategic reserve of GTS will be dependent upon the outcomes of the National Resilience project which will be replacing their range of protective ensembles in 2015. Engagement with national resilience stakeholders is on-going although there is no significant progress with regard to a steer on national requirements as yet.									

Status as at the end of quarter 2 2013/14

Project	Operational Efficiencies					Last RAG	N/A	Current RAG	G
Project Objective	To reduce the number of fire stations and appliances and to alter the crewing arrangements of specialist vehicles in order to facilitate the reduction in the overall operational establishment, as part the proposals contained within London Safety Plan 5 (LSP5). At the end of this project there will be 102 fire stations, 155 appliances, 14 FRUs and different crewing arrangements for Scientific Support and Incident Response Units which will result in a reduction of 552 operational posts.								
Project start date	September 2013	Forecast end	January 2014	Sponsor	Head of Operations, Prevention and Response		Project Manager	Paul Jennings	
Major milestones	Due	RAG	Milestones			Comments			
	Oct 2013	G	Transfer process, scoring of staff.						
	Nov 2013	G	Transfer process, letters issued to staff and 28 day notice period begins.						
	Dec 2013	G	All property work to be completed.						
	9 Jan 2014	G	Implementation of operational changes						
Finances	Previous year 12/13	Budget	N/A	2013/14	Budget	N/A	2014/15	Budget	N/A
		Actual	N/A		Forecast outturn	£271k		Forecast outturn	N/A
	Notes	The forecast spend is £271k, the impact of which has been included within the Quarter 2 Financial Position Report (FEP XXX). Any in year savings identified as a result of implementing LSP 5 will be used to offset this pressure.							
Current status	The project commenced following the Authority's approval of LSP5 on 12 September 2013. Project governance has been established and work streams have been set-up to deliver the various aspects of the project. An implementation date of 9 January 2014 has been set. The transfer assessment process has commenced with the scoring process. To date around 1200 (of a possible 1400) staff have been scored. The deadline to complete all scoring is 11 October 2013 after which time the Establishment and Performance Team (EPT) will begin the process of identifying transfers and developing a transfer plan.								

Status as at the end of quarter 2 2013/14

Programme	Vehicles and Equipment Programme				Last RAG	A	Current RAG	A
Programme Vision	<p>The Authority will have a long term service provision(s) for the maintenance of its vehicles and equipment and re-procurement of out of life assets and will be delivering against its defined 'Target Operating Model' which will include: Established and managed processes and defined areas of responsibility required for the delivery of service under the new contract regime; An integrated approach with consistent and repeatable governance processes which ensure that operational and technical requirements for new vehicles and equipment are identified and used to inform the replacement of vehicles and equipment; and The integrated approach will also incorporate the existing methodologies detailing how the Authority works with the contractor in relation to replacing and making modifications to vehicles and equipment during the term of the contract.</p>							
Project start date	March 2013	Forecast end	August 2015	Sponsor	Director of Finance and Contractual Services	Programme Manager	Bob Cummins	
Major milestones	End date	RAG	Programme\Project milestones	Key updates				
	Jun 2013	A	Competitive Dialogue commences	Competitive dialogue started on 5 August 2013 to allow for additional time required to complete the required specifications and for DCLG to provide their response to the funding arrangement proposal re PFI credits. Dialogue meetings will recommence on the 14 th October.				
	Jul 2013	G	Invitation to Submit detailed solutions issued (ISDS)	Responses to both lots were received on 30 September.				
	Jul 2013	G	Command Support Hardware refresh implemented	Following competitive tender, a suitable bid (for £300k) has been received from Computacenter Services and Solutions UK Ltd. Discussions with Fleet, CMG and Babcock are underway regarding installation planning.				
	Nov 2013	G	Tender/Best and Final Offer (BAFO)					
	Mar 2014	G	Award Process CMB and Authority approval complete					
	Apr 2014	G	New dimension assets transferred to the Brigade					
	Apr 2014	G	Vehicles and Equipment Framework implemented					
	Apr 2014	G	Initial pumping appliance order placed					

	May 2015	G	New Fleet and Equipment Services contract in place.						
	Aug 2015	G	Fleet training solution completed						
	Aug 2015	G	Programme Close						
Finances	Previous year 12/13	Budget	N/A	2013/14	Budget	£791k	2014/15	Budget	£232k
		Actual	N/A		Actual	£791k		Forecast outturn	£232k
	Notes	The forecast spend in 2013/14 will be funded from provision set aside for this programme							
Programme Overview	<p>Invitation to Submit Detailed Solutions (ISDS) were received for both lots on 30 September. Initial review of the tender responses has commenced and an overview with the Senior Stakeholder Board (SSB) took place on 8 October. Dialogue meetings with tenderers will recommence on 14th October. As it is anticipated that there will be challenges in meeting the affordability window, the shape of the competitive dialogue process has been reviewed, which allows a long period of dialogue and discussion with tenderers.</p> <p>A response from DCLG on the continuation of PFI Grant funding has been received and the Authority are continuing negotiations, although there are indications that they are in support of the outsourced contract option. In recognition of this and the indications received from bidders that the contractor financed option created a significant complication to the process, it was agreed that the PFI option would not require a response at the Invitation to Participate in Competitive Dialogue ITPD stage, but could be re-included at Invitation to Submit Final Tenders (ISFT) stage.</p>								

Status as at the end of quarter 2 2013/14

Programme	7. National Operational Guidance Programme				Last RAG	G	Current RAG	G
Programme Vision	The aim of the National Operational Guidance Programme (NOGP) is to develop a library of information recording how fire service operational activities should be carried out. They will describe good practice in completing each activity, whilst managing the risks that may exist. NOG will be high level, describing the general considerations in undertaking defined activities. It will not prescribe detailed working practices and procedures, which are for each fire and rescue service to determine. They will be written so a layperson will be able to identify the broad actions required to complete each identified activity. Once complete, an online, searchable library of NOG will replace all the relevant current manuals, technical bulletins and other government publications, including existing guidance documents.							
Project start date	April 2012	Forecast end	April 2015	Sponsor	Head of Strategy and Performance	Head of Programme	Nick Collins	
Projects overview	End date	RAG	Project Name		Key updates			
	Due	RAG	Programme\Project milestones		Comments			
	July 2013	B	Develop public website		The www.ukfrs.com website that was demonstrated in beta to OGG/OGSB in July is now live and has received in excess of seven thousand visitors and 200 – 300 subscribers to updates. Subscribers have come from fire and rescue services, airports, government departments, service providers and a range of other partners.			
	September 2013	B	Develop collaboration platform		The collaboration platform allows programme and project contributors from different organisations and locations to contribute to the development of guidance remotely whilst maintaining a record of project decisions and guidance versions after project closure.			
	November 2013	A	Develop guidance wiki platform		The 'wiki' platform (and associated database) for presenting and reviewing future guidance is in development but behind schedule. This is, in part, to allow team members to focus on the delivery of the collaboration platform by the September deadline (prioritising development of guidance over presentation of final guidance).			
	July 2013	A	Establish project mandates		Seven of the eight national guidance development projects have now had the Project Initiation Documents (PID) approved by the Operational Guidance Strategy Board (OGSB) the exception being 'Operations' which is scheduled for OGSB in December.			
	March 2015	G	Projects delivery		On target			

Finance	Previous year 12/13	Budget	£ 559 k	2013/14	Budget	£ 831 k	2014/15	Budget	£ 834 k
		Actual	£ 559 k		Forecast outturn	£ 831 k		Forecast outturn	£ 834 k
	Notes	The 2012/13 Budget report (FEP1891) created a reserve of £6,000k to support the National Operational Guidance Project. In 2012/13 £559k of this reserve was used and the project is forecast to spend £831k in 2013/14.							
Programme Overview	<p>The planned dates for 'Incident Command' have now been re-baselined by the programme. The previous end-date of March 2014 has been moved to December 2014 due to delays in starting work on the project.</p> <p>The programme team has been developing the single lexicon of operational terminology, and expects to be able to publish version one in October. The lexicon is a composite of existing materials, such as the Civil Contingencies Secretariat lexicon, taking relevant terms and incorporating them into a single fire and rescue service operational lexicon.</p> <p>The programme has also been developing generic documents for use by the projects, including quality management documentation, work package templates and a roles and responsibilities document. A project assurance process is being developed with the advice of consultants with experience of assuring projects and programmes from a range of high-hazard sectors, such as the nuclear and deep-sea oil drilling industries. This will be a three-step process that will provide independent assurance that the programme's processes and governance are adequate—the project's internal peer review processes will assure the quality of the guidance itself. A Programme Definition Document has been developed and has been approved by OGSB. This will be a live document and will continue to be updated as the programme develops.</p>								



Report title

Quarterly monitoring of the commitments in the London Safety Plan – quarter 2, 2013/14 (end September 2013)

Meeting

Strategy Committee

Date

12 November 2013

Report by

Head of Strategy and Performance

Document Number

FEP 2164

Public

Summary

The full Fifth London Safety Plan was approved by the Authority on 12 September 2013. This report sets out the progress in delivering the commitments in the LSP5, for the period to September 2013 (Q2).

As with previous monitoring reports, the covering report also sets out significant achievements from borough commander plans.

The appendix to the report provides the detailed progress commentaries from Heads of Service, regarding the individual commitments for which they are responsible.

Recommendation

That progress against London Safety Plan commitments is noted for the period ending September 2013 (Q2).

Background

1. This report is the first update for Members on the progress against the agreed commitments, as set out in the Fifth London Safety Plan 2013/16 (LSP5). The London Safety Plan is the Authority's Integrated Risk Management Plan, bringing the key work of the Brigade together in one document. Key activities that need to be delivered over the period of the plan, in order to meet the Brigade's aims and objectives, are described through the commitments.
2. This Q2 report reflects the agreed LSP5 commitments which reflect the new initiatives in LSP5, or those carried forward from LSP4 where work continues.
3. All commitments throughout appendix 1 to this report are either marked with an end date (when that work is due for completion), or are denoted as 'core business'. Those marked as core business are significant pieces of work that will continue for the duration of LSP5.

Key highlights for quarter 2

4. A commentary about the progress at the end of September (Q2) position for each of the LSP5 commitments is provided in the appendix to this report. However, Members may particularly wish to note the following:
 - The report on the work the Brigade has been doing to tackle the issue of **hoarding** went to Strategy Committee on 16 July. This includes the publication of a supporting policy to ensure that hoarding is managed in a consistent way through a risk based approach, and a DVD entitled 'Raising Awareness of Hoarding' for station-based staff. **(5LSP7)**
 - The Brigade is working with stakeholders to develop credible, cost effective models for domestic **sprinkler installation** in new housing developments. This is as well as retro fitting in refurbished dwelling blocks where the opportunity exists; particularly those where vulnerable persons live.

Work is also being undertaken with the Mayor's London Legacy Development Agency, who are responsible for developing the Olympic site, to include a number of residential stages as well as community infrastructure.

The Brigade is also meeting with the British Automatic Fire Sprinkler Association (BAFSA) and the National Fire Sprinkler Network (NFSN) to develop costing models that can assist Local Authority planning considerations where sprinklers could be introduced. **(5LSP11)**
 - The Brigade is working with the Fire Industry Federation and the owners of premises with repeat Brigade attendances to further **AFA reduction** in London to develop a fire alarm management model that can be used as an example to assist other businesses reduce their callouts. **(5LSP18)**
 - We are also actively becoming involved with **road safety** partners and now have links with Transport for London, Road Safety GB London, London Road Safety Council and the CFOA road safety executive board. **(5LSP21)**
 - Our **fleet procurement** strategy has been incorporated into the vehicles and operational equipment procurement project. The procurement is underway and is progressing on the basis of a public financed provision (as opposed to a Private Finance Initiative) because this represents best value to the Authority. The new contract includes both vehicle replacement and on-going maintenance. The specification for the new generation pumping appliances has also been included in the contract specification. **(5LSP34)**

- The number of officers on duty for each 24 hour rota period have now been reduced from 35 to 30 in line with LSP5. A project team continues to meet to deliver the remaining efficiency savings from **the Officer Review. (5LSP38)**
- The revised building programme for the two **dedicated training facilities** by Babcock is on target. The facilities are now expected to be ready in April 2014 for Beckton and in August 2014 for Park Royal. All refurbishment works at existing facilities are complete. **(5LSP42)**
- The Brigade has made good progress by achieving a 22 per cent **carbon emission reduction** across the estate to date against the 1990 carbon emission baseline. **(5LSP47)**
- The audit programme is underway, with nine environmentally high risk stations audited to date. A revised Brigade Environment Policy has been drafted and a programme to expand the environmental management system across the Brigade is being implemented. **(5LSP48)**
- The Brigade is currently carrying out a review of the actions and improvements associated with the **Respiratory Protective Equipment (RPE) project**. In Q2 the scope of the review was finalised and a review of the reliability and performance of RPE was started. A review of the operational use of RPE and the competence of station personnel in its use is scheduled for October 2013. **(5LSP51)**

Significant achievements from Borough Commander plans

5. The Committee will also be interested to note the following significant achievements in Q2 from the monitoring of Borough Commander plans:

- **Hackney:** The Brigade is undertaking road safety events within Hackney, primarily aimed at cyclists and motorcyclists, due to the high killed and seriously injured (KSI) figures for those groups. Joint events have held between the Brigade, the Metropolitan Police and Hackney Council at both Shoreditch and Kingsland fire stations.

- **Redbridge:** Hainault, Woodford and Ilford fire stations have delivered successful community safety open days this quarter, with over 2,500 visitors attending.

The day is a 'Community Safety Day', and is attended by the MPS and LAS, the Local Authority Trading Standards, Neighbourhood Watch, the Bogus Caller partnership and St Johns Ambulance. All offering community safety advice to residents, this 'one stop shop' has proved very successful.

The Brigade also attended the Redbridge Older Peoples Day, which was linked to dementia awareness. A number of priority referrals for HFSVs were generated and we will be attending again next year.

- **Barnet:** A very successful open day at Finchley fire station was held with over 300 people attending on the day with positive feedback from the public, local councillors and the Mayor.
- **Brent:** Partner agency working has been developed through 'Weeks of Action'; developing a multi-agency approach to targeting audiences in the borough to deliver safety, security and fire prevention messages and smoke alarm installations.
- **Ealing:** The Brigade delivered training sessions for social service managers and staff which were received with positive feedback. Additional sessions are being planned, as well as a larger scale seminar with presentations from the Brigade, social services and housing providers.

- **Harrow:** Progress is good with HFSVs and priority targeting. Group risk visits (GRVs) are being undertaken in all local council housing schemes as a response to data which has indicated a higher than expected number of fires in these premises.
- **Hillingdon:** New partnerships are being set up to work with local agencies; in particular mental health agencies that may have access to vulnerable persons unknown to the LFB.

A press article has also been prepared and is ready to be included in the free magazine 'Hillingdon People'. This goes out every two months and reaches every household in the borough with a potential audience of several hundred thousand.

A scheme has been set up in Q2 utilising Hillingdon Cycle Rangers. These cyclists report back to the Council on road issues they come across whilst out cycling. This has now been broadened to include rubbish and anything that might represent a fire hazard e.g. discarded cylinders they find dumped on cycle tracks or country parks.

- **Bromley:** The Brigade secured £15,000 funding from the local council for Impact/LIFE courses. Impact courses are run by the Crossfire team from Croydon and have been delivered to 14 year olds in 8 Bromley schools. The aim of these workshops is to help reduce antisocial behaviour with input from various organisations dealing with the issues of gun/knife crime, gangs, and arson.
- **Sutton:** The Borough Commander has liaised with Sutton Housing Partnership (SHP) and hosted a site visit to a sheltered housing unit in Lewisham where sprinklers had been retro-fitted. This has led to the agreement for SHP to incorporate sprinklers into a refurbishment project for a high-rise block with a complex layout in Sutton.
- **Hammersmith & Fulham:** Successful partnership arrangements in the borough continue to provide opportunities to improve fire safety, including an invitation to present at a forthcoming 'Hoarding Conference' being held in Hammersmith and Fulham.
- **Lambeth:** Following an ongoing action from a fatal fire review, the Borough Commander, a Station Manager and representatives from social services have reviewed procedures for the recording and referral of vulnerable/at risk persons. This has resulted in a one point of contact system being put in place that will result in an auditable trail for intervention by all service providers.

Lambeth Borough will be participating in the Premises Information Boards pilot scheme for high-rise buildings. Crews have gathered the relevant information for production of the plates which will be in use by the end of the year. 24 buildings will take part in the pilot.

- **Merton:** Q2 saw the culmination of Advisor level 1 training with Merton Health. The result is that all borough frontline staff are trained in giving smoking, alcohol and drug awareness when delivering a HFSV or delivering CFS based talks. The final part of this initiative is to deliver an input on domestic violence awareness and it is intended to complete this by the end of Quarter 3. This partnership with Merton Health has been nominated for the national Compact Impact Awards 2013 due to take place in November.

In addition to this, the National Association for Voluntary and Community Associations (NAVCA) have contacted the CE of Merton Voluntary Service Council to ask if they could enter the partnership for a Big Society Award.

- **Richmond:** Positive relationships have now been forged with the Borough's two largest social housing providers, Richmond Housing Partnership and Richmond Churches. Both have agreed to undertake a detailed audit of their tenants and to examine their circumstances in relation to the Brigade's priority criteria. Richmond Churches have now completed this

work and have agreed to start providing HFSV referrals for those meeting the priority criteria directly to the area support team.

Head of Legal and Democratic Services comments

6. The Head of Legal and Democratic Services has reviewed this report and has no comments.

Director of Finance and Contractual Services comments

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

Sustainable development implications

8. The Sustainable Development Annual Report provides the full suite of performance reporting on Sustainable Development, including performance against the Authority's Sustainable Development Strategy 2013-16 (FEP 2039). The annual performance report is due to be presented to the November Resources Committee meeting.
9. The commitments outlined in appendix 1 of this report, along with supporting suite of performance indicators and service measures, show how the Authority is achieving its sustainable development objectives.

Staff side consultations undertaken

10. Any performance issues which need input from staff side would be dealt with as part of the Brigade's established performance management framework.

Equalities implications

11. A key aspect of the London Safety Plan is the integration of equality objectives into mainstream activity. The commitments demonstrate the range of projects and programmes being progressed that meet the requirement of the public sector equality duty. There is a strong correlation between those communities most at risk and those with protected characteristics.
12. Progress against LSP commitments and information from departmental and borough plans is used to demonstrate performance against the Equality Framework for the fire and rescue services. Progress against the framework is reported regularly to the Corporate Management Board (CMB).

List of Appendices to this report:


1. LSP Commitments for 2013/14; position at end of September 2013
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
LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**List of background documents**


1. FEP 1541 The Fourth London Safety Plan 2010 - 2013
2. FEP 1939 End of year monitoring of the commitments in the London Safety Plan for 2011/12
3. FEP1913 Reconstitution of Committees, Standing Orders, Allowances and Related Matters
4. FEP 1954 Quarterly monitoring of the commitments in the London Safety Plan for 2012/13 – quarter 1 (end June 2012)
5. FEP 1986 Quarterly monitoring of the commitments in the London Safety Plan for 2012/13 – quarter 2 (end September 2012)
6. FEP 2007 The Draft London Safety Plan 2013-2016
7. FEP 2021 The Draft Fifth London Safety Plan 2013/16
8. FEP 2079 End of year monitoring of the commitments in the London Safety Plan for 2012/13
9. FEP 2091 Fifth London Safety Plan
10. FEP 2120 Quarterly monitoring of the commitments in the London Safety Plan – quarter 1, 2013/14 (end June 2013)


Proper officer **Susan Ellison-Bunce, Head of Strategy and Performance**



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Code	Activity Required	End Date	Owner	Status	Comments
Aim 1: Prevention					
<p>5LSP1</p>	<p>We will evaluate our home fire safety visits programme to monitor its impact and to ensure it continues to improve fire safety awareness, whilst reducing the opportunity for fires to occur.</p>	<p>30/09/2014</p>	<p>Third Officer (Head of Operations, Prevention and Response)</p>	<p>On Target </p>	<p>A report of the external evaluation of HFSV programme was submitted to Strategy Committee at its meeting on 16 July 2013.</p> <p>The Committee agreed to a proposal to create a training package for staff who deliver home fire safety visits (HFSVs), including computer based training and this is now being scoped with a view to submitting a proposal to Babcock.</p> <p>It was also agreed that initial training for trainee firefighters should include a HFSV focus. This will be considered as part of a Babcock review of the complete firefighter training programme. The focus for delivery of HFSVs will continue to be targeted at priority people and priority areas.</p> <p>The serious outstanding risk (SOR) process will be developed to complement the HFSV by flagging up situations where the risk cannot be reduced by delivery of the standard HFSV alone. A policy on SOR will be developed by December 2013.</p>


Code	Activity Required	End Date	Owner	Status	Comments
5LSP2	We will ask the Mayor to address unsuitable sleeping accommodation and 'beds in sheds' as part of the GLA housing strategy.	30/09/2014	Third Officer (Head of Operations, Prevention and Response)	On Target 	<p>Officers continue to work with the police, DCLG, and local councils to tackle the problem of 'beds in sheds'. A memorandum of understanding is due to be signed in October 2013 with the Gangmasters Licensing Authority, which regulates labour providers across the UK, to ensure a strategic approach is taken to this issue.</p> <p>This issue has been raised with the Mayor and he is focused on it with his officials, talking to boroughs affected, with money being allocated for dealing with the problem. Officers have also linked into the largest homeless charities (such as Centrepont) to develop simple fire safety messages in hostels to be launched later in 2013.</p> <p>An update, which includes a framework document to assist local boroughs with tackling the problem, is also on the agenda for today's Strategy Committee meeting.</p>



Code	Activity Required	End Date	Owner	Status	Comments
5LSP3	<p>We will focus our community safety resources on preventing the most common house fires, and changing the behaviours that cause them by:</p> <ul style="list-style-type: none"> • Responding to emerging trends and providing an innovative approach to community safety work; • Continuing to invest in our work with young people; and • Investing in partnerships that provide access to vulnerable but dispersed members of the community. 	Core Business	Third Officer (Head of Operations, Prevention and Response)	On Target 	<p>Community safety resources continue to be targeted at those people and areas deemed to be at greater risk from fires.</p> <p>The schools team, which makes educational visits to primary schools, undertook a pilot project to extend delivery to Key Stage three (year eight - ages twelve to thirteen) pupils in 'Very High' risk priority secondary schools across London; this first commenced in the academic year 2011/12, in four boroughs.</p> <p>Following evaluation, a second phase has commenced to extend this provision to a further eight boroughs and the results from this are being evaluated. Should this prove successful, then it is proposed that all 76 'Very High' risk priority secondary schools will be offered visits by the Schools Team on an annual basis.</p> <p>The Strategy Committee agreed to an extension of the fire cadets scheme to cover nine boroughs over the next two years. Four new cadets scheme launched in September 2013 in Barking and Dagenham, Haringey, Redbridge and Waltham Forest.</p> <p>(cont. on next page)</p>


Code	Activity Required	End Date	Owner	Status	Comments
5LSP3					<p>(cont. from previous page)</p> <p>Station based staff, Borough Commanders, Area and HQ community safety teams, continue to deliver high quality community safety campaigns, activities and initiatives on a daily basis; such as visual audits, station open days, schools visits and attending fetes.</p> <p>The target of 11 per cent of time spent by station based staff on community safety activities has now been raised to 12 per cent (re: new LSP5). Time spent by station based staff on this work includes time spent on HFSVs, as well as other community safety activities such as visual audits, station open days, schools visits and attending fetes.</p>
5LSP4 Page 42	<p>We will target reductions in deliberate fires by:</p> <ul style="list-style-type: none"> • Visiting areas with high volumes of deliberate fires, to identify and reduce those materials that can be used to fuel these fires; and • Identifying potential buildings that may be at risk of deliberate fire setting (e.g. unoccupied offices and shops). 	Core Business	Third Officer (Head of Operations, Prevention and Response)	On Target 	<p>Staff at fire stations spend a significant proportion of their time actively engaged in preventing fires and helping people to be safer in their homes if a fire does break out.</p> <p>To help reduce deliberate fires, fire crews carry out visual audits in order to identify and reduce hazards which can lead to arson attacks (for example, abandoned cars, accumulated rubbish) and report them to local authorities.</p> <p>The Brigade's cycle scheme is again operating this year in Havering and Hounslow. This is particularly useful in areas susceptible to rubbish fires and enables firefighters to access areas not suitable for a fire appliance.</p> <p>The Juvenile Firesetters Intervention Scheme (JFIS) works intensively with children and young people who have displayed firesetting behaviour. This includes one-to-one support for the child and their parents and there are currently around 300 cases.</p>


Code	Activity Required	End Date	Owner	Status	Comments
5LSP5	We will evaluate the volunteers' pilot scheme in Haringey during 2013/14.	31/03/2014	Third Officer (Head of Operations, Prevention and Response)	On Target 	<p>For the last 18 months we have been piloting the limited use of external volunteers to provide an 'After the Fire' service in two boroughs – Wandsworth and Haringey. These pilots have since been evaluated and this will be completed in late September.</p> <p>A paper is also on the agenda for today's Strategy Committee meeting outlining the outcome of the evaluation and includes recommendations on the way forward.</p>
5LSP6	We will utilise social media to help Londoners by: <ul style="list-style-type: none"> • Encouraging behavioural change; • Providing increased ways to access our services; • Helping protect them from fire; and • Helping them to avoid the travel and business continuity interruptions of fire. 	30/09/2014	Head of Media and Internal Communication	On Target 	<p>Use of social media has continued to benefit the Authority throughout quarter 2. Twitter, Facebook and YouTube have been used to support LSP5 communications (during the decision making process) and have effectively supported the Brigades objective to raise fire safety awareness in relation to national strike action.</p> <p>As further evidence that social media is working effectively for the Authority, a MOPAC audit (also completed for the GLA and Met Police) of the Brigade's use of social media during quarter 2, resulted in a 'substantial' rating (the highest overall rating). The report states 'there is a sound framework of control operating effectively to mitigate key risks, which is contributing to the achievement of business objectives'.</p> <p>Following LSP5 agreement, the Communications department have been developing proposals on how social media can be expanded, with consideration focused on greater staff awareness (in order to expand the use of social media effectively). This will look at how social media can be used to support LSP5 objectives / campaigns, as well as looking at the possibility of social media being used more than it already is during operational incidents; both for warning and informing purposes, and to assist operations.</p>


Code	Activity Required	End Date	Owner	Status	Comments
5LSP7	<p>We will focus on the dangers of hoarding by:</p> <p>a) Training our firefighters to recognise, respond to and record instances of hoarding when visiting premises and when attending a fire by 01/03/2014; and</p> <p>b) Developing a strategy to raise awareness amongst the public of the dangers of hoarding by 30/09/2014.</p>	30/09/2014	Third Officer (Head of Operations, Prevention and Response)	On Target 	<p>Two reports have been submitted to Strategy Committee (November 2012 and July 2013) on the work the Brigade has been doing to tackle the issue of hoarding. This work includes:</p> <ul style="list-style-type: none"> • A supporting policy to ensure that the Brigade's handling of identified hoarding is managed in a consistent way through a risk based approach; • A DVD entitled 'Raising Awareness of Hoarding' for operational staff; and • A process to record premises where hoarding exists and associated tactical plans on the Operational Risk Database, which records risks/hazards beyond that normally expected, as well as any particular tactical plans or command and control procedures required. <p>The success of the DVD will be evaluated and a full range of internal and external communications will be utilised to deliver clear messages about hoarding.</p>



Code	Activity Required	End Date	Owner	Status	Comments
5LSP8	<p>We will continue to work with a range of partners to improve community safety. This will include:</p> <p>a) Being active members of crime and disorder partnerships by 31/03/2014;</p> <p>b) Working with the London Safeguarding Adults Network and those who provide care to give guidance and advice on how to minimise the risk of death or injury from fire by 30/09/2014; and</p> <p>c) Focusing our prevention and protection activities on ensuring that people living in care homes or sheltered housing are as safe as possible by 31/03/2015.</p>	31/03/2015	Third Officer (Head of Operations, Prevention and Response)	On Target 	<p>Borough Commanders participate in their local Crime and Disorder Reduction Partnerships, Adult Safeguarding Boards and Health and Wellbeing Boards as appropriate. The Brigade is also represented and the London Safeguarding Adults Network.</p> <p>At a local level, this has extended to investigate developing partnerships with a range of local initiatives particularly the Troubled Families Programme. Revised safeguarding policies for adults and children are currently being developed along with a new training programme for all Brigade staff.</p> <p>Further links have been established with a range of pan-London organisations including London Councils, Greater London Authority and MOPAC.</p> <p>Community Safety now have representation on a range of London officer networks such as the Heads of Community Safety, Children's Safeguarding Board and Youth Engagement Practitioners Forum.</p> <p>It is intended that membership of such groups will help to develop further joint working with a range of organisations in addition to helping secure external funding for our community safety priorities.</p>



Code	Activity Required	End Date	Owner	Status	Comments
5LSP9	We will review our response to telecare emergency calls and work with telecare social alarm receiving centres to provide a more robust service for dealing with emergency calls and offer training and information on fire survival guidance for operators.	30/09/2014	Third Officer (Head of Operations, Prevention and Response)	On Target 	<p>The amalgamation of RMC with Brigade Control, and the subsequent creation of a Telecare Task Force that will work closely with Community Safety and Fire Safety Regulation, will assist in meeting this objective.</p> <p>The new team will review all calls received from a telecare provider, all calls made from an elderly member of the community, and review Brigade Control's role in any fatal fires involving an elderly member of the public.</p> <p>Upon receipt of any of these triggers, the team will fully investigate the role played by Brigade Control in receiving that call. They will log the actions undertaken in relation to the call and monitor any repeat incidents, and will respond and record their actions on receipt of a trigger.</p>
5LSP10	<p>We will look at the relative effectiveness and value of all our separate youth activities. We will:</p> <p>a) Bring them together under the successful LIFE brand so they represent a more coherent and integrated approach by 30/09/2014;</p> <p>b) Deliver at least 60 LIFE courses during 2013/14 by 31/03/2014; and</p> <p>c) Seek ways to build the programme's capacity to be self-funding and sustainable in the long term by seeking external funding by 30/09/2014.</p>	30/09/2014	Third Officer (Head of Operations, Prevention and Response)	On Target 	<p>A report on the Brigade's youth work is on the agenda for today's Strategy Committee meeting. This report provides an update on the Brigade's main youth schemes, including progress in expanding the community fire cadets scheme as agreed at the July meeting. A further report will be presented to members in early 2014, detailing how all youth schemes will be branded under LIFE.</p> <p>12 LIFE courses were delivered in the second quarter with 113 young people completing the course, an 81% retention rate.</p> <p>The central LIFE team are working closely with BCs to investigate external funding options and a number of positive meetings have been held with a range of stakeholders, including local authorities, registered social landlords (RSLs) and pan London organisations including GLA and MOPAC.</p>



Code	Activity Required	End Date	Owner	Status	Comments
Aim 2: Protection					
5LSP11	We will collect and share evidence on the cost-effectiveness of sprinklers in both single domestic properties and large blocks, and work to promote opportunities for councils and housing providers to provide sprinklers as a cost effective way of saving property and protecting the lives of residents most at risk from fire.	30/06/2014	Head of Fire Safety Regulation	On Target 	<p>The Brigade is working with a number of stakeholders to develop credible, cost effective models for domestic sprinkler installation in new housing developments. This is as well as retro fitting in refurbished dwelling blocks where the opportunity exists; particularly those where vulnerable persons live.</p> <p>This work includes that being undertaken with the Mayor's London Legacy Development Agency who are responsible for developing the Olympic site between now and 2025.</p> <p>We are also meeting with British Automatic Fire Sprinkler Association (BAFSA) and the National Fire Sprinkler Network (NFSN) to develop costing models that can assist Local Authority planning considerations where sprinklers could be introduced.</p>



Code	Activity Required	End Date	Owner	Status	Comments
5LSP12	<p>We will ensure our prevention work is focussed on risk by:</p> <p>a) Targeting our fire safety inspection and audit work at buildings where there is a higher likelihood that fire will occur by 31/03/2014;</p> <p>b) Use the information we collect during fire investigations and post fire audits to inform our risk based inspection process by 31/03/2014;</p> <p>c) Using all our management information about premises and occupancy types to better target enforcement by 31/06/2014; and</p> <p>d) Sharing information and working with other regulators, such as the Health and Safety Executive, environmental health officers and local authorities, in order to build profiles of companies or individuals who place people at risk through poor fire safety management by 30/09/2014.</p>	30/09/2014	Head of Fire Safety Regulation	On Target 	<p>We have now introduced revised performance measures which more comprehensively reflect the breadth of work we undertake to drive down risk in London; this is based on the information gained from our fire investigation work, post incident audits and previous risk based inspection programme.</p> <p>Work is currently being undertaken to review our current Relative Risk Score matrix which is used to inform our annual inspection programme. This is to ensure it is both fit for purpose and is correctly reflecting the level of risk we are finding and the types of building presenting the most risk in London.</p>



Code	Activity Required	End Date	Owner	Status	Comments
5LSP13	<p>We will provide work with organisations and the business community to improve understanding of fire safety law and their regulatory responsibilities, as well as helping them to make the links between their fire risk assessments and their business continuity plans.</p> <p>We will do this by:</p> <ul style="list-style-type: none"> • Improving access to regulatory information; • Providing information on common trends, and issues on the cause, origin and spread of fire; • Producing 'after the fire' booklets for commercial premises; • Providing advice and information during the auditing of premises; and • Working with partners including our Communications department, insurance companies and trade associations, to develop guidance and tools to support businesses in the event of a fire. 	Core Business	Head of Fire Safety Regulation	On Target 	<p>Work continues with the London business community, the Better Regulation Delivery Office (BRDO) and Business Innovation & Skills (BIS) to ensure we maximise our effectiveness in engaging the business sector with regard to improved understanding of business continuity issues and their inter- relationship with fire safety management practices.</p> <p>With the imminent incorporation of the RRO into the Primary Authority Scheme environment, we are working with a number of major stakeholders to develop models that will ensure a seamless transition.</p>




Code	Activity Required	End Date	Owner	Status	Comments
5LSP14	We will continue our work in the Primary Authority Partnership for petroleum legislation to encourage more petrol station operators to become our partners, and to develop inspection plans for other UK licensing authorities to adopt when inspecting sites operated by our partners.	Core Business	Head of Fire Safety Regulation	On Target 	<p>We are continuing to develop this well established initiative with new partners nearing signup and others actively being sought.</p> <p>Discussions continue between our petroleum team and industry representatives to ensure we are responsive to the many changes occurring in this environment and that we are well placed to take advantage of any opportunities that present themselves.</p>
5LSP15	<p>We will continue to focus efforts on those who have the responsibility to ensure fire safety in high rise housing by continuing to pursue local authorities to sign the Housing Protocol.</p> <p>This protocol establishes the principles, and describes the joint working arrangements, between local housing authorities and the fire and rescue authority to deliver the objective of improved fire safety, by holding seminars and providing information where necessary.</p> <p>We will also make sure that those who live in these buildings are aware of the fire safety measures embedded in the protocol.</p>	30/06/2014	Head of Fire Safety Regulation	On Target 	<p>A review of the protocol has recently been undertaken and interviews with key Local Authority stakeholders undertaken to better understand how we can make the protocol more relevant to all parties.</p> <p>Aside from those already signed up, good progress has been made with Enfield, Haringey, Harrow , Southwark and Redbridge, and we expect them to sign up in the next month.</p> <p>Boroughs still in discussion regarding the protocol and yet to sign up are: Barking & Dagenham, Camden, Greenwich, Lewisham, Merton, Richmond, Sutton and Wandsworth.</p>



Code	Activity Required	End Date	Owner	Status	Comments
5LSP16	<p>We will sit on technical standards committees and work with industry bodies and those responsible for both the design and construction of buildings and infrastructure projects across London, such that:</p> <ul style="list-style-type: none"> • Construction quality is improved; • Firefighter safety is promoted as a key consideration of building design; • Fire safety measures, such as sprinklers, are installed in buildings where the risk justifies it; • There is increasing use in building design of fire safety measures that reduce the size and spread of fire; and • Major projects in London are completed in a safe and secure environment. 	Core Business	Head of Fire Safety Regulation	On Target 	<p>FSR officers continue to work with a number of bodies in order to influence and inform a number of environments that effect the fire safety of Londoners.</p> <p>These include work by :</p> <ul style="list-style-type: none"> • Our Fire Engineering Group to influence the design and construction of the built environment; • Our Transport Safety Group who are engaged in major transport infrastructure projects such as HS2 and Crossrail; • Our Fire Investigation Group who are actively engaged in electrical safety work regarding cabling, white goods safety and consumer unit safety; • Our on-going work in the area of petroleum legislation reform; and • Our work regarding the promotion of sprinklers in line with our sprinkler strategy to have them considered wherever the opportunity arises.
5LSP17	<p>We will persuade the Government to provide further guidance and clarification on which areas of domestic premises can be described as 'common parts' and how those responsible for the building can comply with fire safety legislation and building regulations.</p>	31/03/2014	Head of Fire Safety Regulation	On Target 	<p>Following the Lakanal fire a number of issues were identified that we believe would benefit from further guidance from DCLG.</p> <p>We have written to the Minister on these issues and are awaiting a detailed response; DCLG's earlier response was provided in the context of awaiting the Coroner's verdict. A second letter has now been sent to the Minister as we do not believe the issues have yet been adequately addressed.</p>



Code	Activity Required	End Date	Owner	Status	Comments
Aim 3: Response					
5LSP18	We will work with premises owners who have persistent callouts due to AFAs to advise on how these unwanted fire signals can be reduced. We will also review our approach to attending AFAs by recovering costs from owners of non-domestic premises, if there are 10 or more calls to false alarms due to AFAs in a 12 month rolling period.	31/03/2015	Head of Fire Safety Regulation	On Target 	<p>We continue to work with building owners of premises with high numbers of false alarms, in an effort to drive down unnecessary activations and to improve alarm system management.</p> <p>We are currently working with the Fire Industry Federation, and the top offending premises in London to develop a fire alarm management model that can be used as an exemplar and used to assist other businesses reduce their callouts.</p> <p>Preparatory work continues to introduce cost recovery for non domestic premises generating 10 or more calls a year which we intend to implement on the 1st January 2014.</p>
5LSP19	<p>We will monitor the outcomes of the Government's review of the Aviation Policy Framework, along with any proposed plans BAA may have for the current site of the Heathrow fire station, and review our response arrangements accordingly.</p> <p>a) The shortlist of options being presented to the Government by the Airports Commission by 31/03/2013.</p> <p>b) Final options being presented to Government the Airports Commission.</p> <p>c) The earliest date for final approval by 31/03/2019</p>	31/03/2019	Third Officer (Head of Operations, Prevention and Response)	On Target 	<p>This document was released in July, and sets out the Government's high level strategy in relation to aviation across the UK; it will replace the 2003 Air Transport Government White paper as the Government's Aviation Policy document.</p> <p>All airports have now presented their submissions to the Airports Commission (deadline 31st July 2013) to increase capacity for the UK. These options will now be considered and a short list will be provided to the Commission for further consideration.</p> <p>Heathrow has submitted 3 options of providing a third runway with a view to safeguarding a potential increase to four runways.</p> <p>The shortlist is to be presented by end 2013 with the final options being presented to Government by the Airports Commission for mid 2015.</p>



Code	Activity Required	End Date	Owner	Status	Comments
5LSP20	<p>We will incorporate the learning from the Olympics into the continuing development of our statutory responsibilities and partnership arrangements for pan-London strategic planning in support of London Boroughs and the wider London Partnership. This will include:</p> <ul style="list-style-type: none"> • Reviewing and testing the emergency plans required under the COMAH regulations; and • Delivery of all the tasks/activities detailed in the agreed 2013/14 Local Authority Panel (LAP) plan. 	31/03/2016	Head of Operational Resilience	On Target 	<p>Work on incorporating the learning from the Olympics has been completed.</p> <p>There is a 2013/14 activation exercise programme in place for COMAH with one activation exercise held in Q2.</p> <p>Work is on-going to revise six COMAH plans (publication due in early Q3) and to plan two main exercise programmes (due in Q3 and Q4).</p> <p>The Local Authority Panel will be meeting in early Q3 where the progress on the activities and tasks contained in the LAP Business Plan will be discussed.</p>
5LSP21	We will work with partners to increase road safety awareness through education events, highlighting the consequences of dangerous driving and demonstrating how we release people trapped in cars.	Core Business	Third Officer (Head of Operations, Prevention and Response)	On Target 	<p>A report will be submitted to Strategy Committee at its meeting on 6 March 2014. This report will set out the Brigade's Road Traffic Collision (RTC) Strategy, including what work we already do, as well as our future aims of working with partners across London who also have a vested interest in this area.</p> <p>We are also actively becoming involved with road safety partners and now have links with Transport for London, Road Safety GB London, London Road Safety Council and the CFOA road safety executive board.</p>

Code	Activity Required	End Date	Owner	Status	Comments
5LSP22	We will deliver a new mobilising system to be operational during 2014.	31/12/2014	CAMS Project Director	On Target 	<p>In the previous quarter the project moved into Transitional Operational Service (TOS). At this point the current contract with Motorola was transferred to Capita and they also became responsible for the maintenance and support of the fire station end mobilising equipment. The four LFB ICT Field Service Engineers were also transferred to Capita under the TUPE arrangements. A Service Management Board has been established to monitor and manage the service accordingly.</p> <p>TOS will continue until the Full Operational Service (FOS) commences in July 2014. At this point the replacement mobilising solution, by Capita, will go live. This includes the replacement mobilising system and service management.</p> <p>The work towards FOS, for both the technical solution and service management, is proceeding as planned.</p> <p>Work continues on the final solution. Factory Acceptance Testing, where LFB witness the replacement system being subjected to a range of tests, is due to commence on 7 October 2013.</p> <p>Work on the service management at FOS continues, with workshops being held to develop and agree service management arrangements.</p>
5LSP23	When providing mutual assistance to other brigades, we will recover the costs associated with our actions, under the provision of the Fire and Rescue Services Act 2004.	31/03/2014	Head of Strategy & Performance	On Target 	<p>Good progress is being made to implement the cost recovery of attendances for mutual assistance, which will commence in this year.</p>



Code	Activity Required	End Date	Owner	Status	Comments
5LSP24	We will complete a review during 2013/14 of what resources (the 'pre-determined attendance') we mobilise to an incident, to make sure that the resources we send are appropriate and sufficient to provide an effective initial response.	31/03/2014	Head of Strategy & Performance	On Target 	<p>The terms of reference for the mobilising review have been agreed and the governance arrangements for overseeing the work are being established.</p> <p>The initial meeting of the mobilising governance board will be arranged for October.</p> <p>A draft revised mobilising policy will be produced to underpin changes that the board will seek to make to PDAs and mobilising arrangements.</p>
5LSP25	<p>We will further improve our approach to shut in lift incidents by:</p> <ul style="list-style-type: none"> • Improving call filtering at Brigade Control to filter non-emergency calls or for premises which have their own lift arrangements; • Checking whether the lift release service is attending (for premises that have these arrangements); and • Only charging when we actually release persons from a lift. 	31/03/2014	Third Officer (Head of Operations, Prevention and Response)	On Target 	It is proposed to implement the changes to the shut in lifts policy from 1 October.
5LSP26	We will recommend to the Mayor that there should be a 'powers, kit and capability' review across all emergency services working on the River Thames. We will also ask the Mayor to explore the potential for sharing the cost and provision of the service.	31/12/2014	Third Officer (Head of Operations, Prevention and Response)	On Target 	The terms of reference for this project are being finalised.


Code	Activity Required	End Date	Owner	Status	Comments
SLSP27	We will introduce on request mobilising for both bulk foam, and hose layer units.	31/10/2013	Head of Strategy & Performance	On Target 	<p>Meetings have been held with Ops Procedures, Ops Tactics and Operations, Prevention and Response to identify the few specific operational risks where the use of the bulk foam unit and hose laying lorry form an integral part of the operational tactics/plan. These will be retained as special attendances. The mobilising user requests (MURs) have been completed and signed by the Third Officer.</p> <p>Target date for implementation provisionally agreed for 21/10/13 by the Third Officer.</p> <p>Communications have been sent to local managers informing them of changes to existing arrangements. Once implementation date is confirmed by Third Officer, further communications will be sent to staff to inform date and time of implementation. Operational Support Team in brigade control will enact the MURs.</p>
SLSP28	We will consider introducing a pilot project in which three of our Mini Cooper initial response vehicles would be located in the boroughs of Camden and Westminster, and would be the first vehicle to respond to a call from an automatic fire alarm.	31/03/2016	Third Officer (Head of Operations, Prevention and Response)	On Target 	<p>Investigatory work is in progress, with a report due for CMB in November 2013.</p> <p>Further to any decisions made, a more appropriate end date will be assigned to this work.</p>


Code	Activity Required	End Date	Owner	Status	Comments
Aim 4: Resources					
5LSP29	We will review how the principles of whole life costing can be applied to capital projects.	31/03/2016	Head of Procurement	On Target 	<p>The TSS Department is considering an internal report which looks at the benefits of using Whole Life Costing in the delivery of its building projects and how it can be taken forward by the Department. On completion of this review, actions will be agreed to take this forward.</p> <p>This is being undertaken in parallel with the evaluation of the 'integrator model' as part of the Property Services Review to be reported to the Authority in March 2014, and if appropriate, implemented in 2016.</p>
5LSP30	<p>We will continue to invest in our fire station property and facilities to ensure that they provide suitable bases for firefighters.</p> <p>This work will take into account the both the increasing range of demands placed upon building and facility stock, and its age according to the priorities set out in the approved Asset Management Plan (2011).</p>	31/03/2016	Head of Technical & Service Support	On Target 	<p>The second quarter of 2013/14 has been busy, with major property related projects reaching key milestones. These included the following:</p> <ul style="list-style-type: none"> • On site construction start of the new West Norwood Fire Station; • Completing the terms for the sale of the old West Norwood Fire Station; • Agreed an independent certifier to sign off the two new dedicated training facilities; • Design for Plumstead Fire Station with stakeholders for sign off; and • Financial close for the nine new PFI fire stations completed, with two stations handed over for construction to blue3. <p>In parallel with these activities, officers are now working with the developer for the old headquarters site at 8 Albert Embankment to submit a new planning application.</p>


Code	Activity Required	End Date	Owner	Status	Comments
5LSP31	We will look at the effectiveness and efficiency of our arrangements for routine cleaning, maintenance and repairs to assess whether operational staff on stations could undertake some tasks themselves.	31/03/2016	Head of Technical & Service Support	On Target 	Initial discussions have started, to look at the reduction of cleaning to appliance bays, and the role being undertaken by fire fighters.
5LSP32	We will continue to explore where appropriate, shared service and outsourcing options for delivering further improvements in both efficiency and value for money.	Core Business	Head of Procurement	On Target 	<p>We are currently investigating with the London Ambulance Service shared service opportunities across LFB functions.</p> <p>In addition, the Mayor has stated in his recently published supplementary Budget Guidance, that he wishes to ensure that functional bodies make further progress on collaborative procurement across the GLA Group to ensure value for money is secured, but also noting that the setting of explicit targets is not the most appropriate means of securing his objectives.</p> <p>Functional bodies will therefore be required to set out the reasons for not following a GLA Group Framework for all procurements over the OJEU¹ threshold, except where these relate to operational/frontline requirements specific to the organisation concerned, and those services provided directly to third parties. Any such exceptions must be reported to the regular meeting of the Chief Finance Officers (CFOs) across the Group.</p> <p>In order to facilitate greater Collaborative Procurement across the GLA Group, CFOs will be sponsoring a series of informal workshops on common service areas in 2014.</p>



¹ Official Journal of the European Community



Code	Activity Required	End Date	Owner	Status	Comments
5LSP33	We will conduct a review of Property Services.	31/03/2016	Head of Technical & Service Support	On Target 	<p>During Q2, the review of Property gathered pace with a new structure being agreed.</p> <p>Implementation of the new structure is scheduled to commence 1 October and should be completed by April 2014.</p>
5LSP34	We will review our fleet procurement strategy, to include both vehicle replacement and on-going maintenance.	31/03/2016	Head of Procurement	On Target 	<p>The review of the strategy is being undertaken as part of the vehicles and operational equipment procurement project. This procurement is underway and is progressing on the basis of a public financed provision (as opposed to a Private Finance Initiative) because this represents best value to the Authority.</p> <p>The new contract will include both vehicle replacement and on-going maintenance. The specification for the new generation pumping appliances has also been included in the contract specification.</p> <p>The Governance process for all vehicle and equipment asset replacement projects will be finalised by 14 November 2013.</p> <p>The contract for the vehicle and equipment project will be awarded in May 2014.</p>




Code	Activity Required	End Date	Owner	Status	Comments
5LSP35	We will provide nine new fire stations at Dagenham, Dockhead, Leytonstone, Mitcham, Old Kent Road, Orpington, Plaistow, Purley and Shadwell as part of our property Private Finance Initiative (PFI) project to start construction by September and to complete all stations in 2015/16.	31/03/2016	Head of Technical & Service Support	On Target 	<p>'Financial Close' (contract award) was achieved on 1 August 2013 following DCLG approval of the Final Business Case and resolution of all outstanding issues.</p> <p>The final affordability position achieved was an improvement on that presented in the Final Business Case, however DCLG is yet to confirm the final PFI credits awarded to the project which has an effect on the resulting Authority contribution. However, the Authority contribution will remain within the overall approved level. Confirmation of the PFI credits awarded is expected from DCLG by the end of October 2013.</p> <p>The first phase of the construction programme has now commenced. Construction of the temporary station at Orpington on the rear of the existing site began at the beginning of September and works commenced on the new site at Mitcham mid September. Plaistow crews and appliances were successfully moved to their host stations on 30 September and construction work started shortly after and Old Kent Road decant is scheduled for 14 October. The temporary station at Orpington is scheduled for completion in January 2014.</p>



Code	Activity Required	End Date	Owner	Status	Comments
5LSP36	We will publish a wide range of information about the organisation and its performance, in line with transparency arrangements for local government.	31/03/2014	Head of Strategy & Performance	On Target 	<p>Existing transparency data has been updated (e.g. payments over £250, senior officer information) as appropriate. Work proceeds with relevant heads of service to publish the remaining transparency data (as outlined in the government's voluntary code of practice), including job descriptions/budgets of senior officers, vacant posts, and an inventory of data held.</p> <p>The GLA Oversight Committee's (John Biggs) review of transparency in the GLA group reported in June 2013 and officers have responded to the recommendations (September). Work to reformat the transparency page on the external web site is underway and should be completed in October 2013.</p> <p>It is planned to report to the Governance, Performance & Audit Committee in November with an update on transparency, which will include the outcome of the John Biggs review and the LFEPA officer response. GPAC will also be invited to adopt the Mayor's use of statistics code of practice.</p>



Code	Activity Required	End Date	Owner	Status	Comments
<p>5LSP37</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 62</p>	<p>We will deliver the Brigade's emergency response with fewer resources. To do this we will:</p> <ul style="list-style-type: none"> • Close 10 fire stations at: Belsize, Bow, Clerkenwell, Downham, Kingsland, Knightbridge, Silvertown, Southwark, Westminster and Woolwich; • Remove the second fire engine from 7 fire stations at: Chingford, Clapham, Hayes, Leyton, Leytonstone, Peckham and Whitechapel; • Add a second fire engine to fire stations at: East Greenwich, Hendon, Orpington, Stanmore and Twickenham; • Remove the fire rescue unit from two fire stations at: Hornchurch and Millwall; • Reduce the minimum crewing level on remaining 14 fire rescue units from five to four; and <p>Introduce alternate crewing for our urban search and rescue modules, our scientific support units, and the remaining two incident response vehicles by 30 October 2013.</p>	09/01/2014	<p>Third Officer (Head of Operations, Prevention and Response)</p>	<p>On Target</p> 	<p>Project governance has been established and work streams have been setup. Property works are also underway and due for completion by the end of December 2013. On-going dialogue with tenants and residents at affected sites has commenced.</p> <p>All ICT systems have been reviewed and required modifications identified. System developers are preparing to address these modifications. These will undergo a process of testing and evaluation before go-live.</p> <p>Station boundaries for the ten closing stations have been reallocated to surrounding stations, and new route cards and maps are being produced. In addition, a redistribution of station workloads (premises visits and hydrant inspections) as a result of the boundary changes, has been completed and records are being amended.</p> <p>Mobilising User Requirement's (MUR's) are being developed for affected vehicles.</p> <p>The scoring process for staff transfers has been completed and the Establishment and Performance Team (EPT) are in the process of developing the transfer plan.</p> <p>(cont. on next page)</p>


Code	Activity Required	End Date	Owner	Status	Comments
5LSP39	<p>We will work closely with our training provider to:</p> <ul style="list-style-type: none"> Align all leadership and managerial development training to our leadership model and our key principle that 'Leadership is for everyone; and Introduce our own executive leadership programme 	31/03/2016	Head of HR & Development	On Target 	<p>Work ongoing.</p> <p>The executive leadership programme continues to be on target with details of Modules 1-2 agreed, outline of Modules 3-4 agreed; Module 5 is in discussion with the Brigade's subject matter experts.</p>
5LSP40	<p>We will consider the outcomes of the review of our corporate risk that: A breakdown in industrial relations affects our ability to deliver the service and deliver any actions agreed as a result of the review during the life of this plan.</p>	31/03/2016	Head of HR & Development	On Target 	<p>Action plan agreed and reported to GPAC in September 2013. On target for implementation.</p>


Code	Activity Required	End Date	Owner	Status	Comments
Aim 5: People					
5LSP41	<p>We will continue to implement our HR and Development Strategy 2010/11 – 2013/14.</p> <p>In particular during 2013/14, we will:</p> <ul style="list-style-type: none"> • Continue to introduce schemes to reinforce lower sickness absence levels • Implement the review of the recruitment and selection processes for uniformed staff • Extend the Performance Review and Development System (PRDS) into the operational workforce • Bring forward proposals for performance related pay schemes for FRS staff, as well as and station and group managers 	31/03/2014	Head of HR & Development	On Target 	<p>With relation to sickness, work on the 'functional restoration programme' has continued with HML within the existing contract cost, and a pilot is set to commence in Q3 2013/14.</p> <p>For recruitment, the updated strategy covering 2013-16, was agreed in principle by the Resources Committee in July 2013. A Level 2 educational qualification was agreed as a pre-entry requirement for the next firefighter recruitment round. Consultation with the representative bodies and support groups is ongoing.</p> <p>A rollout roadmap has been agreed for PRDS; this to be applied to CM-WM(A) in 2014/2015, and FF in 2015/2016</p> <p>Detailed modelling to determine the cost of implementation is currently in progress.</p>
5LSP42	<p>We will work with our training providers to ensure that there are two new training facilities available from February 2014, supported by nine of our existing training facilities which will be refurbished to deliver our training requirements.</p>	01/02/2014	Head of HR & Development	On Target 	<p>The revised building programme for the two dedicated training facilities is on target. Revised operational dates are for April 2014 at Beckton and August 2014 at Park Royal. All refurbishment works at existing facilities are complete.</p>

Code	Activity Required	End Date	Owner	Status	Comments
Aim 6: Principles					
5LSP43	We will work with and call on elected members in borough councils to consider what they can do to support our work in reducing fires and fire deaths, and how we can work together to make improvements.	31/03/2015	Third Officer (Head of Operations, Prevention and Response)	On Target 	Elected members have been written to on a range of subjects to promote prevention messages such as the installation of domestic sprinklers. The Fatal Fire Review process continues to evolve and provides an effective tool in identifying fire risk factors and opportunities for improvements in all areas, including Borough partnership working and product research. Member notifications are now proving successful in notifying members of significant fire issues in their areas.
5LSP44	We will demonstrate that we meet the requirements of the General and Specific duties of the Equality Act by: <ul style="list-style-type: none"> • Publishing workforce monitoring data annually; • Reviewing annually our equality objectives and revise and report at least every four years; • Ensure that equality analyses support the development of major initiatives such as corporate strategies, budget proposals and the London Safety Plan; and • Advising to ensure that the Authority continues to operate within the Excellent level of the Equality Framework. 	31/03/2016	Strategic Advisor to the Commissioner	On Target 	Revised data will be published in January giving details of the workforce profile including comparative data. Revised equality objectives that reflect LSP5 priorities will be published in November. Equality implications are a feature of all committee items and equality analysis is a requirement for all published procedures and corporate projects. An analysis of the effect of budget proposals on those with protective characteristics has been completed for the 2014/15 budget and the Capitalguard equality analysis has been updated.
5LSP45	We will continue to offer three business apprenticeships per year.	31/03/2016	Head of HR & Development	On Target 	The next intake is due to commence in February 2014.

Code	Activity Required	End Date	Owner	Status	Comments
5LSP46	<p>We will, as and when recruitment opportunities arise, work towards achieving recruitment targets for women (18 per cent) and operational BME (25 per cent) joining the Brigade's operational workforce.</p> <p>We will achieve this through our continual review of our recruitment strategy, along with our work with government and other partner agencies.</p>	31/03/2016	Head of HR & Development	On Target 	<p>As stated above, the 2013-16 Recruitment Strategy was agreed by Resources Committee in July 2013 and is now out for consultation with the representative bodies and support groups.</p> <p>It remains the case that there are currently no plans to recruit operational staff in 2013/14 or 2014/15.</p>
5LSP47	<p>We will work to contribute to reduce the Brigade's carbon footprint in terms of how we provide our services, and ensuring that our buildings are energy efficient.</p> <p>Overall, we will reduce our CO₂ emissions by 32 per cent from carbon dioxide emission levels in 1990.</p>	31/03/2016	Head of Technical & Service Support	On Target 	<p>Property Group have made good progress by achieving to date, a 22% carbon emission reduction across the estate.</p> <p>During Q2 Property group have initiated four further projects to work towards reaching the 32% target which are to install combined heat and power units at Millwall and Hammersmith fire stations, and photovoltaic arrays at Wandsworth and Twickenham fire stations.</p> <p>Additionally, Property Group are completing the Phase 2b REFIT works to a further fifteen fire stations which includes photovoltaic installations at New Malden, Islington and Kingston.</p> <p>Overall CO₂ reduction performance (to include travel and fleet), shows a reduction of over 26% against 1990 levels.</p>

Code	Activity Required	End Date	Owner	Status	Comments
5LSP48	<p>We will develop a sustainable development policy, and implement a brigade-wide environmental management system, to:</p> <ul style="list-style-type: none"> • Manage our environmental compliance; • Promote best practice; and • Minimise the impact of our response activities. 	31/12/2014	Head of Procurement	On Target 	<p>The audit programme is underway, with nine environmentally high risk stations audited to date.</p> <p>A revised Brigade Environment Policy has been drafted and a programme to expand the environmental management system across the Brigade is being implemented.</p> <p>A Sustainable Development Policy will be progressed in 2014/15.</p>
5LSP49	<p>We will continue to develop our approach to responsible procurement. This includes:</p> <ul style="list-style-type: none"> • Reducing the environmental impact of the products and services we procure; • Maintaining the Gold Standard of the Mayor's Green Procurement Code; • Ensuring that small and medium enterprise (SME) invoices are paid within 10 days; and • Including skills and training requirements in relevant contracts. 	Core Business	Head of Procurement	On Target 	<p>The Brigade has maintained the Gold Standard of the Mayor's Green Procurement Code as confirmed by external audit, and we continue to pay over 90% of our SME invoices in 10 days.</p> <p>Most recently we have included skills and training requirements into the re-procurement of our vehicles and we are working with existing suppliers to help them meet their skills and training requirements.</p>

Code	Activity Required	End Date	Owner	Status	Comments
SLSP50	We will identify an innovative procurement approach to improve the environmental performance of our vehicle fleet through the European funded FIRED-uP project	31/03/2016	Head of Procurement	On Target 	<p>In May 2013, a market engagement questionnaire was published, asking suppliers to offer potential data telematics solutions. Data telematics is a way of measuring and recording vehicle and driver functions, such as when the blue lights are operated, use of brakes, and acceleration. This is then recorded in a database for further analysis.</p> <p>Responses to the questionnaire have been followed up with suppliers to establish what data telematics solutions are available to measure the LFB fleet's fuel, water and equipment use.</p> <p>In September, LFB hosted a product demonstration event with a number of telematics suppliers at Union Street and met further suppliers at the Emergency Services Show at the National Exhibition Centre.</p> <p>The range of supplier responses are now under review following which there will be a procurement exercise to pilot potential technologies on a sample of front line vehicles in 2014.</p> <p>The responses have also suggested that if LFB adopts data telematics for the front line fleet, it could have an impact on smarter maintenance cycles for vehicles and equipment; and lead to reduced fuel and water use.</p>

Code	Activity Required	End Date	Owner	Status	Comments
SLSP51	<p>We will concentrate on improving health and safety for our staff. In particular we will work to improve health and safety standards by:</p> <ul style="list-style-type: none"> • Reviewing our policies and processes for the assessment of risks to health and safety; and • Completing thematic reviews of the work activities that present the greatest risk to our staff. 	31/3/2016	Head of Operational Assurance	On Target 	<p>Work continues on the review of risk assessment procedures, guidance and forms. A number of different risk assessment templates have been identified and work is in progress to rationalise these.</p> <p>Work is also ongoing in respect of the design/ implementation of a system for the storage of risk assessment records that will allow access to relevant information for all staff.</p> <p>Operational Assurance are currently carrying out a thematic review of the actions and improvements associated with the Respiratory Protective Equipment (RPE) project report. In Q2 the scope of the RPE review was finalised and a review of the reliability and performance of RPE was started. A review of the operational use of RPE and the competence of station personnel in its use is scheduled for October 2013.</p>



Report title

Presenting attendance time performance – options for consideration

Meeting	Date
Strategy Committee	12 November 2013
Governance, Performance and Audit Committee	14 November 2013

Report by	Document Number
Deputy Commissioner	FEP 2165

Public

Summary

In his response to public consultation on the Fifth London Safety Plan (LSP5), the Commissioner undertook (report FEP2091, July 2013) to report to Members on the way in which attendance time performance is presented. This report discharges that undertaking. The report does not make any recommendations to change the policy with regard to the targets for pumping appliance attendance times; it is about the publication of new data, in order to promote transparency and accountability.

It is envisaged that this report is the first of at least two. The next report will present the data which members think might be apposite going forward, so that members can assess whether, in practice, the new data is useful.

Recommendations

That the **Strategy Committee**:

1. Provides its views on the questions to be considered by the Governance, Performance and Audit Committee;

That the **Governance, Performance and Audit Committee**:

2. Notes that there is no DCLG guidance in relation to how Brigades should calculate attendance time performance, nor the presentation of attendance time performance.

3. Notes that the Authority's approach to counting performance against the first and second appliance targets is not unusual and is consistent with calculations used by other metropolitan brigades.
4. Decides whether it wishes to report a 'response to caller' time which would bring together the total time from answering an emergency call to arriving at an incident. (para 24-27)
5. Notes the issues about recording when crews 'start work' and that no further action be taken to adopt a different end point of the attendance time measure. (para 28-35)
6. Decides whether it would wish to see percentile performance and/or median (average) for attendance times published, in addition to the use of mean averages, and whether it prefers the cumulative or non-cumulative display. (paras 36-46)
7. Notes that longest arrival times at incidents will be included as part of percentile performance (if published). (para 47)
8. Decides whether it would wish to see the publication of borough-based data for the presentation of attendance time performance.(paras 48)
9. Approves the proposal from officers not to publish ward-based (or lower geography) data for the presentation of attendance time performance, but instead consider the alternative based on the incident mapping tool.(paras 49-52)
10. Considers whether it would like to see the publication of data for third appliance performance at London-wide and borough level.(paras 53-55)

Introduction

1. In response to feedback received from the public consultation on the Fifth London Safety Plan (LSP5), including issues raised at public meetings, the Commissioner gave an undertaking to report to Members on alternative ways of presenting attendance time performance. This report invites Members to express views and preferences for performance reporting for attendance times going forward, based on the advice in this report, and will report further on detailed arrangements.
2. Adding additional presentation options to attendance time reporting (as described in this paper) will add to the workload of relevant teams who produce this information. Depending on the number of options chosen, it is likely that the additional workload could be absorbed by temporarily reprioritising other tasks to provide time to automate reporting of the new options (so far as possible) and by setting the frequency of additional reporting so that it does not add significantly to existing workloads at key times.

Background

3. Members have endorsed the maintenance of the London-wide attendance standards as set out in LSP5 as follows:

"Our intention is always to get to an emergency incident as quickly as possible on each and every occasion. But we have also set ourselves targets for the maximum time it should take us to get to incidents. These are:

- *To get the first fire engine to an incident within an average of six minutes.*
- *To get the second fire engine to an incident within an average of eight minutes.*
- *To get a fire engine anywhere in London within 12 minutes on 95 per cent of occasions."*

4. Any changes to the presentation of performance need to be considered in the context of these agreed standards against which performance is to be measured.
5. All Brigades have been free to set their own standard (including having no standard) for attendance times since the abolition of the national recommended standards in 2004. For LSP1 (2004/05) the Brigade continued with the national standard whilst it considered what attendance standards to adopt. The first London-wide attendance standard was adopted as part of LSP2 (2005/2008) and this was revised to the current standard in LSP3 (2008/2011). The background to the national standards and development of London standards is set out in Appendix A to this report.
6. At the meeting of the Governance, Performance and Audit Committee in September, members asked for information about the attendance standards and performance of the other blue light emergency services in London (i.e. the police and ambulance services). Information to discharge that request, and to provide a context for the consideration of the proposals in this report, is at appendix B. Comparative information about the attendance time performance of other (metropolitan brigades) is set out in appendix C.

Public views about attendance time performance

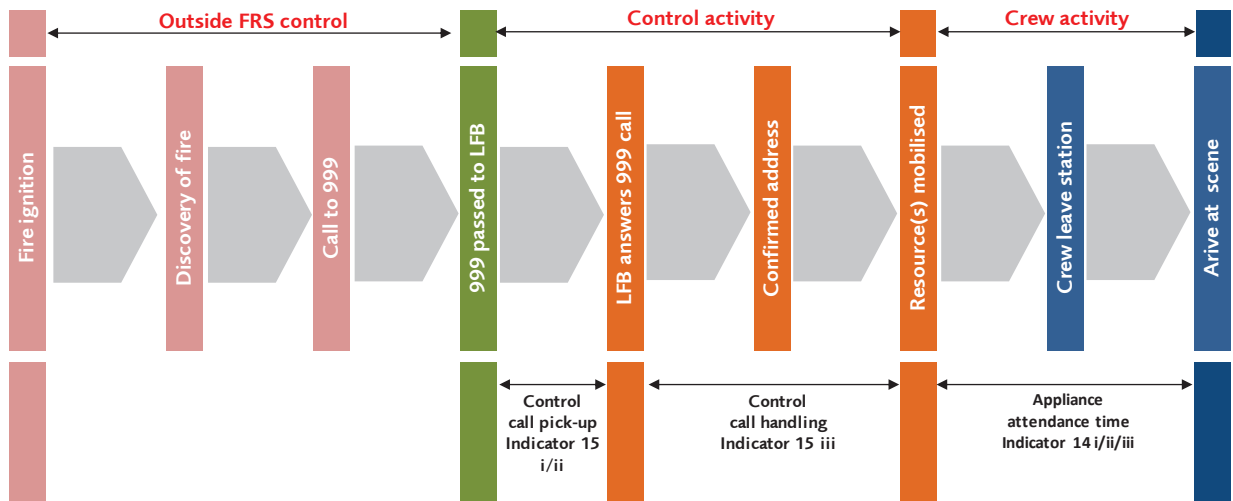
7. The issues concerned with attendance times arising from the LSP5 public consultation are:
 - The start and end point for the performance calculation
 - The use of averages and longest times
 - Performance for different geographic areas

- Performance of third appliance responses times

8. All these issues are addressed in this report.

Attendance at emergency incidents – the process

9. The process of getting resources to emergency incidents to resolve them comprises a number of different actions as illustrated in this diagram. This covers the key stages in advance of a 999 call being received by the brigade, the actions by Brigade 999 control officers (control activity) and actions by fire station crews (crew activity) to respond to the incident.



Note: Not to scale. In this diagram all parts of the process are shown equally and the chart does not represent the time taken for each part.

Before the Brigade is called

10. The chart includes those key actions, in advance of calling the Brigade, that are necessary for the swift attendance of the fire brigade to deal with any emergency and are vital for the avoidance of casualties. Namely, discovery of the fire and calling of the brigade via 999.
11. The actions which are outside the control of the brigade are (a) the time between the ignition of the fire to its discovery and (b) from the discovery to calling the fire brigade. Data for these periods is collected by crews who use their knowledge of fire development and information from any persons present to add times for these key events. The Brigade knows, from analysis of these data using government calculations, that the time taken from the ignition of a fire to the time the brigade is called has a greater impact on the fatality rate in dwelling fires than the arrival time of the first fire appliance. This fact is not widely understood, despite it being set out as part of the Authority's supporting documents for LSP5 (no 8).
12. Table 1 below shows the impact of time between fire ignition and calling the brigade. Looking at dwelling fire data over a four year period (September 2008 – August 2012) shows that in nearly half (47 per cent) of dwelling fires there is a delay of 10 or more minutes from the fire starting to the Brigade being called. Fires with this amount of delay account for over 80 per cent of the fatal dwelling fires and over half (54 per cent) of dwelling fire casualties.

Table 1: Delay between fire ignition and 999 call for dwelling fires (Sep 08-Aug12)

Ignition to Call	Dwelling Fires	%	Fatalities	%	Casualties	%	Fatality rate
immediately	3,371	13%	4	2%	317	7%	13
<5min	7,318	27%	16	9%	1,074	22%	15
>=5 & <10min	3,743	14%	16	9%	840	17%	19
>=10min	11,512	43%	111	59%	2,378	49%	47
not known	972	4%	41	22%	263	5%	156
Total	26,916	100%	188	100%	4,872	100%	39

Source: LFB Incident Management System

After the Brigade is called

13. The Authority has public facing corporate performance indicators with targets for the three key stages of the process of attending emergency incidents. These indicators start at the time the emergency 999 call is answered by LFB Control to arrival of a fire appliance crew at the incident scene. Performance for each indicator for three years to 2012/13 (together with the target for 2013/14) is set out in the table 2 below.

Table 2: Performance indicators for the attendance time process

Indicator	Actual 2010/11	Actual 2011/12	Actual 2012/13	Target 2013/14
<i>All times mm:ss except LI15i which is seconds only</i>				
LI 15i – Call answered (average seconds)	2.17s	2.16 s	1.45 s	1.40 s
LI 15 ii – Calls answered within 7 seconds	91.0%	92.8%	94.6%	92%
LI 15 iii – Call handling time	1:51	1:51	1:50	1: 40
LI 14 i – First appliance attendance	5:31	5:23	5:18	6:00
LI 14 ii – Second appliance attendance	6:51	6:32	6:28	8:00
LI 14 iii – Appliance within 12 minutes	97.3%	97.7%	98.0%	95%
Third appliance attendance	8:12	7:57	7:56	none
All appliances	6:03	5:51	5:48	none

Source LFB Incident Management System

Notes: (1) Third appliance, and all appliances, are not indicators and are added for completeness. (2) As made clear in LSP5 consultation materials, the attendance performance in 2011/12 used as the basis of comparison to show the impact of the LSP5 changes to fire stations/fire appliances were modelled times for the current position and these modelled times will vary slightly from actual performance.

14. Performance data for the six indicators set out in table 1 above was published as part of the LSP5 supporting document 8 *Getting to emergencies as quickly as possible* (although this was up to 2011/12 only). The averages published currently are the arithmetical mean¹; a potential use of the median as a more reliable measure is discussed later.
15. Within the data published in LSP5 there was information about crew turnout performance which, as shown in the chart at paragraph 13, is included within the performance indicators LI 14I/ii (first and second appliance attendance times). For the information of the Committees, table 3 below shows the two separate components that make up the attendance time, namely (a) crew turnout time; and (b) travel time to the incident address.

¹ While the arithmetic mean is often used to report 'central tendencies' it is influenced by outliers (values that are very much larger or smaller than most of the values). Notably, for such 'skewed distributions', such as FRS attendance times, the arithmetic mean may not accord with a person's notion of 'middle', and robust statistics such as the median may be a better description of central tendency.

Table 3: Total attendance time for first and second appliance (LI 14i/ii) showing component times for crew turnout from station and travel to the incident address

Component		2010/11	2011/12	2012/13
First appliance	Crew turnout from station	01:26	01:17	01:14
	Travel to incident address	04:05	04:06	04:04
	Total attendance time (LI 14i)	05:31	05:23	05:18
Second appliance	Crew turnout from station	01:36	01:25	01:22
	Travel to incident address	05:15	05:06	05:06
	Total attendance time (LI 14ii)	06:51	06:32	06:28

Note: all times mm:ss

Response times to fire incidents published by DCLG

16. In July 2011, DCLG published annual data for 2010/11 for response (attendance) times to fires for all brigades in England (first appliance only). More recent performance was published² in August 2013 with data for 2012/13 and some comparative information is set out in Appendix C. The DCLG obtain data about response times from the national Incident Recording System (IRS) which collects data for all the incidents attended by English brigades; the LFB passes data to the DCLG's IRS via its own Incident Management System (IMS) which collects a comprehensive suit of data about the incidents attended (in excess of the minimum IRS requirements and including, for example, the outcomes from fire investigation and incident monitoring activity). This shows London compared to other metropolitan brigades and neighbouring counties brigades. Direct comparison and judgements about the fastest and slowest times need to take into account the different area covered by each brigade and the number fire stations and their crewing arrangements (e.g. whether or not they have 'retained' crewing).
17. The performance calculation used by DCLG covers the time between answering an emergency call and arrival of the appliance at the incident scene (which is a longer period than is covered by the Authority's attendance time performance against the 6 and 8 minute targets for first/second appliance). The direct comparison and similar to that covered by the Authority's LI15 and LI 14 as outlined in table 2 below.
18. During the LSP5 public consultation it was claimed by the Fire Brigades Union that this calculation was government's recommended way of publishing data about attendance time performance. There is no such recommendation from government. As outlined later, the Authority's current methodology, which lines up with the 6/8 minute targets, is similar to that used by all other metropolitan brigades (i.e. measuring performance from the time the appliance is mobilised).
19. Direct comparison between DCLG's data for London and the Brigade's own performance data is not possible given (a) different counting rules used, and (b) DCLG data being for specific types of fire incidents whereas the Authority's data is for all emergency incidents (not just fires). London performance against the five different types of fire set out in the DCLG document is set out in table 4 below.

² Fire incidents response times: England 2012 to 2013, Department for Communities & Local Government, 22 August 2013

Table 4: Response times to fires, 2012/13 – DCLG calculation (call answer to arrival at incident address)

First appliance to ...	Performance	Rank (England)
Primary fires	06:54	5 th
Dwelling fires	06:12	7 th
Other building fires	06:30	2 nd
Vehicle fires	08:00	7 th
Outdoor fires	07:48	7 th

Source: DCLG Fire incidents response times: England 2012 to 2013, August 2013

The counting rules for performance reporting

Current 'counting' rules

20. London aims to count the response performance in respect of all emergency incidents. The performance is measured from (a) the time an appliance is mobilised to (b) the time the appliance arrives at the incident address. The following criteria are used to calculate published attendance time performance:

- a) Arrival times for all pumping appliances regardless of location of the appliance at time of mobilisation and will include appliances from other station grounds.
- b) First appliance and second appliance is determined by the order of arrival at the incident, i.e. the appliance counted as first will be the first to arrive (not necessarily the first to be mobilised).
- c) Mobilisations included in the calculation are for:
 - i. Incidents in London only;
 - ii. London pumping appliances only; pumping appliances from neighbouring brigades that attend in London are not included.
 - iii. Appliances on the initial mobilised attendance only (e.g. not reliefs, incident upgrades).
- d) Mobilisations are excluded where:
 - i. The incident is a 'shut in lift' release not attended as an emergency (i.e. not on 'blue light') [4.8 per cent of mobilisations in 2011/12 excluded].
 - ii. The calculated attendance time is greater than 20 minutes, because this generally³ reflects a failure (human or technical) to record a time of arrival in a timely manner [1.8 per cent of mobilisations in 2011/12 excluded].
 - iii. The mobilisation is to a batch mobilised flooding call [less than 1 per cent of mobilisations in 2011/12 excluded].
 - iv. Where a time value is missing from the data; sometimes 'time arrived' is missing due to a failure (human or technical) to record the time.

Current data capture

21. Data about attendance times relies on accurate data capture. Some parts of the process (i.e. between answering the emergency call to mobilisation of resources in Control) are captured automatically by the mobilising system. The recording of the appliances on the way to and arriving at an incident relies on a crew member notifying Control that they are (a) mobile to the incident, (b) have arrived at the incident scene, (c) have left the incident scene and are

³ There are very few places across London which are more than 20 minutes away from a fire station for an appliance travelling on 'blue lights' even taking account of traffic conditions.

available, and (d) have returned to the station. Crews convey this information (which is captured by the mobilising system) mainly by use of the Mobile Data Terminal (MDT) by using appropriate 'buttons' on the MDT, or (occasionally) orally by use of radio message to Control. The times used for the attendance performance calculation are derived from the mobilising system based on these crew actions and represent when the mobilising system receives the appropriate message from the MDT.

Improved data capture

22. The MDT and associated technologies capture the geographic location of the appliance and the MDT holds this data so it is possible to track the location of the appliance at all times. Work is underway to improve the capture of the appliance location when they are at stations, and to provide greater resilience for the technology that captures the vehicle location away from station. Capturing the data automatically, which is likely to improve the completeness of the data should be available at some point over the next two years. This will ensure that data capture arrangements and data quality, which are already good, will be improved further.

Attendance time presentation options for consideration

23. Picking up the issues raised during LSP5 consultation, there are a number of options for augmenting the way the Authority publishes attendance time performance. that would be in addition to our existing performance reporting.

The starting point – mobilisation of resources

24. The Authority currently starts to count the attendance time from the point when an appliance is mobilised by Control. This starting point, for the performance calculation, is based on former government performance measures in place from 1993 to 2008 as follows:

Date introduced	The measure	How calculated
April 1993	Government's 'Citizen's Charter'. GK11 'Percentage of fire calls when the speed and number of pumping appliances equalled or exceeded set criteria'.	'... assigning appliances by control...'
April 2000	Government's Best Value regime: BVPI 145 'Percentage of calls to fire at which national standards for attendance were met'.	'..the time that the action is taken to mobilise the first appliance of the PDA ...'
April 2008	LFEPA local indicator: LFPI 145 and this continued to use the (i.e. measuring attendance times from time of resource mobilisation... [LI 14 now]	[same definition as BVPI145 above]

25. All metropolitan brigades have confirmed that they too use a similar starting point for their published attendance time performance (as set out below in table 5).

Table 5: Attendance time calculation used by other metropolitan brigades

Brigade	Starting point for attendance calculation	Comment
Merseyside	Based on the "alerted time" i.e. the time when control pass the message to the fire station.	Based on life risk incidents only (e.g. dwelling fires, RTC's, rescues).
Tyne and Wear	Use the time of assignment – i.e. the time Control press 'send' to alert the station of	Have other KPIs ...including time taken by control to dispatch.

Brigade	Starting point for attendance calculation	Comment
	<i>the incident.</i>	
West Midlands	<i>Based upon assigned (when fire control assign the appliance)</i>	The control part of the response gets reported separately
Greater Manchester	<i>Measured from the point the appliance books 'mobile'</i>	
South Yorkshire	<i>Use 'send' time of appliances ... 'send' being the time the Control Operators send the mobilisation message to appliance</i>	
West Yorkshire	<i>Attendance time is from the time the pump is mobilised by Control to time of arrival at incident</i>	

26. If it were thought to be clearer to publish a total time for responding to the caller which includes all parts of the process (shown in the chart at paragraph 10), then it would be possible to publish performance that is an aggregation of the Authority's three performance measures (set out in table 1 above). For first appliance, table 6 below shows the aggregated times and would be a simple way to present the total 'response to caller' time. This presentation remains consistent with the separate performance measures (and targets) already in place.

Table 6: Response to caller time for (first appliance), 2012/13

	Performance in 2012/13			
	LI 15i – Call answered	LI 15iii – Call handling time	LI 14i – appliance attendance	Total 'response to caller' time
<i>All times are averages in mm:ss</i>				
Performance	00:01	01:45	05:18	07:04
Target (2012/13)	00:05	01:30	06:00	07:35

27. If such a performance measure was thought to be desirable for second and third appliances also, then the measure is complicated by the fact that call handling when two or three appliances are mobilised together, will have slightly different call handling times to the average for all appliances, or for a single appliance mobilised. The slightly longer time for calls which only need one appliance is likely to be due to the call challenge (shut in lift release calls) and call filtering (calls to automatic fire alarms actuating). For information, the call handling time for two appliances mobilised at the same time is 01m:38s; and for three appliances mobilised at the same time, 01m:41s.

The end point – arrival at the incident address

28. During the consultation public meetings and from some respondents, there was a view that the Authority should count the attendance not to the point of arrival at the incident address, but when firefighting (or other action by crews) starts. The most frequently quoted reason for this was the delay that could occur in getting to a fire on the upper floor of a high-rise building.
29. This was an issue raised during the consultation on the Second London Safety Plan (LSP2) (report FEP0690 in March 2005) which said "Some concerns have also been expressed that the way in which attendance times are recorded is flawed when applied to high rise buildings, because of the additional time it takes to reach the seat of the fire – especially if this is on one of the higher floors." Report FEP0690 commented "However, the same might be said of a wide range of other premises (i.e. those underground, large and complex sites such as hospitals,

education buildings or large commercial premises). This method applied equally under the arrangements (including the pattern of emergency cover) which have applied up until now and which were in line with recommended national standards."

30. In 2005, the Commissioner at the time said "It would also be impractical to change the way in which attendance times are recorded unless firefighters were to carry devices which they could use to indicate when they arrive at the scene of fire. This would not be desirable as firefighters arriving at the seat of a fire need to be focused on safety issues (for themselves as well as the public), not on recording." The situation is not different now.
31. The time of arrival at the incident address has always been the time used for various national performance measures, including those covered earlier when discussing the starting point for the attendance calculation. All other brigades use arrival at the incident address as the end point for attendance time performance.
32. Some respondents suggested that the Authority should add a set period of time to any attendance to a high rise to reflect the delay waiting for a full crew to be in attendance in reaching upper floors of a high-rise. In their consultation submission on LSP5, the FBU said that a minimum of an additional three minutes should be added to every target attendance time to truly reflect the time period a fire appliance arrives.
33. The addition of a standard period of time would not be accurate given the different circumstances relating to each incident. For example, it is not widely understood that many fires do not require firefighting at all (in the sense that appliance main jets or hose reels providing water to douse the flames are required). In 56 per cent of primary ('serious') fires no main jet or hose reels were used as the main firefighting action. Looking at fires in residential properties then the proportion requiring this type of firefighting action reduces to on 32 per cent of all fires.
34. An analysis of data about the duration (i.e. from the time of call to the time of incident 'stop') of fires in high-rise buildings suggests that the durations are similar for fires in high-rise and non high-rise buildings – which may suggest that the perceived delay for starting firefighting in high-rise is not significant. Table 7 below shows the duration for fires (between 2011/12 and 2012/13) in high-rise and non high-rise buildings.

Table 7: The duration of primary fire incidents (from call receipt to 'stop') in high-rise and non high-rise locations (minutes)

	Dwellings	Non-residential	Other residential	All buildings
High rise	17	21	15	17
Other	15	20	13	16

Note: The time given is the median; half of all incidents have the duration shown.

35. The Brigade's Incident Management System (IMS) captures data to identify if there was a delay in starting firefighting action at a fire incident. Reviewing data from three recent years shows that 94 per cent of fires in dwellings have "no delay". The most common reason for the 6 per cent of incidents where a delay is recorded is 'accessing fire – security doors/other security measures' (1.5 per cent), 'location of fire not evident' (1 per cent) and 'due to building type e.g. high rise building' (less than one per cent). This latter category, which mentions high-rise as an example, would also include other buildings like embassies, military buildings, etc. so would not be a reliable basis for estimating any particular delay associated with high rise buildings.

Different approaches to measurements by average

- 36. During the consultation, respondents challenged the use of averages citing that they would hide the actual time of arrival particularly where this might be extended. Understandably, the focus was on longer attendance times rather than the incidents which will receive a faster response than the average.
- 37. The Authority was recommended to adopt pan-London attendance standards on the basis of averages (arithmetical mean) in an attempt to make performance more readily and widely understood. In the LSP3 (March 2008) it says *"We know that the historic location of our fire stations means that response times are longer in some parts of London than they are in others. We believe the move to measuring average attendance times would provide a clearer picture of these differences and a more reliable picture of how long you should expect to wait for a fire engine to arrive. By definition, there will always be instances where it will take longer to reach some incidents than the average and so we will also set a standard for the maximum time you can normally expect to have to wait for a fire engine to arrive."* That maximum time mentioned is the indicator (now LI 14iii) to get a fire engine to any emergency incidents within 12 minutes on 95 per cent of occasions.
- 38. There are two potential options which could be used, in addition to the use of averages:
 - a) Performance based on the median (i.e. the time at which half of all first (and second) appliances arrive at incidents)
 - b) Performance based on percentiles (i.e. the percentage of incidents that get an arrival time of X minutes or less)

Use of the median

- 39. The median average can give a truer picture of 'the average' as it would represent the experience of half the people who require a fire engine response. The median of a dataset represents the "middle" value, i.e. half of the data will have values less than, and the other half will have values larger than this value.
- 40. Table 8 below shows the average arrival times for the mean (current) and median average.

Table 8: Average (mean and median) attendance times (current counting rules)

Mean average (Current)	2010/11	2011/12	2012/13
First appliance	05:31	05:23	05:18
Second appliance	06:51	06:32	06:28
Third appliance	08:12	07:57	07:56
Median average	2010/11	2011/12	2012/13
First appliance	05:01	04:55	04:52
Second appliance	06:18	05:59	05:56
Third appliance	07:30	07:16	07:18

- 41. But whilst the median average could be considered by some to be better, the median average requires much more explanation and the process of explaining what the value is, and how it is calculated, often undermines its use as it is seen to be too complicated and therefore in itself designed to hide something. In effect, the median is the 50th percentile and percentiles, as a means of presentation, are addressed next.

Use of percentiles

42. The use of percentiles to report performance was the pan-London standard put in place by LSP2 (March 2005) until it was changed to the use of averages in LSP3 (March 2008). The LSP2 pan-London standard was:

- First appliance in five minutes 65 per cent of time, in eight minutes 90 per cent of time
- Second appliance in eight minutes 75 per cent of time and in 10 minutes 90 per cent of time.

43. Percentiles were used in the LSP5 supporting document 8 *Getting to emergency incident as quickly as possible*. Charts in that document showed the performance of first and second appliance over 12 years (to 2011/12) and are reproduced below. Annual performance was shown as percentage achievement for appliances arriving in 6, 8 and 12 minutes.

Chart A: Performance for first appliance, 2001/02 to 2011/12

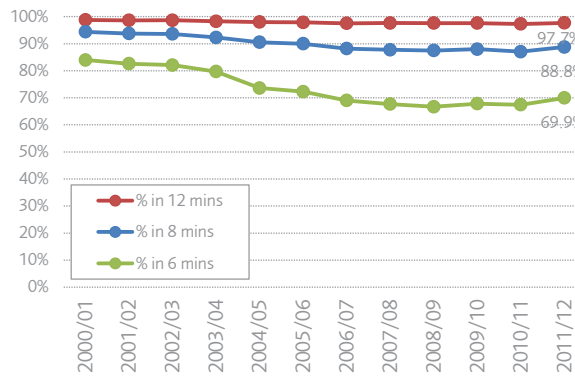
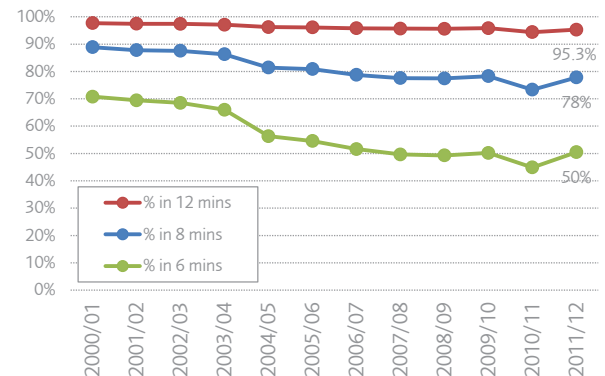


Chart B: Performance for second appliance, 2001/02 to 2011/12



44. During the LSP5 consultation period, detailed information was published, including borough data about the attendance time performance distributions (LSP5 supporting document 23) and these are percentiles of the sort described above.

45. There were two types of percentile published in supporting document 23 – cumulative and non-cumulative. From the cumulative response performance charts it is possible to read the chart to determine the percentage of incidents that get a response within, say, 6 minutes, or 10 minutes. For the non-cumulative response performance for first and second fire engines, it is possible to read the chart to determine the percentage of incidents that get a response within, say, between 5 and 6 minutes. Here are examples of both types of chart:

Chart C: Cumulative average response time for first, second and third appliances, 2012/13

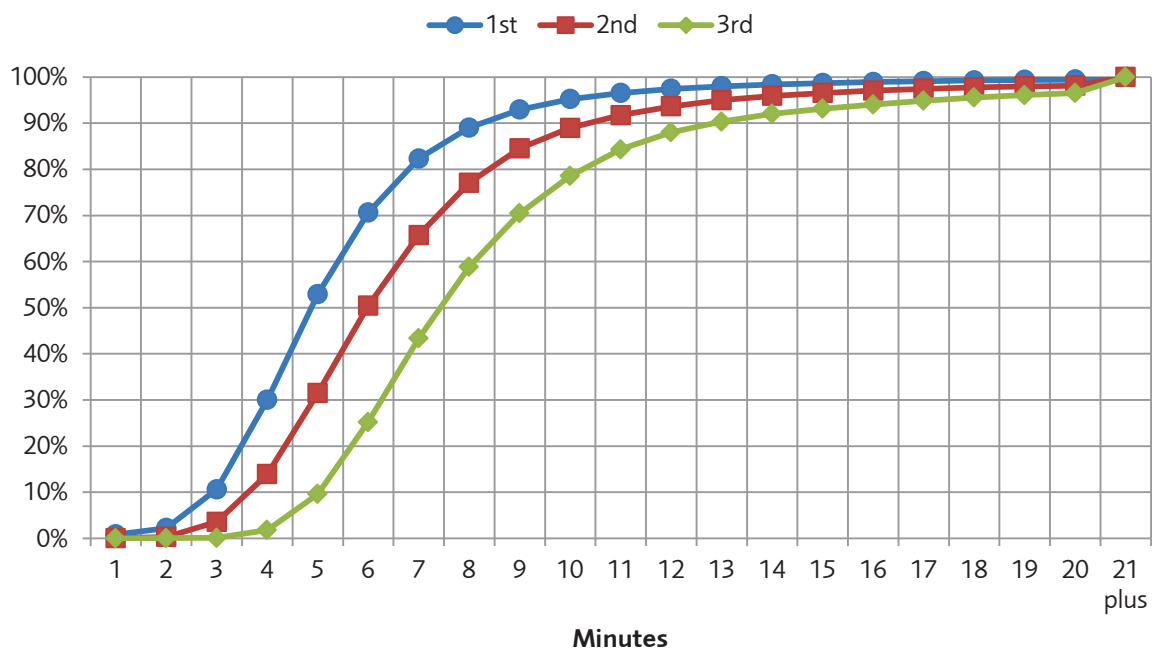
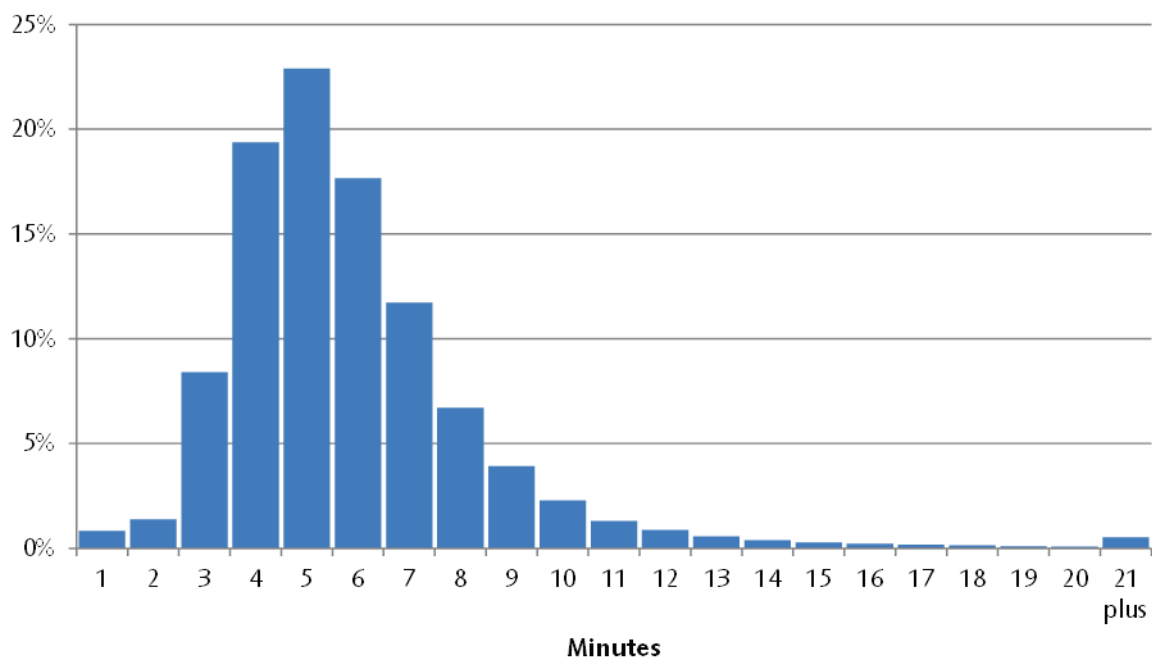


Chart D: Average response time frequency for first appliance, 2012/13 (non-cumulative)



46. Both charts illustrate attendance time performance at different time parameters. This could also be expressed as percentages in table format (table 9 below) which is for first appliance. The current targets of 6 minutes and 12 minutes (95 per cent within) are marked.

Table 9: Cumulative and non-cumulative attendance time performance (percentiles)

2012/13		
Minute (inc)	Frequency	Cumulative
1	1.2%	1.2%
2	1.5%	2.7%

2012/13		
Minute (inc)	Frequency	Cumulative
3	8.4%	11.1%
4	19.3%	30.3%
5	22.7%	53.1%
6	17.5%	70.6%
7	11.7%	82.3%
8	6.7%	89.0%
9	3.9%	92.9%
10	2.3%	95.2%
11	1.3%	96.5%
12	0.9%	97.4%
13	0.6%	98.0%
14	0.4%	98.4%
15	0.3%	98.7%
16	0.2%	98.9%
17	0.2%	99.1%
18	0.1%	99.2%
19	0.1%	99.3%
20	0.1%	99.4%
21 plus	0.6%	100.0%

Longest arrival times

47. During the consultation process, some members of the public asked about the longest time that could be expected to wait in certain areas for the arrival of a fire appliance. Although data was provided, it was necessary to caveat it. Fire crews record the time they arrive at incidents by manually indicating arrival via the in-cab mobile data terminal (MDT). Officers know that some recorded arrival times at incidents do not happen at the time of actual arrival and can be some time afterwards (or can be completely missing because it is not recorded). If a time is not recorded in a timely manner it can give rise to arrival times that are very extended, are often incorrect as there is other evidence that shows that the appliances concerned arrived and got to work at the incident before the recorded time. However, if Members decide on the publication of percentile performance (as described above) this will show the proportion of incidents which have extended arrival times.

Borough performance

48. Borough performance was a key data set used in LSP5 consultation, but the routine publication of borough data for attendance times (or other performance measures) is not currently part of performance reporting. It would be possible to publish borough tables of attendance time performance, as the Authority did in LSP5 supporting document 8. A summary of this borough data is shown in Appendix D1 for first appliance and second appliance.

Ward performance and other geographies

49. Attendance time performance at ward level was requested during public consultation and published by the Authority (LSP5 supporting document 22). The Authority had not previously published data at this level of geography.
50. Any geography used necessarily aggregates a variation in performance in a given area. Smaller geographies will provide a clearer picture of the speed of attendance that a member of the

public is likely to experience. However, the smaller the geographic area, the fewer incidents there will be with some areas having no attended incidents over, say, a month/quarter, and even over longer periods (up to a year) they may not be a reliable way of judging performance.

51. LSP5 supporting document 8 included maps showing ward level performance for 2011/12 and these are reproduced at Appendix E. Modelled performance based on LSOAs (with a ward boundary overlay) is set out in Appendix F. Despite the demand for ward based data during LSP5 consultation, officers would not recommend publishing data attempting to show attendance times by ward as average times or similar. The smaller numbers of incidents in some wards render the data not to be reliable and producing data for LSP5 purposes showing current performance had to be generated using a number of years data; it would not be reliable to produce ward based data annually.
52. A better option would be to publish information via the existing incident mapping tool available from the LFB web site. The tool has the capability to display attendance time performance (down to ward level). The tool, based on the MPS crime mapping tool, does not attempt to show exact numbers of incidents or attendance times, but shows them in relation to the average and how each ward compares to the average. In line with the data refresh frequency for the incident data published on the site, attendance time data could be updated on a monthly basis (albeit the data would be a 12 month figure as at the end of the relevant month). The tool provides a postcode look-up to allow users to see the attendance time performance in an area of interest. Appendix G has screen shots that show the tool would display the data.

Third appliance

53. During public consultation, there was interest in incidents requiring a third appliance.
54. The Authority has not set a target time for the arrival of a third appliance at an incident. In data published as part of LSP5 (supporting document 24) an arrival benchmark of 10 minutes was used. Aside from data published as part of LSP5 consultation and subsequently, the Authority has not routinely published third appliance performance.
55. There are no impediments to publishing such data London-wide or at borough level (borough data is shown in appendix D2). However, the relatively small number of incidents where a third appliance attends would make data at a ward level, even on an annual basis, an unreliable performance measure, and is not recommended.

Conclusion and further work

56. The Committee has been asked to express a view on a range of options to enhance the breadth of information which is published about the Brigade's speed of arrival at incidents. If Members express a view about how to proceed on this matter, officers will report further with proposals for how the enhanced set of performance information is to be published, including detailed presentation options for consideration. The aim would be to introduce new reporting for 2014/15.
57. The potential options for publishing more information are summarised in this grid:

Information	Publication frequency	How published
Use of percentiles and/or median as well as averages	Annually	Reporting to Committees*
Performance by 'risk'	Annually	On the web site
By incident type	Annually	On the web site
Borough data	Annually	Reporting to committees*
Ward data	Monthly	Using the web-based incident mapping tool
Third appliance	Annually	Reporting to committees*

* All reports to committees would be publicly available on the web site.

Head of Legal and Democratic Services comments

58. The Head of Legal and Democratic Services notes this report and has no comment to make.

Director of Finance and Contractual Services comments

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

Sustainable development Implications

60. There are no specific sustainable development implications arising from this report.

Equalities Implications

61. There are no specific equality impacts arising from this report.

List of Appendices to this report:

-
- A. Former national and London standards for arrival at incidents
 - B. Attendance time performance of other London blue-light emergency services
 - C. DCLG fire incident response times, 2012/13 (national data)

 - D1 First and second appliance attendance, by borough
 - D2 Third appliance attendance, by borough
 - E Ward level performance data for first and second appliance, 2011/12
 - F Lower super output area performance data (modelled) for first and second appliance, 2011/12
 - G Web-site incident mapping tool – use for attendance time performance
-

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

List of background documents

1. LSP5 supporting document 8 *Getting to emergency incidents as quickly as possible*
2. Report to the Authority "Fifth London Safety Plan", FEP2091, July 2013
3. Fire incidents response times: England 2012 to 2013, Department for Communities & Local Government, 22 August 2013

Proper officer **Deputy Commissioner**

Contact officer **David Wyatt**
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Former national and London standards for attendance times

National recommend standards

Until 2004, the government recommended national standards for arrival at incidents, based on a broad categorisation of geographical risk. As a result of those standards, London's emergency response and station locations were configured to provide a faster and heavier response in central and inner London than in the outer London areas. Measuring performance against these national standards, only certain types of calls were counted; essentially calls to fires, where the appliances mobilised were present in their base station. This meant that reported performance in London included responses to less than 40 per cent of total incidents. The former national standards are set out in table 3 below.

Former national recommended standards of fire cover (used up to 2004)

Risk	Percentage of London covered	first appliance	second appliance	third appliance
A	2%	5 mins	5 mins	8 mins
B	12%	5 mins	8 mins	-
C	69%	8-10 mins	-	-
D	17%	20 mins	-	-

Note: LFB always mobilised two appliances to property fires regardless of risk area.

A map showing the former risk areas in London is overleaf.

London specific standards

The First London Safety Plan (2004/2005) stated that the Brigade would continue using the former recommended national standards after they were removed but made a commitment to consider what the London standard should be.

The Second London Safety Plan (LSP2) **2005/2008** said that the Brigade would "*maintain our current performance*" which equated to:

- First appliance in five minutes 65% of time, in eight minutes 90% of time
- Second appliance in eight min 75% of time and in 10 minutes 90% of time

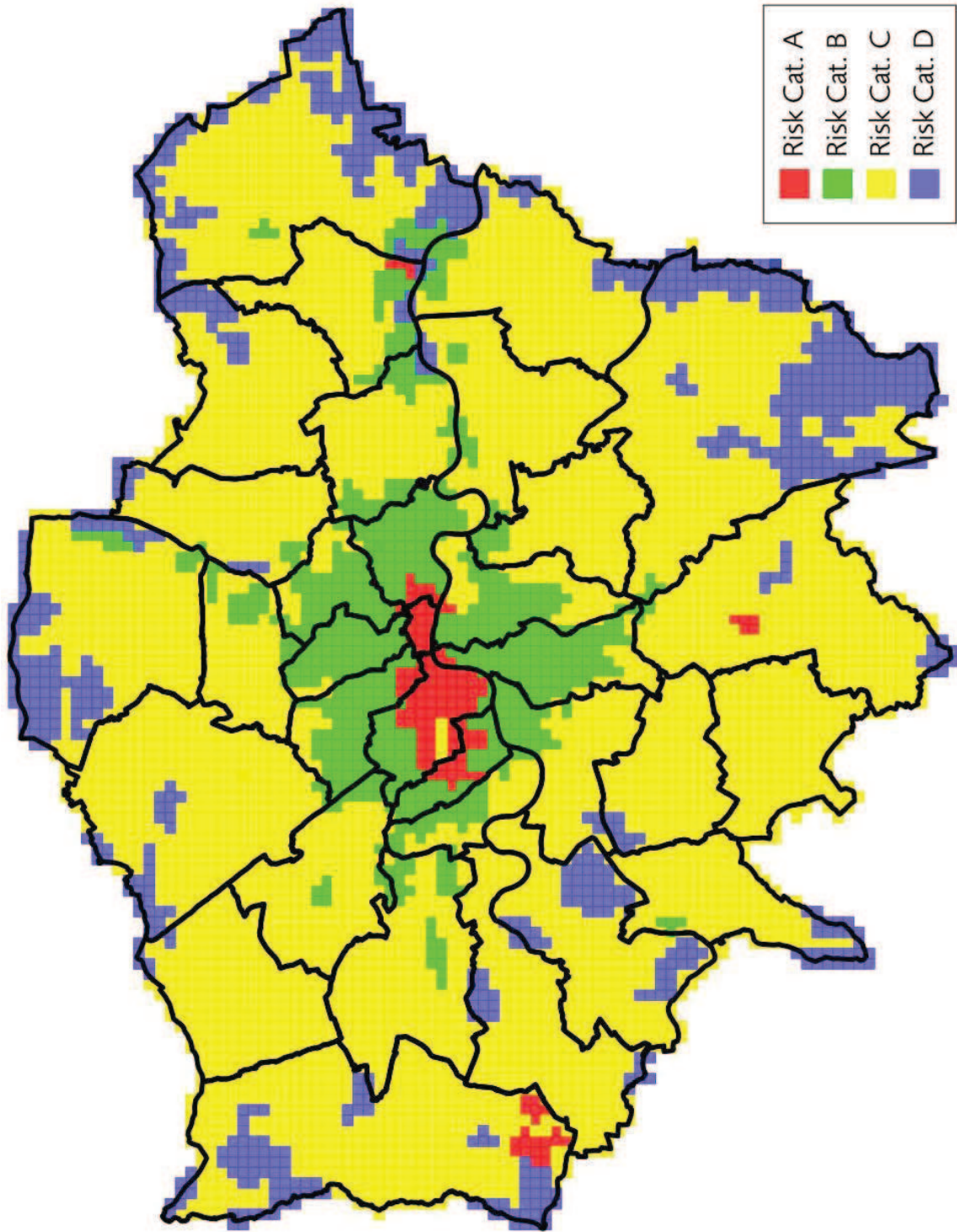
The Third London Safety Plan (LSP3) 2008/2011 outlined the adoption of revised standards based on average time of arrival for

- First in six minutes
- Second in eight minutes
- 95% of first would arrive within 12 minutes

LSP3 said "*These proposals will have no impact on the actual times we are taking to arrive at emergencies*" (i.e. the Brigade would still arrive as quickly as possible). The Plan also said "*It has become clear that overall traffic speeds across London have been getting steadily slower and that this has had some impact on our attendance times. We are therefore looking carefully at what management action we can take to maintain or improve current attendance times.*" although this was not explicitly linked to the change in first appliance standard.

Source: based on LSP5 Supporting document 8 Getting to emergency incidents as quickly as possible (January 2013)

Former national standards of fire cover, risk areas in London, 2003



Attendance time performance of other London blue-light emergency services

London Ambulance Service (LAS)

All 999 calls to the ambulance service are prioritised into one of two categories (and sub-categories) - category A or category C; the category assigned determines the level and speed of response. The categories are set by the Department of Health.

Historically, there was also a category B which related to responses to certain types of non-life threatening incidents. In 2011, this category was deleted and a new broader category C was introduced.

The breakdown of call category, and the response required, is shown below.

Category A (Red)		Category C (Green)			
Red 1 Life-threatening requiring defib All echo codes	Red 2 Immediately life-threatening All other category A	Green 1 Serious but non life-threatening Serious clinical need	Green 2 Serious but non life-threatening Less serious clinical need	Green 3 Non life-threatening Non-emergency	Green 4 Non life-threatening Non-emergency
Face-to-face ambulance response		Face-to-face ambulance response	Face-to-face ambulance response	Telephone assessment: a) Alternative pathway referral b) Upgrade to Red/Green 1/2 c) Advice given and call closed	Telephone assessment: a) Alternative pathway referral b) Upgrade to Red/Green 1/2 c) Advice given and call closed
Within 8 minutes of call received (19 minute transport standard)		Within 20 minutes of call received	Within 30 minutes of call received	Within 20 minutes of call received	Within 60 minutes of call received

Category A calls are the most seriously ill patients; this includes victims of stabbings and shooting, those having serious chest pains, or those involved in road traffic accidents. As with previous years, LAS are expected to reach the target of 75 per cent of all category A calls within eight minutes of call received.

LAS performance in 2012/13 was 75.42 per cent; the tenth year in a row that this target has been achieved.

Performance at a borough level does vary however; the lowest performing borough was Waltham Forest, where LAS achieved 68 per cent. The highest performing borough was Camden, where the eight minute target was achieved over 83 per cent of the time.

Metropolitan Police Service (MPS)

The current Association of Chief Police Officers (ACPO) guidance is a 15 minute response in urban areas for the most serious of incidents; i.e. those requiring an immediate response.

Average performance for MPS for the 10 months to July 2013 (taken from data supplied at a Mayor's question time on 11 September 2013) has been far better than this as shown in this table.

Oct 12	Nov 12	Dec 12	Jan 13	Feb 13	Mar 13	Apr 13	May 13	Jun 13	Jul 13
09:18	09:13	09:12	08:56	08:51	08:43	08:36	08:45	08:51	09:07

Source: Question to the Mayor 2824/2013

In addition, of those calls requiring an immediate response, over 92 per cent receive a response within the 15 minute guidance.

MPS performance also varies at borough level. In July 2013, the slowest response was in Bexley and Bromley, where the average response time was in excess of 15 minutes. The best performing boroughs in July 2013 were Westminster and Kensington & Chelsea, where the average response time was less than eight minutes.

DCLG Fire incidents response times (national data), 2012/13

In July 2011, DCLG published the first – of what was to be an annual series – report on fire response times of the UK. The series was formed on the basis that the data was requested regularly.

The report shows data for the UK as well as for fire and rescue authority areas. The reports clearly note that *"If attempting to compare response times between different geographical areas, it is important to bear in mind that there a range of factors that affect average response times, for example: population density patterns, fire fighter crewing arrangements [in this context DCLG mean retained crewing], and local variations of the factors that appear to have affected national trends in response times"*. They further note that *"... response times are far from the only factor affecting numbers of casualties and amounts of damage from fire."*

The reports only provide data an information on the response time of the first appliance only and only fire incidents (although different fire locations/types are reported).

There is no national standard for speed of response, and so it follows that there is no nationally agreed formula (or standard) for calculating response times. In the report DCLG use the following criteria for their calculation:

A response time measures the minutes and part minutes taken from time of call to time of arrival at scene of the first vehicle. The following incidents have been excluded from the average response time calculations:

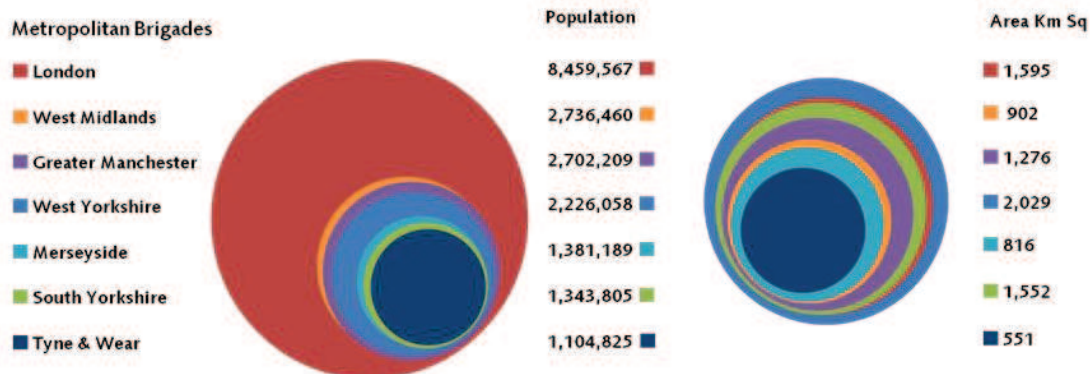
- *Where there was heat and smoke damage only*
- *Where road vehicle was abandoned*
- *Where the location of fire was derelict*
- *Where a fire and rescue authority learned of the fire when it was known to have already been extinguished. Such incidents are known as 'late calls'.*
- *Where the response time for an incident was over an hour or less than one minute.*

The last two of these exclusions have been applied to avoid erroneous data or exceptional incidents from skewing the averages.

The application of this formula to the 2012/13 data showed that 17 per cent of all fires were excluded from the attendance time figures and 27 per cent of all primary fires.

The DCLG data also counts the response time from the time the emergency call is answered in the Control.

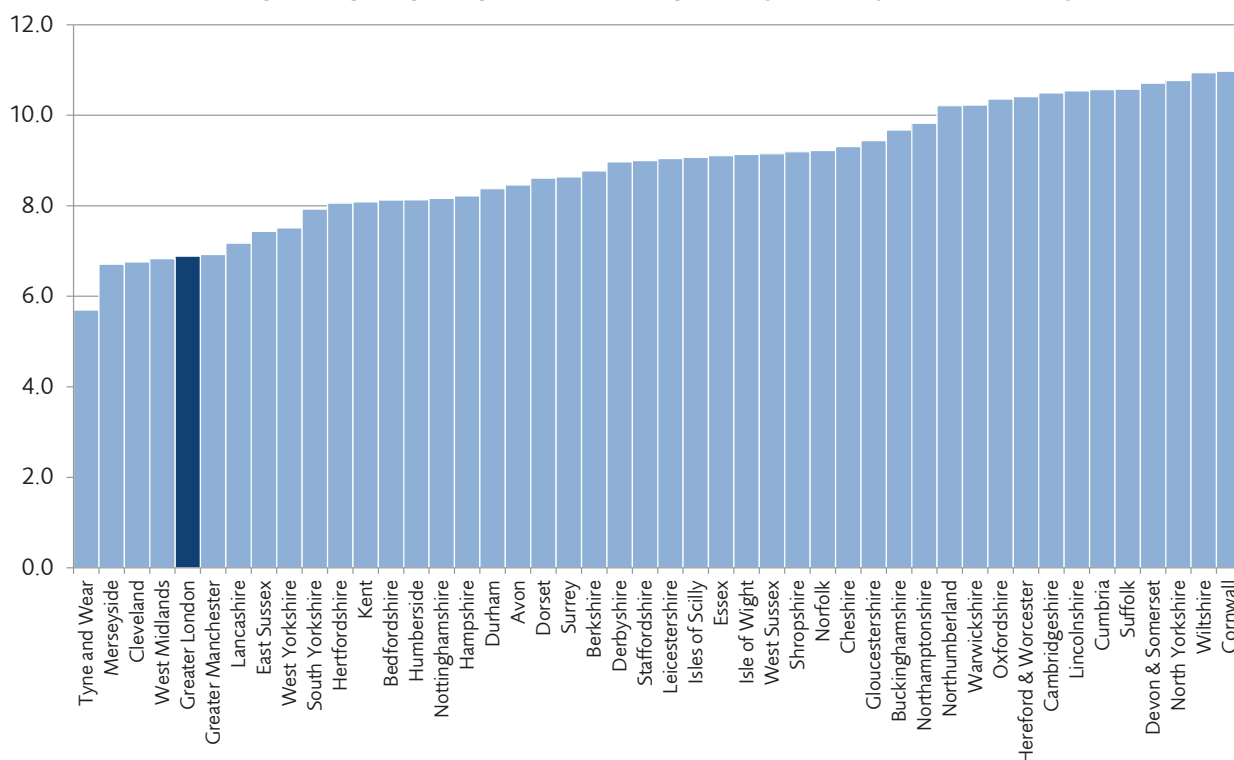
The report noted the difficulties in directly comparing response time between FRAs due to a range of factors including geography and populations. To give some idea of the variations between FRAs the graphic below shows the relative population sizes, and geographic areas, covered by the metropolitan fire services. So, whilst London has a population more than three times the size of the next largest metropolitan brigade (West Midlands), it has a smaller area than West Yorkshire.



Fire incidents response times 2012/13 – Primary fires

In England, the average first appliance response time to Primary fires was 8.2 minutes (8 mins 12 secs). Tyne & Wear had the lowest average time at 5.7 minutes (5 mins 42 secs) and London ranked fifth with an average time of 6.9 mins (6 mins 54 secs).

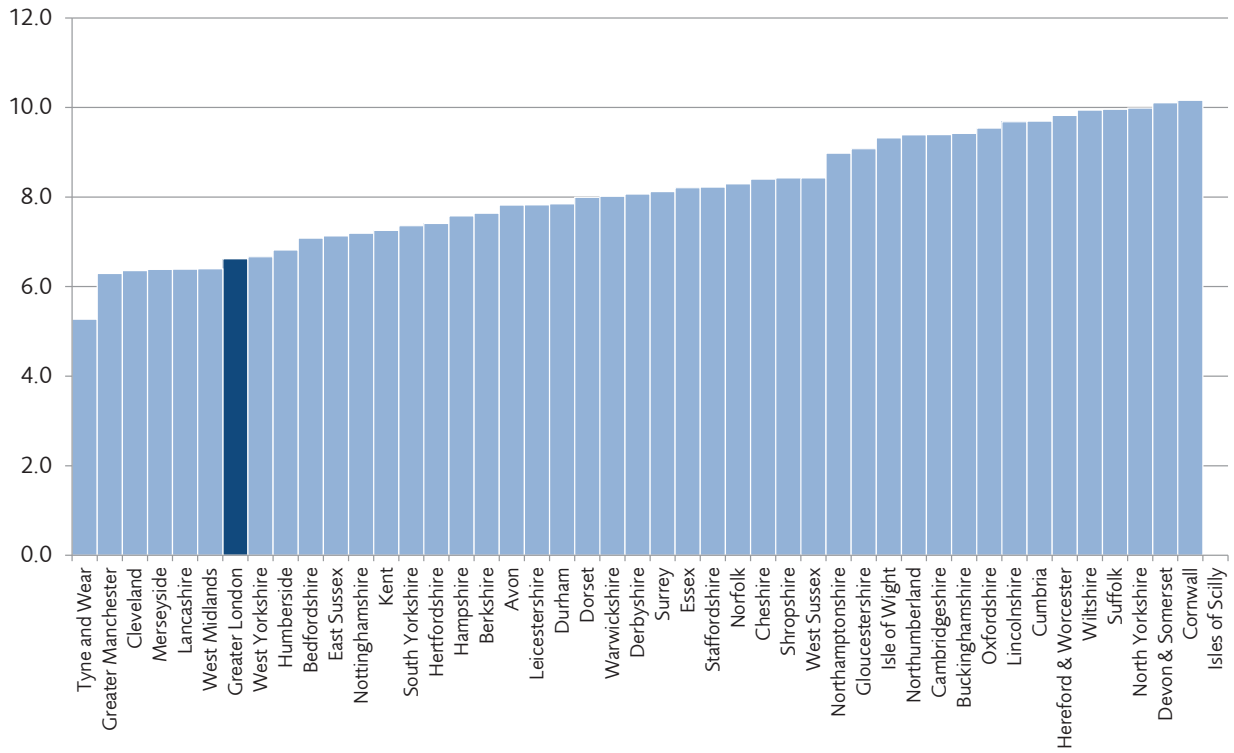
Average 1st pump response time to primary fires by fire authority



Dwelling fires

In England, the average first appliance response time to a dwelling fire was 7.4 minutes (7 mins 24 secs) in 2012/13. Tyne & Wear had the lowest average time at 5.3 minutes (5 mins 18 secs) and London ranked seventh with an average time of 6.6 mins (6 mins 12 secs). London

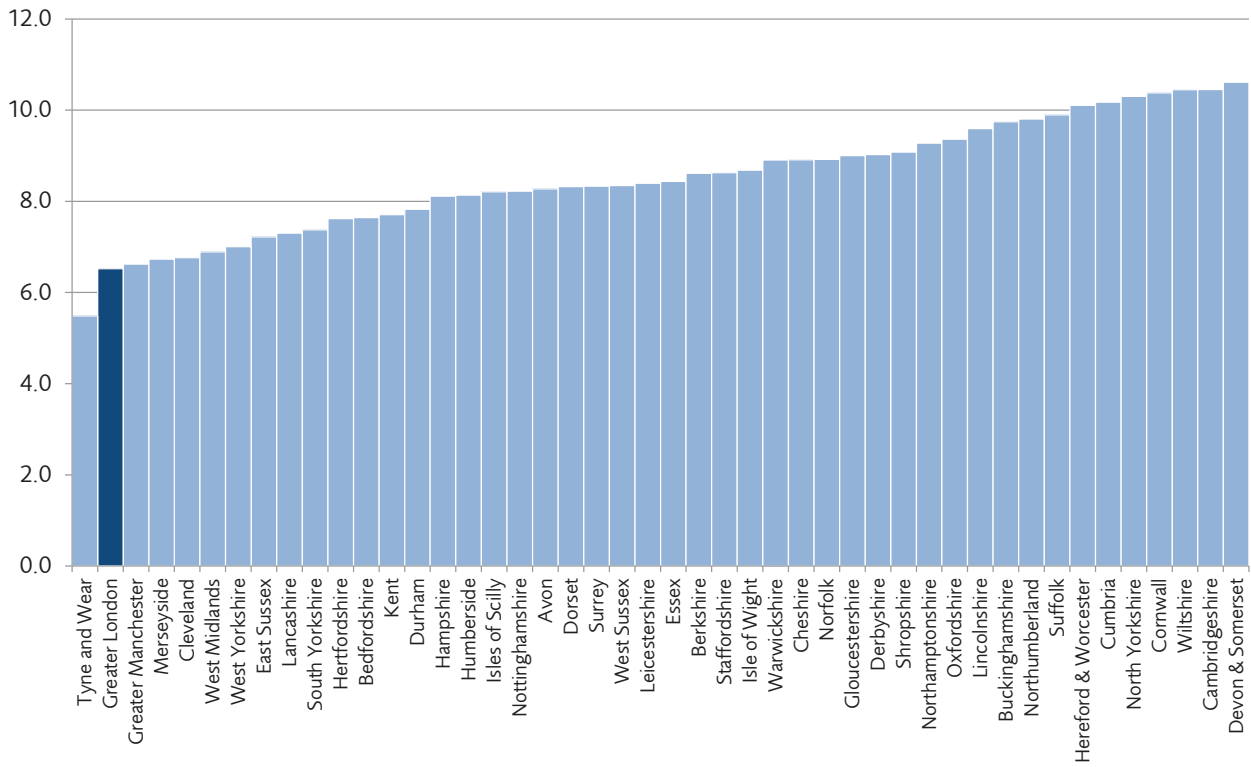
Average 1st pump response time to dwelling fires by fire authority



Other building fires

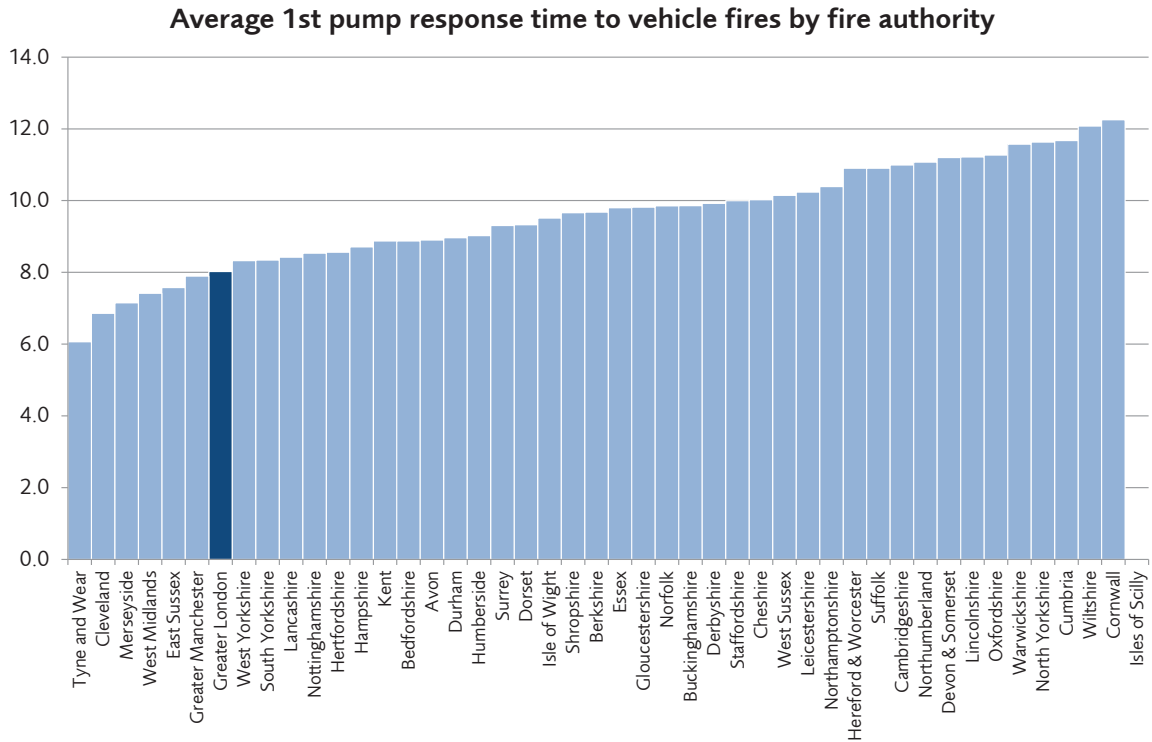
In England, the average first appliance response time to an Other Building fire was 7.9 minutes (7 mins 54 secs). Tyne & Wear had the lowest average time at 5.5 minutes (5 mins 30 secs) and London ranked second with an average time of 6.5 mins (6 mins 30 secs).

Average 1st pump response time to other building fires by fire authority



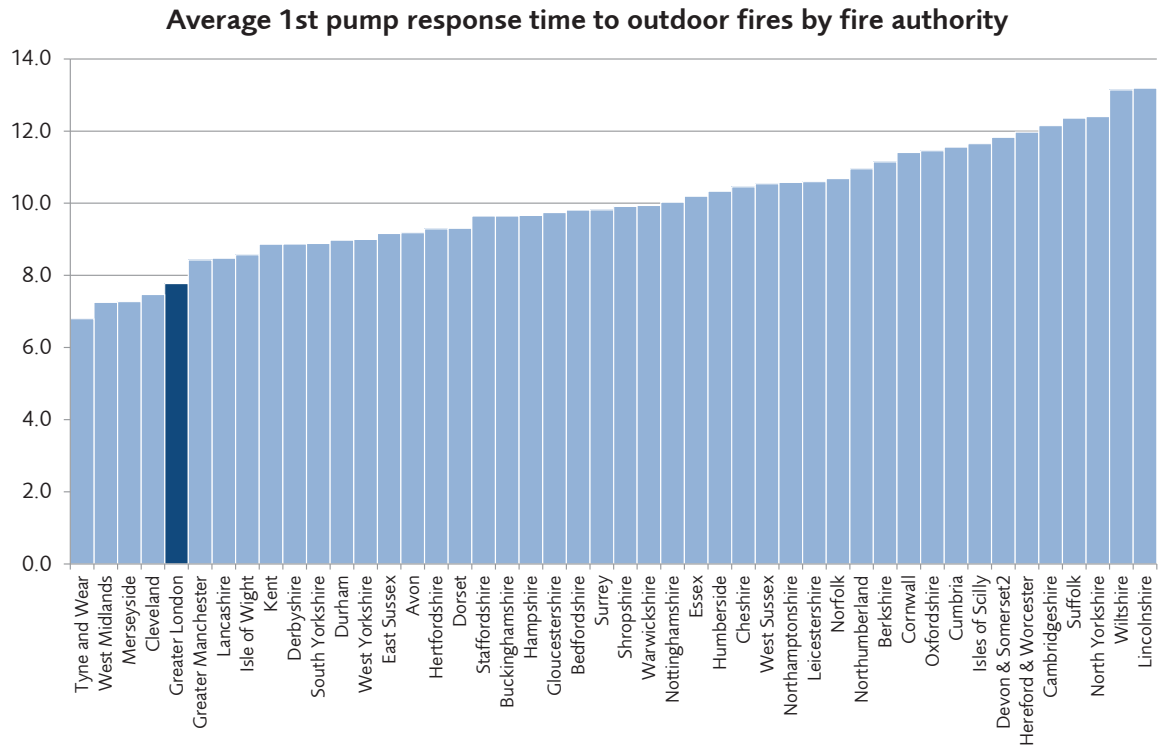
Road vehicle fires

In England, the average first appliance response time to a road vehicle fire was 9.1 minutes (9 mins 6 secs). Tyne & Wear had the lowest average time at 6.1 minutes (6 mins 6 secs) and London ranked seventh with an average time of 8.0 mins (8 mins 0 secs).



Outdoor fires

In England, the average first appliance response time to an outdoor fire was 9.6 minutes (9 mins 36 secs). Tyne & Wear had the lowest average time at 6.8 minutes (6 mins 48 secs) and London ranked seventh with an average time of 7.8 mins (7 mins 48 secs).



First and second appliance attendance times, by borough

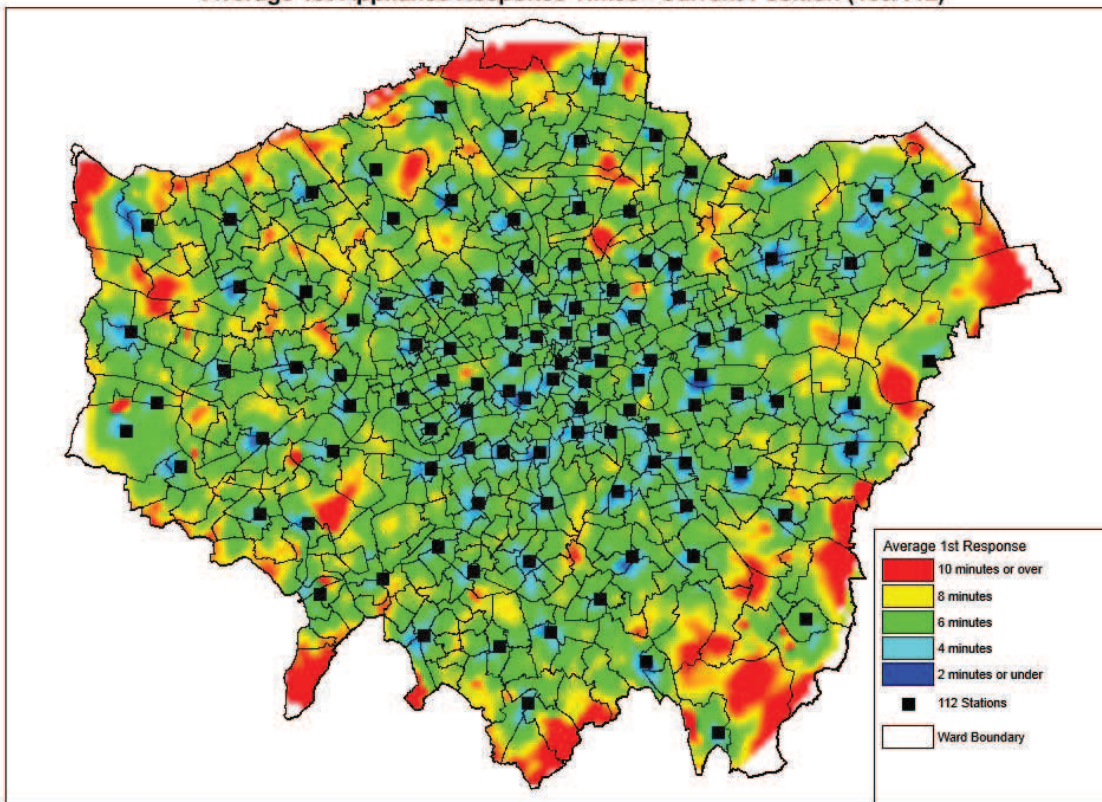
Borough	First appliance						Second appliance					
	Average of Attendance Time			Mobilisations			Average of Attendance Time			Mobilisations		
	2010/11	2011/12	2012/13	2010/11	2011/12	2012/13	2010/11	2011/12	2012/13	2010/11	2011/12	2012/13
Not geo-coded				1	10	16				1	2	5
Barking and Dagenham	06:02	05:36	05:42	2444	2243	1881	07:20	06:36	06:38	712	750	686
Barnet	06:35	06:16	06:17	3497	3527	3114	08:45	08:14	08:18	1255	1356	1226
Bexley	06:05	05:46	05:43	2196	2006	1726	07:10	06:39	06:47	722	782	725
Brent	06:05	05:54	05:51	2955	3001	2800	07:03	06:43	06:48	1261	1281	1189
Bromley	06:27	06:24	06:12	2957	3034	2589	08:30	08:10	08:04	1018	1027	977
Camden	04:47	04:42	04:36	5858	5521	4956	06:15	05:59	05:56	2467	2385	2147
City of London	04:53	04:57	04:47	1242	1193	1101	06:18	05:50	05:50	291	268	241
Croydon	05:42	05:41	05:34	3846	3860	3341	07:10	06:51	06:47	1488	1483	1335
Ealing	05:48	05:35	05:22	3352	3422	3295	07:05	06:35	06:32	1380	1470	1430
Enfield	06:34	06:26	06:23	3584	3367	2927	08:03	07:38	07:38	1259	1204	1061
Greenwich	05:27	05:22	05:13	3360	3286	2712	07:09	06:57	06:53	1117	1103	1057
Hackney	04:59	04:46	04:45	4168	3912	3607	06:03	05:29	05:27	1918	1762	1667
Hammersmith and Fulham	05:20	05:07	04:59	3216	2878	2667	06:37	06:08	05:57	1505	1290	1250
Haringey	05:49	05:40	05:39	2983	2842	2514	06:38	06:15	06:09	1268	1278	1169
Harrow	06:27	06:14	06:15	1943	2078	1847	08:49	08:25	08:18	766	845	791
Havering	06:01	05:41	05:37	2472	2303	1982	07:45	07:23	07:19	942	911	844
Hillingdon	06:43	06:35	06:40	3771	3759	3419	08:26	07:54	07:58	1309	1331	1286
Hounslow	06:16	05:53	05:53	2643	2464	2241	07:50	07:21	07:09	837	850	850
Islington	04:49	04:43	04:39	3336	3220	2980	05:57	05:39	05:47	1209	1239	1170
Kensington and Chelsea	04:37	04:28	04:29	3263	3101	2978	05:53	05:34	05:25	1467	1446	1375
Kingston upon Thames	06:10	06:02	05:57	1827	1810	1599	08:23	08:02	08:13	676	653	534
Lambeth	04:42	04:32	04:39	4587	4581	4136	05:26	05:09	05:10	2057	2140	1878
Lewisham	04:50	04:52	04:45	3650	3558	3328	06:20	06:21	06:22	1548	1553	1416
Merton	05:53	05:35	05:37	1860	1704	1651	08:07	07:51	07:44	575	549	526
Newham	05:13	05:01	04:58	4031	3458	3084	06:27	06:05	06:02	1543	1278	1154
Redbridge	05:49	05:39	05:48	2764	2523	2161	07:21	06:57	07:05	1100	1017	965
Richmond upon Thames	06:42	06:20	06:15	1727	1650	1566	08:46	08:22	08:32	659	604	559
Southwark	04:52	04:44	04:42	5170	4861	4493	06:00	05:45	05:43	2149	1998	1965
Sutton	06:10	06:07	05:57	1776	1694	1493	07:46	07:22	07:10	659	647	612
Tower Hamlets	04:33	04:30	04:30	5215	5121	4219	05:52	05:33	05:39	1784	1826	1591
Waltham Forest	05:54	05:39	05:00	3168	2943	2726	07:02	06:32	05:47	1345	1288	1227
Wandsworth	05:15	05:07	04:58	3551	3327	2967	06:36	06:18	06:07	1759	1656	1513
Westminster	05:08	05:10	05:02	8184	7397	7215	06:02	05:58	05:51	2795	2420	2361
Grand Total	05:31	05:23	05:18	110597	105654	95331	06:51	06:32	06:28	42841	41692	38782
Inner London	00:04:58	00:04:51	00:04:48	58454	54970	50245	00:06:08	00:05:50	00:05:47	23760	22539	20897
Outer London	00:06:08	00:05:57	00:05:51	52142	50674	45070	00:07:45	00:07:20	00:07:16	19080	19151	17880

Third appliance attendance times, by borough

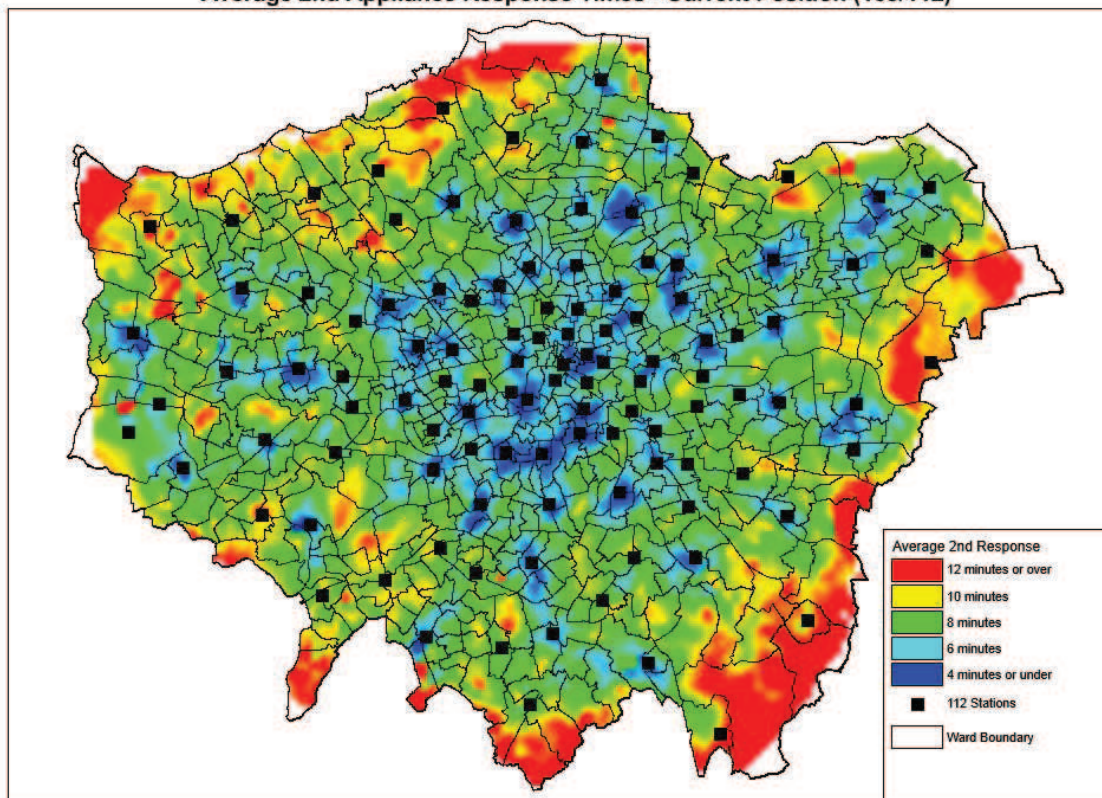
Borough	Average of Attendance Time			Third appliance		
	2010/11	2011/12	2010/11	Mobilisations		
				2011/12	2010/11	2011/12
Barking and Dagenham	08:45	08:21	08:45	08:21	08:45	08:21
Barnet	10:30	09:42	10:30	09:42	10:30	09:42
Bexley	08:45	08:24	08:45	08:24	08:45	08:24
Brent	09:06	08:27	09:06	08:27	09:06	08:27
Bromley	09:59	09:51	09:59	09:51	09:59	09:51
Camden	07:26	07:09	07:26	07:09	07:26	07:09
City of London	07:22	07:27	07:22	07:27	07:22	07:27
Croydon	08:57	08:56	08:57	08:56	08:57	08:56
Ealing	08:54	08:24	08:54	08:24	08:54	08:24
Enfield	09:40	09:12	09:40	09:12	09:40	09:12
Greenwich	08:48	08:33	08:48	08:33	08:48	08:33
Hackney	07:31	07:30	07:31	07:30	07:31	07:30
Hammersmith and Fulham	07:42	07:23	07:42	07:23	07:42	07:23
Haringey	08:25	08:17	08:25	08:17	08:25	08:17
Harrow	11:00	10:29	11:00	10:29	11:00	10:29
Havering	09:06	09:02	09:06	09:02	09:06	09:02
Hillingdon	10:03	09:24	10:03	09:24	10:03	09:24
Hounslow	10:05	09:47	10:05	09:47	10:05	09:47
Islington	07:22	07:15	07:22	07:15	07:22	07:15
Kensington and Chelsea	07:34	07:03	07:34	07:03	07:34	07:03
Kingston upon Thames	09:16	08:57	09:16	08:57	09:16	08:57
Lambeth	07:19	06:51	07:19	06:51	07:19	06:51
Lewisham	07:43	07:57	07:43	07:57	07:43	07:57
Merton	09:39	09:37	09:39	09:37	09:39	09:37
Newham	07:46	07:27	07:46	07:27	07:46	07:27
Redbridge	09:18	09:10	09:18	09:10	09:18	09:10
Richmond upon Thames	10:04	09:18	10:04	09:18	10:04	09:18
Southwark	07:10	06:54	07:10	06:54	07:10	06:54
Sutton	09:37	09:27	09:37	09:27	09:37	09:27
Tower Hamlets	07:10	06:46	07:10	06:46	07:10	06:46
Waltham Forest	08:58	08:11	08:58	08:11	08:58	08:11
Wandsworth	07:26	07:22	07:26	07:22	07:26	07:22
Westminster	07:22	07:28	07:22	07:28	07:22	07:28
Grand Total	08:12	07:57	07:56	9587	9539	9026
Inner London	00:07:28	00:07:16	00:07:13	6024	5865	5462
Outer London	00:09:27	00:09:03	00:09:03	3563	3674	3562

First and second appliance attendance performance (modelled), 2011/12 based on lower super output areas (LSPOs) with ward boundary overlay

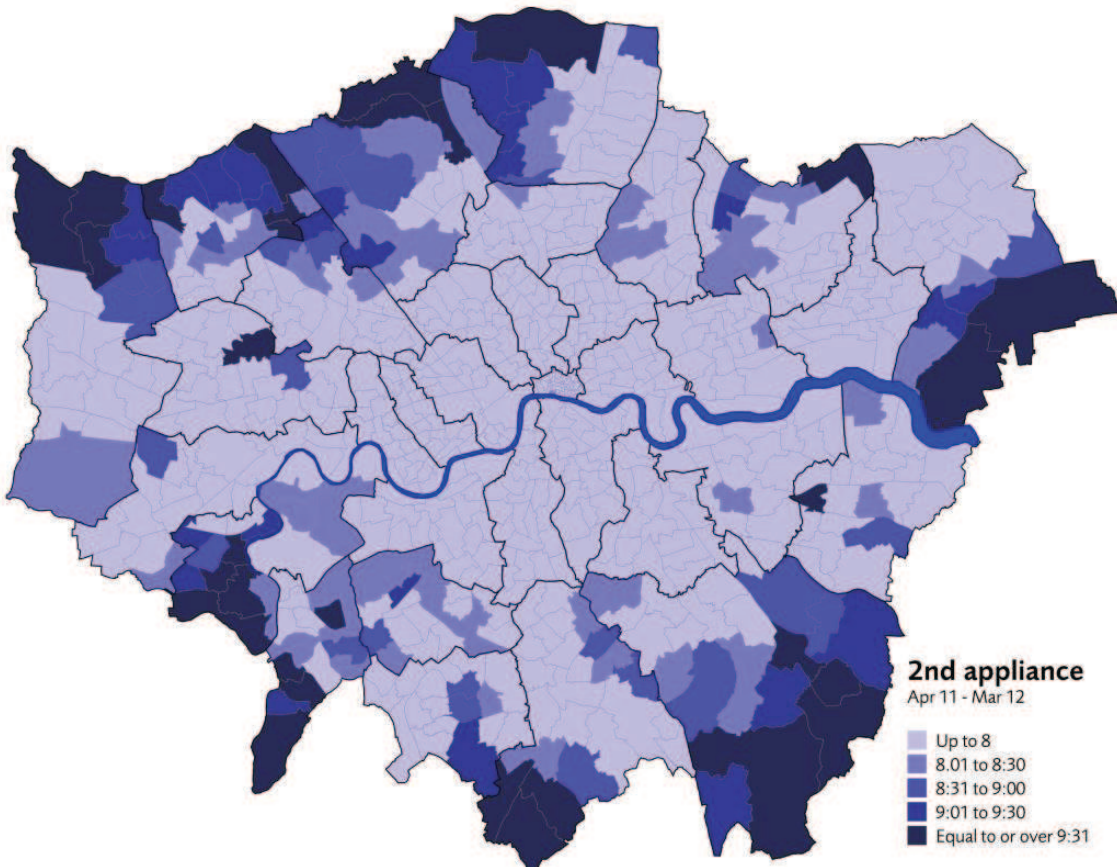
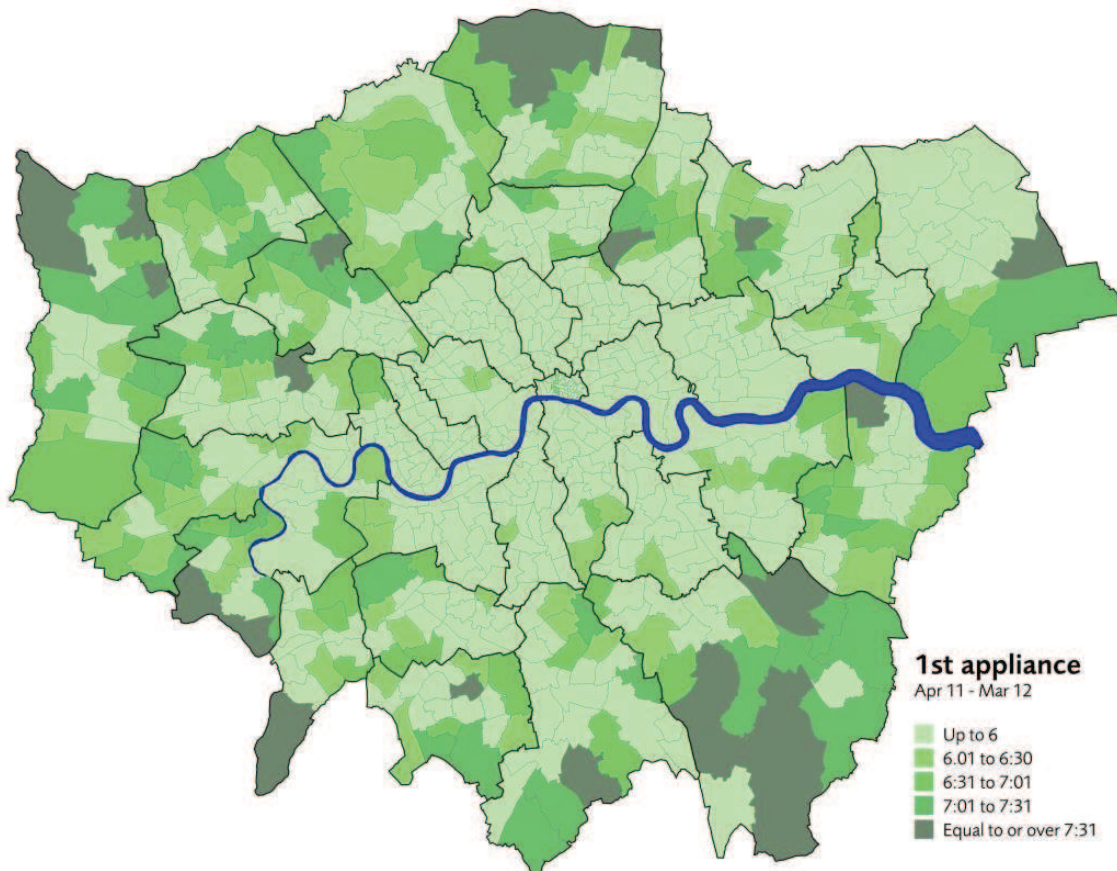
Average 1st Appliance Response Times - Current Position (169/112)



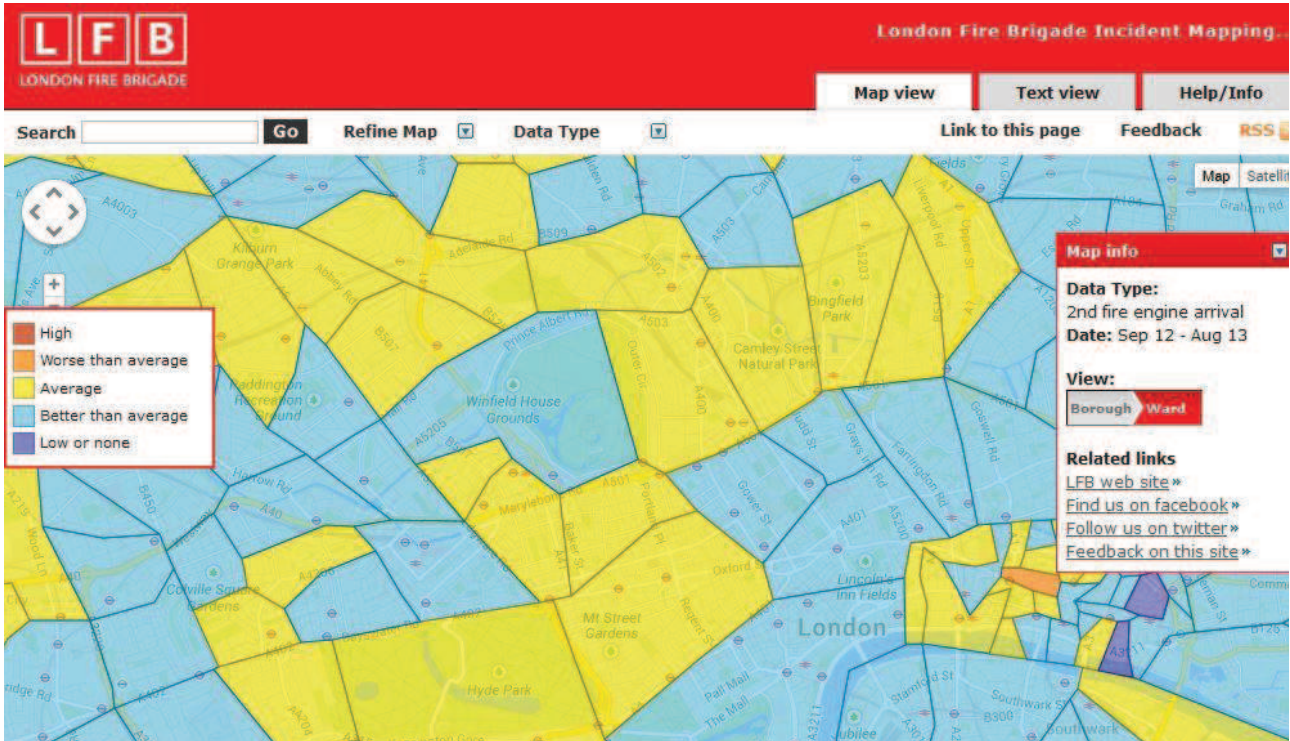
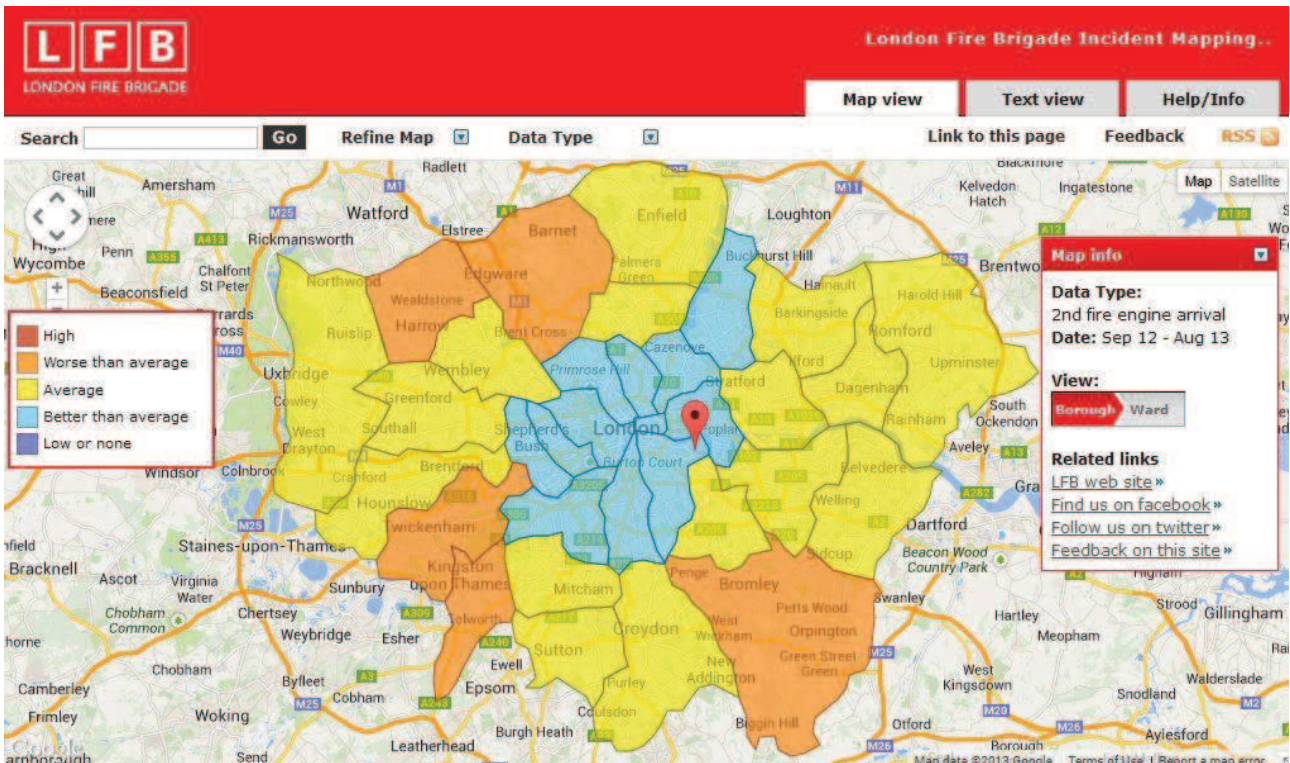
Average 2nd Appliance Response Times - Current Position (169/112)



First and second appliance attendance performance, 2011/12 based on wards



Web-site incident mapping tool – use for attendance time performance





**LONDON FIRE
AND EMERGENCY
PLANNING AUTHORITY**

Report title

Future Public Affairs Strategy

Meeting

Strategy Committee

Date

12 November 2013

Report by

Deputy Commissioner

Document Number

FEP 2166

Public

Summary

This report gives an outline of how the Authority might take forward public affairs work, based on campaigns and policy development, in a small number of priority areas.

The suggested areas for further work are:

- a. long-term work to achieve changes to relevant secondary legislation including the Regulatory Reform (Fire Safety) Order 2005 and Approved Document B;
- b. work on the installation of sprinkler system in high rise residential buildings, in homes occupied by vulnerable people, and in new housing developments, including student accommodation; and
- c. work on fire safety in houses in multiple occupation, particularly those in areas likely to be covered by local authority additional licensing schemes.

Recommendations

That the Committee approves:

- 1 The general criteria and approach to public affairs campaign selection and development set out in the paper; and
- 2 The specific priority areas suggested for public affairs campaign work (as set out below).

Background

1. Speaking to the Chief Fire Officers Association Conference on 18 September 2013, the Fire Minister Brandon Lewis MP stated that: "Effective fire prevention and protection activities are crucially important when considering how fire and rescue authorities can better protect their communities and achieve operational efficiencies." To achieve effective fire prevention and protection, particularly in London, requires engagement with a wide range of public, private and voluntary sector organisations and decision-makers, from Borough level to national. It also requires specific efforts to develop or change the policy and practice of these organisations.
2. A great deal of work is already underway across the Brigade to achieve key fire safety priorities, for example the fitting of sprinkler systems in appropriate buildings, and this is already achieving important if partial results. The purpose of this paper is to set out a strategic approach to public affairs campaigns and policy work on key prevention and protection issues, that should help to co-ordinate and add value to existing work, and in particular would help to persuade key decision-makers that the key fire safety principles and objectives of the Authority should be put into practice.
3. The campaigns proposed in this note should help the Authority achieve key elements of London Safety Plan 5 under prevention and protection objectives. These objectives include influencing and working with local authorities and other agencies to improve safety and reduce risk, targeting high risk and vulnerable people, lobbying for fire safety measures (especially sprinklers) in buildings, working with developers and the building industry to optimise safety in new buildings, targeting enforcement action and improving access to fire safety information.

Campaign Criteria

4. Pursuing public policy campaigns is necessarily complicated and time-consuming. It therefore makes sense to focus on a small number of specific areas. Campaign selection is therefore critical. It should be based on the following general criteria:
 - a. Campaigns should only be undertaken where they are based on clear strategies, founded in well-developed and evidence-based policy, with clearly defined and realistic goals that have a good chance of success within some reasonable time period.
 - b. Campaign strategies must be based on answers to the following key questions:
 - i. **What are we trying to achieve?** Specifically, what outcome do we want, and how will we measure success? What timescale is realistic?
 - ii. **How will we achieve it?** What mechanism do we need to get to the desired outcome? For example, would we need primary or secondary legislation, changes in policy guidance or changes in policy by other public bodies? Obviously some mechanisms are much harder to use than others; for example changing primary legislation is likely to be a difficult objective to achieve.
 - iii. **What means and resources will we use?** This requires consideration of broad categories of work that may be required, for example policy development, research, publications and communications, and of likely campaign tactics.
 - iv. **Who are we?** How do we define ourselves in relation to the campaign? For example, is this a campaign that will need to be fronted largely or wholly by active firefighters? Is it a campaign where we need to work through a formal coalition of supportive organisations, or a looser network? If we require alliances, which are the

organisations and individuals with whom we should be seeking to work. Alliances with groups outside the conventional relationships for FRS' are often likely to add weight to our campaigns and should be actively pursued.

- c. Our campaigns and associated policy work should be based on the overall principle of helping to reduce the human, economic and environmental cost of fires and emergencies in London. That could be further refined as work that helps to meet one or both of the following objectives:
 - i. To reduce the incidence of important categories of Brigade call-outs (which could include unnecessary ones);
 - ii. To reduce the probability of future serious incidents, in defined categories, that would involve a significant risk of: large scale loss of life; major economic damage; or major environmental damage.

5. Good campaigns employ the principle of leverage, in that they achieve the maximum impact for the minimum expenditure of effort (money, staff time and so on). Leverage can often be achieved through helping to develop the work of partner organisations, and in our case will always require understanding and active support across the Brigade.
6. Our campaigns should recognise that public finances, and particularly the revenue budgets of local authorities, will remain under extreme pressure for the foreseeable future (there is likely to be slightly more flexibility around capital budgets)¹. There is therefore little point in advocating policy solutions that can be dismissed as unreasonably expensive. There is a lot of point in finding solutions that might be expected to save money over the medium and long term. In particular cases, there will also be a need to win the argument that such spending as may be required to meet out safety priorities in the short term is good insurance, and therefore financially prudent, over the long-term.

Campaign Candidates

7. Based on these considerations, the following short-list of campaigns is suggested. Individual strategies, answering the questions set out above, will need to be developed for each campaign, and it is intended that work on this should take place over the next three months.
8. **The Regulatory Reform (Fire Safety) Order 2005 ('RRO'), Approved Document B, and related legislation.** The RRO has known flaws as a regulatory framework for fire services. The recent exchange of correspondence between the Commissioner and DCLG officials shows that there is vagueness in the existing Regulations, for example in relation to inspection of "common parts" in blocks of flats, and that seeking clarification from Government is not likely to be successful. The Brigade also experiences repeated problems in progressing investigations, because fire officers do not have powers to compel witness statements or seize relevant documents. It is possible that progress might be made through formal guidance, but it is more likely that a revised RRO, or replacement secondary legislation, would be needed.
9. This is not an easy objective to achieve, would likely take some years (possibly four), and any campaign to achieve it would need to be based on some detailed legal and policy work to

¹ According to the Institute for Fiscal Studies: "This year 2013 public spending will exceed revenues by around 7.7% of national income (£120 billion). Borrowing at this level could not be sustained indefinitely by the UK economy". IFS Green Budget February 2013

develop a model for a revised RRO that we would consider satisfactory. It would also need to consider the interaction of the RRO with other relevant legislation including Approved Document B and other building regulations, and the Housing Acts 1985 and 2004. An internal LFEPA working group on this would seem a useful mechanism to consider what our priority objectives for change would be, and to put these into a form that could readily be incorporated in legislation or guidance.

10. There are potential allies for a campaign around the RRO and related legislation, possibly including CFOA, individual London Boroughs, and the Fire Services Management Committee of the LGA. However, because the RRO has little or no "public profile" (even with politicians and officials) it is likely that such a campaign would need to be promoted largely through other campaign work on specific issues. It is possible that a well-designed overall case for reform, resulting in a clearer and simpler regulatory framework, could be presented as consistent with the current Government's deregulatory principle: "one in, two out".
11. **Sprinkler and fire suppression systems.** Installing sprinkler systems in appropriate buildings has rightly been seen as a high priority for the Authority for some years, and important progress has been achieved, as set out for example in the Sprinkler Strategy Update (FEP 2087), which was presented to the Strategy Committee in July 2013. At that meeting the Committee agreed the production of an Authority "Sprinklers Toolkit" to provide guidance and best practice advice to officers on the installation of sprinklers in premises such as schools, residential homes and high rise accommodation, which is on going.
12. However, there remain serious obstacles to progress, and of these the most important appears to be perceptions of cost, that we believe are often exaggerated, but nonetheless often deter decision makers in both the public and private sectors from deciding to fit sprinkler systems. The LGA toolkit itself estimates costs of sprinkler system at 1-2% of overall build costs, although the retro-fitting of sprinkler systems in Callow Mount, Sheffield, for example, where unit costs were around £1,500 per dwelling, suggests that this estimate may be too high. UK Ministers have criticised the Welsh Government for requiring the fitting of sprinkler systems in new residential developments, claiming that this is an unnecessary regulatory burden.
13. There are at least three categories of building where a co-ordinated campaign by the Authority might help to achieve significant progress:
 - a. **High rise residential buildings.** This follows partly from the Lakanal fire. Our safety concerns relate mainly to existing blocks of flats, substantially Council or Housing Association properties (although these will include individual owners, because of right to buy). Cost perceptions are an obstacle; Southwark Council's response to the Lakanal coroner's Rule 43 letter assessed the cost of retro-fitting "sprinkler systems in 10+ storey blocks, other known lower complex blocks, sheltered housing schemes and temporary accommodation" at about £59m. The new London wide High Rise Forum would be a route to pursue campaign objectives in this category.
 - b. **Individual homes occupied by owners or tenants at high risk.** Fire Investigation reports and those prepared by Borough Commanders show a real need for a systematic approach to fitting sprinklers in such cases, perhaps as a result of formal needs assessments, or specific recommendations by carers, social workers or other statutory agencies. High risk groups include those with mental health problems (particularly but not limited to hoarding) and the vulnerable elderly. The campaign could add value to existing work by pressing for a formal policy to be adopted by London Boroughs, perhaps supported and promoted by the Mayor

and GLA. The Brigade has representation on virtually all Borough Adult Safeguarding Boards, so they would provide a mechanism to pursue this objective. Voluntary organisations such as Age UK and Mind are potentially useful allies. Fatal fire reviews could routinely consider whether the case under review is relevant to the campaign, and the Authority should consider how to use the results to pursue campaign objectives. A rough cost estimate of £2,000 for a simple sprinkler system retro-fitted in a property is not greatly out of line with the cost of other home improvements routinely fitted to avoid the need to take vulnerable people into care, for example chair lifts, and is obviously much less than the costs of residential care. We should consider how such a system could be included in appropriate cases as part of what would be considered "cost effective" care and support packages.

- c. **New housing developments.** The Mayor of London, and all the major political parties, have made public statements about the need to increase dramatically the number of new homes built in London. Although it is not obvious how this will be progressed, it is clear that any attempt to set ambitious house building targets would need to engage local authorities and housing associations. Attempts to hit such targets in a short timescale and to limited budgets could compromise fire safety if there were not clear regulations and guidance in place. There are specific opportunities around existing planned developments in London, for example the Authority is already in discussions with the London Legacy Development Corporation.
14. We have achieved the inclusion of sprinkler systems in guidance for new school buildings, but this does not mean that they are frequently included in actual building schemes. The Building Schools for the Future Programme of the last Government has been effectively wound down, but it is predicted that there will be considerable development of existing school sites under the academies programme. However, it is not obvious at this time that campaign work would help us to make substantial further progress, and it is therefore not suggested that this be a priority campaign area.
15. **Houses in Multiple Occupation (HMOs).** A number of London Boroughs (precise information on which remains to be established, but the list is known to include Haringey and Croydon) are considering and consulting on "additional licensing" schemes for landlords in specified areas where the number of tenanted properties has grown sharply in recent years, and including properties of two floors or more, rather than the properties of three floors or more that are covered by the mandatory licensing scheme under the Housing Act 2004.
16. Controlling the private rented sector in poorer and more crowded areas of London and elsewhere in the country will be an issue of growing political salience in the next few years, and timely policy interventions may therefore be welcomed by politicians and decision makers.

The Haringey consultation document on additional licensing lists reports an increase in the proportion of residents in the private rented sector in Haringey from 24% in 2001 to 31% in 2011. The documents states that known problems with poorly managed HMOs include: poor construction; small rooms; increased noise, anti-social behaviour and waste including dumping; and poor fire safety. Alarmingly, a Council inspection of 370 HMOs, including those located above shops and some others exempt from mandatory licensing, found that 49% did not have adequate fire safety provision, and 38% failed to meet requirements under the Housing, Health and Safety and Risk System. There is evidence that there may also be a growing problem of unlawful use of industrial premises, mainly on industrial estates, for housing. This has obvious fire safety implications both for tenants and for firefighters. LFB community safety is developing a Framework to assist London boroughs on best practice for dealing with this issue which is covered in the Committee paper titled "Buildings used as unsuitable living accommodation".

17. Additional licensing schemes will give Councils that adopt them more powers to inspect properties, generally using Environmental Health Officers. It will be noted that fire safety is clearly a marker for other wider problems, therefore inspections of this type are potentially useful both to Councils, in tackling bad landlords, overcrowding etc., and to the Brigade, in identifying and minimising fire risk. It also offers the Authority leverage over the problem, in that we could influence the work of EHOs, without the Brigade having to carry a heavy burden of additional inspections. Exeter City Council has published what appears to be a very useful guide to fire safety in HMOs, we might consider production of such a guide with individual Boroughs or with the Mayor of London. There is also a national HMO network, including local authorities and housing action groups, with which we might usefully engage. One possible result of inaction on this issue is that others (for example the Capita created organisation Bluewatch) might move into the gap left by LFB.

Campaign Networks

18. To support public affairs campaigns, the Authority will need to develop a "campaign network", and a strategy for how members of the network will be engaged. Elements of this would include:

- a. Deployment of LEFPA Members, for network development, at relevant external meetings, and as "ambassadors" to their Boroughs where appropriate.
- b. Development of a wider network of sympathetic London Councillors, and possibly Council officers, who might be kept regularly informed of campaign developments and campaign "asks" and actions. There are various means at a Borough level that we can encourage Councillors to use to pursue our objectives, for example scrutiny processes
- c. An analysis of (i) organisations and (ii) individuals with which we will need to engage on specific campaigns, including: those broadly sympathetic to our overall or our specific objectives, for example age related and mental health voluntary organisations for fire safety interventions affecting vulnerable groups, sympathetic MPs, Chief Fire Officers Association, LACORS/LGA and the Chartered Institute of Environmental Health; and those we need to influence, for example the Mayor and Assembly, Parliamentary frontbenchers and officials.

19. Officers will also need to give thought to how all relevant sections of the Brigade, including key people at Borough level, can be helped and encouraged to participate appropriately in this work, to good effect but without imposing an unreasonable burden.

Head of Legal and Democratic Services comments

20. The Head of Legal and Democratic Services has reviewed the report and has no comments.

Director of Finance and Contractual Services comments

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

Sustainable Development Implications

22. Although this policy does not have any direct environmental implications, the provision of an effective public affairs strategy supports the brigade's Sustainable Development Strategy aims. In particular it supports the "Health, Safety and Wellbeing" and "Community Safety" strands of the brigade's Sustainable Development Framework, by supporting priority campaigns which promote community well-being and contribute to the prevention of incidents, making London a safer city.

Staff Side consultations undertaken

23. There were none required.

Equalities implications

24. The priority are identified for campaigning on the need for sprinklers in the homes of the most vulnerable enables the Authority to demonstrate how it is achieving the requirements of the public sector equality duty.

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**LONDON FIRE
AND EMERGENCY
PLANNING AUTHORITY**

Report title

Fire Safety legislation - review of current legislation

Meeting

Strategy Committee

Date

12 November 2013

Report by

Deputy Commissioner and Assistant Commissioner Fire Safety Regulation

Document Number

FEP 2167

Public

Summary

At its last meeting on 9 September 2013, the Committee agreed a report (FEP 2117) setting out a forward work programme. One of the topics agreed was "a focus on fire safety legislation and regulation, to include a review of current legislation, identifying any gaps, etc." This topic ties in with the work of the Lakanal House Working Group (LHWG) which submitted a memorandum to the Strategy Committee at the same meeting listing a number of fire safety legislation related issues.

This report is essentially an initial discussion paper which gives consideration to the scope of this review of fire safety legislation and seeks Members views on what issues should included in the review.

Recommendations

That:

1. Members provide feedback on whether they feel that enough background information has been provided in this report or whether there are gaps;
2. The Committee indicates which areas it wishes to examine in greater detail and agrees a prioritisation for these areas (paragraph 3 refers); and
3. A copy of this report and decisions taken upon it be sent the Lakanal House Working Group in order to update them on progress being made with regard to the memorandum from the Group sent to the Committee at its last meeting.

Introduction/Background

1. The Committee has decided that it wishes to undertake a review of the effectiveness of fire safety legislation. Officers do not see this as being only the Fire Safety (Regulatory Reform) Order 2005 (the RRO); the work will need to concern itself with legislation and regimes that are not under the control or direction of the fire service. There is arguably as much potentially effective fire safety legislation under the control and delivery responsibility of other local authorities (and others), as fire authorities. How well responsibilities are (a) understood and (b) exercised will need to be a feature of this work.
2. The Authority has formed a Member-led working group to consider the lessons to be learnt from the Lakanal House fire. In the course of its work so far it has identified some issues which it believes are relevant to this work of the Strategy Committee. Those issues are:
 - 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; and
 - Looking at how the Brigade prioritises its inspections of residential high-rise buildings.
3. It is not intended that this first report should cover all of the relevant detail (which is extensive), but it instead sets out the general background and principles underpinning fire safety legislation, including who has responsibilities for fire safety so that the Committee is able to decide how it wishes to organise and approach the task. Questions might provide a good way to approach the task and, initially, these could include:
 - What are the fundamental principles of "regulatory fire safety"?
 - What is the legal framework and other policy instruments?
 - Who has responsibilities?
 - Are responsibilities and roles clear, understood and discharged in practice?
 - Is a single regime for different classes of premises sensible?
 - Do the necessary tools and competencies for the task exist (which would include the LHWG reference concerning competent persons)?
 - Who is responsible for the overall effectiveness of the legislative regime?
 - How are the relevant bodies performing (which would include the LHWG reference concerned with the prioritisation of inspection)?
 - What are the problems (which would include the LHWG reference concerned with the control of leasehold properties)?

What are the fundamental principles of regulatory fire safety?

4. One of the Authority's principal aims is Protection, which in the fire service means influencing and regulating the built environment to protect people, property and the environment from harm. This aim is primarily achieved through the enforcement of fire safety legislation. Enforcement work is principally about ensuring that buildings comply with fire safety legislation, but also

involves educating people responsible for those buildings about their responsibilities under the law.

5. Traditionally, there have been three strands to fire safety legislation in this country:

Structural Integrity: governed by Building Acts and Regulations, which date back to 1774 in their earliest form. These were originally a matter of local discretion – local authorities could choose to adopt a regulatory scheme if they wished. A series of London Building Acts in the 1930s established a building regulations scheme across London. To avoid the difficulties of varying local requirements nationwide regulations were adopted in 1965 and in 2012 most of the remaining varying local regimes were finally repealed. The Building Act 1984 and the Building Regulations 2010 (as amended) are the current pieces of legislation in this area. Approved Document B, a supporting publication to the Building Regulations provides detailed technical guidance on fire safety matters. The legislation seeks to ensure that buildings are constructed so as to resist the spread of fire and allow any persons present to escape. It applies to all types of premises, including private dwellings. Local building control authorities enforce this legislation.

Managing Occupied Buildings: this area of legislation is concerned with the on-going management of occupied buildings, ensuring that fire is detected at an early stage so that occupants can be given warning and can leave the premises by previously designated and well signed escape routes. It is also concerned with training those who use the premises regularly in the action to be taken in the event of fire to ensure both their own safety and that of visitors unfamiliar with the premises.

Managing Work Activities: this covers the control of hazardous work activities, in order to minimise the potential for fires to start or reduce the spread of fire to permit those affected to reach a place of safety. These so-called "process fire precautions" are controlled under the Health and Safety at Work etc Act 1974 and are the responsibility of the Health and Safety Executive. They are not covered in this report.

What is the current legal framework and other policy instruments?

6. The regulatory framework outlined above has been largely successful in minimising the risk from fire in public buildings and larger workplaces, as reflected in a steady and lasting decline in the numbers of fatalities and injuries associated with fires in these types of buildings¹. Until the introduction of the RRO in October 2006, the mainstay of fire safety legislation for many years was the fire certificate, but this did also give rise to a number of constraints upon the ability of fire authorities to deploy their resources to maximum effect. In particular, the onus rested with the fire authority to provide fire safety solutions but with the occupier to complete any necessary works. In practice the fire authority normally also had to ensure that the works were completed. The process was labour intensive for fire authorities.
7. The framework was also confusing. To take a worst case example a hotel with restaurant(s) and bar(s) and a dance/disco area all selling alcohol required a fire certificate from the fire authority, a licence to sell alcohol from the licensing magistrates and a music and entertainment licence from the local authority. All three documents contained fire safety requirements with which the applicant must comply. Similarly, following the introduction of extensive new regulations for workplace fire safety in the Fire Precautions (Workplace) Regulations 1997 two identical

¹ In 2005/6 there were 1,378 incidents in public buildings and larger workplaces and this had reduced to 917 in 2012/13. There have been 6 fatalities and 415 injuries during that period. Injuries have reduced from 71 in 2005/6 to 29 in 2012/13.

workplaces with identical businesses could be subject to different regulatory obligations depending on whether workers were *employed* or *self-employed* – a distinction that appeared arbitrary in terms of fire safety.

8. In response to complaints about fire authorities' supposed heavy-handed approach to enforcement successive governments initiated reviews of fire safety legislation between the late 1980s to the mid 1990s. All found the complaints to be unfounded and based upon anecdotal evidence at best, but those reviews also recognised the need for change to a fire safety regime reflecting fire risks in individual premises. Similar conclusions had been reached in other places, namely the European Commission and the Audit Commission.
9. By 2000 (when LFEPA was established) a multiplicity of Acts, Orders and Regulations (some 120) governed fire safety in occupied premises, This legislation included, for example, the Licensing Act 1964, Theatres Act 1968, Gaming Act 1968 and the Cinemas Act 1985. The legislative morass was widely recognised as a problem and contributed to the reform introduced in 2005 which was intended to ensure a single national framework for fire safety regulation (FSR), based on concepts that were well established through the Health & Safety at Work Act 1974 and other regulatory regimes. However, some localised and industry specific variations still survive and ambiguities around the relationship of the RRO to other regulatory regimes have not been fully resolved, most notably over housing. Appendix A details the current regulatory fire safety legislation which is summarised below².

The Regulatory Reform (Fire Safety) Order 2005

10. The RRO was introduced in October 2006 and relates to fire safety in non-domestic premises and to the common parts of residential premises (including blocks of flats and houses in multiple occupation). It replaced fire certification under the Fire Precautions Act 1971 with a general duty on the "responsible person" for the premises to undertake a risk assessment and to eliminate or reduce the risk from fire as far as is reasonably practical and provide general fire precautions to deal with any risk. The risk assessment must only be recorded if there is a total of five or more employees. The responsible person for the premises is also required, amongst other things, to:
 - Consider who may be especially at risk;
 - Take additional measures to ensure fire safety where flammable or explosive materials are used or stored;
 - Create a plan to deal with any emergency and where necessary record any findings;
 - Maintain general fire precautions, and facilities provided for use by firefighters; and
 - Keep any findings of the risk assessment under review.
11. The RRO represented a major change of approach in enforcement. The Fire Precautions Act 1971 (as amended) embodied a very prescriptive approach under which the fire authority inspected all eligible premises and advised them what was required to enable a fire certificate to be granted. It covered far fewer premises - about 24,000 offices, shops, factories, hotel and railway premises.
12. The RRO by contrast covers many more premises (an estimated 600,000 in London) and shifts the onus onto the responsible person to comply with the legislation. The fire authority's role is to

² An informative report (FEP 2083) setting out the Brigade's fire safety regulation enforcement and other activities was submitted to Strategy Committee at its meeting on 16 July 2013

achieve compliance with the RRO through education, providing advice and by appropriate formal enforcement action where non-compliance is found. The fire authority has much more flexibility to use its resources where it feels the risk warrants inspection, using a range of data and information sources to inform decisions and actions.

13. The RRO also separated the fire safety regulatory regime from the premises licensing regime operating under the Licensing Act 2003 and similar legislation. Fire safety conditions in premises licenses would be ineffective if they related to a matter that could be regulated under the RRO. For example a licence condition as to maximum numbers on the premises, intended to secure safe escape is possible in the event of fire, could not now be imposed. However, fire and rescue authorities remain statutory consultees on licence applications and are able to apply for the review of a premises licence. It is not at all clear how these powers should now be exercised (if at all).
14. The original ethos of the RRO was to improve fire safety through prevention and publicity. Officers feel that this is a key area of performance where fire safety regulation could change the way in which it delivers its enforcement role by focussing on increased publicity to businesses and greater engagement in sector led prevention. The Primary Authority Scheme offers a good opportunity to energise this approach and lessons could be learnt from the success of community safety engagement strategies such as 'After the fire leaflets', 'hot strike' and significant marketing campaigns such as 'Fire Kills' to publicise regulatory fire safety in the same way, but directly to the business and commercial sector.

The Fire Precautions (Sub Surface Railway Stations) Regulations 2009

15. These Regulations were first introduced in 1989 and originated from the King's Cross underground station fire in 1987 and are similar to the RRO but relate specifically to sub surface railway stations in London. Due to their specialist nature, a small team of inspecting officers based at Brigade Headquarters is responsible for their enforcement but using the same risk based approach employed in the enforcement of the RRO (which also applies to sub surface railway premises). The Sub Surface Railway Stations Regulations were amended at the time the RRO was introduced because of concerns that fire safety on the sub surface railway system was not adequately covered by the RRO. Fire safety in sub-surface railway stations is therefore now governed by two pieces of legislation – the 2009 Regulations and the RRO. Experience has shown that the 2009 Regulations have fulfilled their intended purpose of closing the potential gap between the fire safety cover provided by the Sub Surface Railway Stations Regulations and that provided by the RRO.

Petroleum (Consolidation) Act 1928/ The Dangerous Substances and Explosive Atmospheres Regulations

16. The Authority is responsible under the above Act for administering the granting, renewal and transfer of petroleum licences for retail petrol filling stations. Due to the specialised nature of the work, a small team of inspecting officers based at Brigade Headquarters is responsible for their enforcement but using the same risk based approach used in the RRO. Some parts of filling stations (e.g. the kiosk/shop) are governed by the RRO.
17. The main obligations for licensees are now in the Dangerous Substances and Explosive Atmospheres Regulations insofar as they relate to petrol filling stations resulting in licences under Petroleum (Consolidation) Act 1928 containing limited explicit duties. Petroleum legislation is changing and the Health & Safety Executive is considering a proposal that petroleum specific legislation should be repealed and replaced with a new 'simplified' set of regulations.

Housing Acts

18. The principal means of regulation and control for residential property, including high rise blocks, are the Housing Acts 1985 and 2004. These Acts make housing authorities specifically responsible for keeping the condition of all housing in their area, including their own housing stock, under review and for checking all aspects of health and safety, including fire safety. The legal duty on local housing authorities applies in respect of the whole building including the private living accommodation (i.e. the individual flats). The assessment of premises is by means of a housing health and safety rating system assessment, made by the local authority. Guidance to local authorities from central government is that these checks should be undertaken as part of the local authority's ongoing review of housing conditions in their area.
19. The latest estimate, based on Valuation Office data, was that there are around 334,000 premises in London where both the Housing Acts and the RRO apply. The RRO applies to the common parts of residential premises, i.e. the stairways and hallways. There remains a fundamental gap however in the interpretation of what are 'common parts' specifically - how far the common parts extend into the individual private compartments or flats such as front doors and walls. Guidance has been produced in an effort to close this gap, but inconsistencies in interpretation remain, which hinders the delivery of enforcement in these premises.

Who has responsibilities?

20. As Members will have seen from the description above, fire safety responsibilities are spread widely.
21. Fire authorities are responsible for achieving compliance through education, providing advice and by appropriate formal enforcement action where non-compliance is found. Fire authorities are not responsible however for fire safety within individual domestic premises.
22. Local authorities are responsible for keeping the condition of all housing in their area, including their own housing stock, under review and for checking all aspects of health and safety, including fire safety.
23. The RRO created a new class of "responsible persons" (RP). They are the people "in control" rather than just owners. That is not a straight-forward concept in practice and it has, on occasions, given rise to problems identifying the 'responsible person' when the Brigade is intent upon enforcement action. For example, for whole classes of premises, notably arms length housing or schools, different authorities take different approaches to whether or not they accept responsibility.
24. Responsible persons are required to carry out detailed fire risk assessment identifying the risks and hazards in the premises. The risk assessment must be recorded if they have a total of five or more employees. The responsible person for the premises is also required to:
 - Consider who may be especially at risk.
 - Eliminate or reduce the risk from fire as far as is reasonably practical and provide general fire precautions to deal with any risk.
 - Take additional measures to ensure fire safety where flammable or explosive materials are used or stored.
 - Create a plan to deal with any emergency and where necessary record any findings.
 - Maintain general fire precautions, and facilities provided for use by firefighters.
 - Keep any findings of the risk assessment under review.

25. Beyond schools and arms length housing organisations, there can be other complicated cases. For example, where a tenant can be a "responsible person" in so far as her/his lease has repair/maintenance covenants i.e. because it would then be the tenant who is "in control" of the things in the premises that need to be put right (e.g. alarm systems or fire doors). The owner will still have those RP duties that require greater control of the premises than the lease allows (typically if compliance requires structural changes like putting in a second staircase or carrying out works to common parts outside the leased parts of the building). There is a catch-all provision (in Article 5(3) of the Order) that the duty as the RP is shared by anyone else who is in any way "in control" of the premises. So a landlord would still be caught if s/he can be shown to be still in actual control despite there being paperwork showing s/he has passed on the responsibility to a tenant.
26. Building control authorities have a statutory responsibility to consult the fire authority where appropriate and applications are increasing along with the complexity of some of the proposals and engineering options. Officers are concerned that the Brigade is increasingly being used as a consultant and have some concerns, based on specific incidents, that some buildings have not gone through a thorough checking process to ensure they are built as per specification; and a spate of recent fires has identified 'workmanship' as a contributory factor to the outcome of the fire. This then becomes difficult for the client when the Brigade inspects under RRO and appear to be asking for additional measures when this should be identified during the building phase specifically the level and standard of workmanship.
27. In one such case, following a significant fire, the Authority successfully prosecuted the construction company who built the residential block concerned. A case against the Building Control Body (the NHBC) failed on a technicality. However, progressing the case resulted in acknowledgment from DCLG of the need for the fire safety aspects of the Building Regulations to be highlighted to builders and building control bodies as the view was taken that the requirements had slipped down the agenda when compared to matters such as disabled access and thermal insulation. As a result the Authority worked with LABC and the ACAI to highlight the issue and worked with the NHBC to deliver seminars to those working in the building trade (and in building control bodies) about fire safety matters including commonly found defects. Those seminars were rolled out across England and Wales with other Fire and Rescue Services participating in their own areas.

Are responsibilities and roles clear, understood and discharged in practice?

28. In general terms, there must be some doubt that the answer to these questions is yes and the ability of the Brigade to comment on how well others are doing their job is constrained by the absence of the necessary tools, information and locus. As set out above, the legislative framework remains overlapping and complicated; some of it no doubt necessarily so (buildings like The Shard are not the product of simplicity), but with worrying potential implications. It would not be against the grain of experience to conclude that these factors mitigate against success.
29. The Brigade clearly has a key role in assisting others to discharge their responsibilities in respect of the RRO - although it is not omnipotent (that is a statement worth making, in light of the number of times it is asked what we are going to do about a given problem). The Brigade does this through targeting its activities so that regulatory effort is directed primarily towards those whose activities give rise to higher levels of risk to public safety; where the hazards and risks are least well controlled; or against deliberate offences.

30. The Brigade also aims to make sure, through this targeting, that the direction of regulatory effort takes into account the level of risk. Action will be primarily focused on those directly responsible for the risk and who are best placed to control it. The Brigade has systems for prioritising regulatory effort. These include a risk-based re-inspection programme and localised plans to identify high risk premises. Risk assessment, together with local data, intelligence and knowledge, underpins the Authority's approach to regulatory activity.

31. Enforcement action taken by the Brigade also provides some insight into the question. In the performance year of 2012/13, enforcement action was taken in respect of the following contraventions of Articles within the RRO (more than one action may be taken on the same premises):

• Duty to take general fire precautions	2,744
• Inadequate risk assessment	5,416
• Principles of prevention to be applied	1,492
• Fire safety arrangements	3,499
• Fire-fighting and detection	2,195
• Emergency routes and exits	4,409
• Maintenance	3,775
• Staff training	2,247

32. In this context, the term "enforcement" has a wide meaning and applies to all dealings between the Authority and those on whom the law places a duty. The purpose of enforcement is to:

- Promote and achieve sustained compliance with the law;
- Ensure that the person responsible for premises takes action to deal immediately with serious risks to the safety of relevant persons; and
- Ensure that those individuals, businesses and other undertakings that breach fire safety requirements are held to account, which may include bringing alleged offenders before the courts.

33. The Brigade has a wide range of interventions at its disposal to secure compliance with the law and to ensure a proportionate response to criminal offences and the Authority has agreed an Enforcement Policy Statement³. Whilst officers believe there are appropriate powers under the RRO to enforce fire safety, the sanctions currently available to the Courts when considering awards for persons who have breached fire safety law may be seen as in need of reconsideration, (as has already happened in respect of Health and Safety offences, where the Government concluded that the general level of penalties handed down by the courts for health and safety offences were too low and did not deter people intent on flouting health and safety law).

34. Officers may offer businesses, other undertakings and individuals information and advice either in person, in writing, or over the telephone. This may include a warning that, in the opinion of the officer, they are failing to comply with the law. Where appropriate, officers may serve an enforcement/improvement notice; prohibit or restrict the use of premises in cases where the risk to the relevant persons is so serious; or they may prosecute or give a simple caution.

35. Regulatory notices specify the problem and will either require a remedy as determined by officers or (if the legislation allows) may allow for other action with an equivalent remedial effect. In most

³ FEP 1225, Authority, 24 July 2008

cases there is a right of appeal against a notice. Where a notice requires changes to a premises in which another enforcing body has a statutory interest, the Authority will, so far as is reasonably practicable, consult with such bodies as can reasonably be identified before serving the notice.

36. The Brigade uses discretion in deciding whether to bring a prosecution. Fair and effective prosecution forms a legitimate element of the Authority's strategy to reduce the risk of death and injury in the workplace by enforcing fire safety law. Any prosecution has serious implications for all involved – including the person prosecuted, casualties, witnesses and Brigade personnel.

Is a single regime for different classes of premises sensible (and does the regime sufficiently take account of multiple building uses and ownerships)?

37. A year after the introduction of the RRO, DCLG carried out a post-legislative review. In retrospect, it was probably too soon to get a good enough assessment of whether it was all working as intended (which the evaluation itself recognised). London was not part of the study and this must also matter given the extent of our responsibilities and the complex environment in which the Brigade undertakes them.
38. There are 17 categories⁴ of premises covered by the RRO (and beneath these categories 171 different sub-categories). They range from the smallest shop or office to huge and complex hospitals and warehouses. The RRO regime applies to them all, but clearly the challenge of applying the requirements of the RRO are context dependent; that raises many issues, including the question of the competency of available assessors to undertake fire risk assessments. The Fire Risk Assessment Competency Council, which sits under the Fire Sector Federation, was set up to define the competencies required for a fire risk assessor. This work was completed in 2011. Earlier this year, the Federation also produced a document to assist responsible persons in how to select a fire risk assessor and a list of schemes where assessors have met a level of competence.

Do the necessary tools and competencies for the task exist?

39. The Lakanal House experience provides some insight into the kinds of failure that can occur, illustrating some tasks not undertaken and others undertaken without sufficient regard to relevant fire safety considerations. However, although it is difficult to quantify, it seems highly likely to be the case that many London Local Authorities and other public bodies have since sharpened their focus (and increased their investment) in respect of their fire safety management responsibilities. The newly established High Rise Forum has demonstrated a great deal of enthusiasm for better competence and better action.
40. In the case of the Brigade itself, access to information is an issue. The RRO created legal responsibilities in relation to a number of premises and there is no definitive source of how many there are, what they are or where they are.
41. Like much of the Brigade's work, fire safety regulation activity is addressed based; inspections and audits are carried out against specific premises. In this context, the term "premises" refers to occupiers within "locations" (or buildings). A location may be multi-occupied (and the different premises within it could be inspected at different frequencies depending on the risk). That being so, it is obviously important to have an accurate database of locations/premises to help govern and direct this work so that resources are targeted at risk.

⁴ "Categories" are defined as Fire Service Emergency Cover (FSEC) codes. The sub categories are Valuation Office (VO) codes

42. When the RRO was implemented, reports at that time estimated there to be some 700,000 premises covered by the legislation. That was in contrast to the approximately 300,000 premises covered by the Fire Precautions (Workplace) Regulations. This figure of 700,000 compares with the figures for premises recorded on the Farynor database: location – some 320,000.
43. Since then there have been data sets that have caused the revision of the 700,000 estimate to reduce to about 600,000, but even so, there remains a wide disparity between the estimated number of premises and those recorded on Farynor. Officers are therefore considering ways in which the Farynor database could be populated with data imported from new external sources, so that the Brigade at least has a knowledge of all the premises for which it has an enforcement responsibility.

Who is responsible for the effectiveness of the legislative regime?

44. Ultimately it could be argued that Government is responsible for the effectiveness of the legislative regime since only it has the power to effect changes in legislation. Each enforcing authority must of course seek to ensure that it discharges its statutory responsibilities in an efficient and cost effective manner. In addition, there are co-ordinating bodies like LACORS, London Councils, CFA and the Mayor who in some ways seek to ensure that different authorities work together towards the common goal of ensuring public safety.

How are the relevant bodies performing?

45. The Brigade regularly publishes performance data about its fire safety regulatory activity (and the suite of data has been expanded in this performance year), but desktop research has not found any examples of other bodies who produce performance reports on their fire safety management performance.
46. In the case of the Brigade, a lot of data is publicly available, including an on-line register of statutory notices issued. The Brigade also seeks to benchmark its performance against Metropolitan Brigades (although it could be argued that accurate comparisons are not truly possible due to some of the unique characteristics of London as a capital city.) Officers are always keen to share best practice and to learn from the experience of other brigades and authorities and have well established networks to facilitate this process.

Current Brigade Activities and Achievements

47. Having buildings designed and built to meet fire safety standards is a key contributor to a safer London. The Brigade is a centre of excellence for fire safety engineering and it wants to continue to develop this expertise and the influence we have on making sure major engineered solution building projects are designed to be safe from fire. The Brigade has also made a significant contribution to making on influencing building regulations and the future of the built environment, including major developments like the Thames Gateway and the legacy of the 2012 Olympics. Influencing the built environment involves the Brigade working in partnership at a national, regional and local level with the Government, regulatory authorities, and owner/occupiers of buildings. The Brigade continues to lobby Government to strengthen the current building regulations in respect of fire safety, such as the need for greater regulation of timber framed buildings during their construction phase, and in the development and use of new building materials and techniques.
48. The Brigade also seeks to increase its role in influencing London Boroughs in terms of fire safety and understanding how growth may affect our prevention, protection and response resources

throughout London. The Brigade continues to lobby for legislation on sprinklers,⁵ further develop our role in planning safer buildings in London and seek to improve standards in fire safety engineering. Working with partners and other bodies is an important part of this. The Brigade uses every opportunity possible to put its views across; both at a corporate level by responding to consultations by government and locally through our network of borough commanders and FSR managers with their local authority partners and through Brigade representation at BSI committees, London Councils, LACORS and CFOA. The Brigade continues to be actively involved in partnership working to improve fire safety throughout the sector and have several successful partnerships including:

- *NHS Concordat* which is a partnership with NHS London that deals with the complex issues of Hospital fire safety;
- *Memorandum of Understanding with the Care Quality Commission (CQC)* which sets out communication between CQC and the Brigade when an applicant applies to register a care home;
- *A Housing Protocol* to help deal with enforcement overlap between Housing and RRO;
- *A protocol with London Licensing Authorities* to deal with public safety at premises that require a license under the Licensing Act; and
- *Primary authority partnerships* for petroleum licensing (which from next year will be extended to cover the RRO – as detailed in a separate report on this agenda).

Conclusions and future work programme

49. This report set out to provide members with a first pass at some of the issues which officers anticipate the Committee may wish to discuss. Officers would welcome feedback from Members on whether they feel that enough background information has been provided, or whether there are gaps. It is anticipated that the Committee will then wish to examine some of the areas in greater detail and agreement as to a prioritisation would be valuable.

50. Also appearing on the agenda for the meeting of the Committee is a draft Public Affairs Strategy. That paper reflects the analysis in this report, that there are problems with the current regulatory regime, which may well need changing. It notes that this would not be an easy objective to achieve, would likely take some years (possibly four), and any campaign to achieve it would need to be based on some detailed legal and policy work to develop a model for a revised RRO that we would consider satisfactory. It would also need to consider the interaction of the RRO with other relevant legislation including Approved Document B and other building regulations, and the Housing Acts 1985 and 2004.

Head of Legal and Democratic Services comments

51. . The statutory context for regulatory fire safety is discussed throughout the report and a comprehensive statement of current statutory provisions is included in the Appendix.

⁵ The building regulations have some requirement for sprinklers in certain building types. Officers recommend that this should be extended to include more building types specifically where vulnerable people are likely to occupy such as schools, care homes and high rise residential premises.

Director of Finance and Contractual Services comments

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

Sustainable Development Implications

53. There are no sustainability implications arising from this report.

Equalities Implications

54. The Brigade seeks to be fair and proportionate in all its fire safety regulation activities and has published an Enforcement Policy Statement which aims to ensure that its enforcement activity is transparent and delivered fairly. The Brigade monitors all enforcement action to ensure that this is the case and strives to ensure that advice and guidance is available to all parts of the community.

List of Appendices to this report:

Appendix A: Current Regulatory Fire Safety Legislation

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985	
List of background documents FEP 2083 – Fire Safety Regulation Enforcement and Other Activities FEP 2117 – Strategy Committee – Future Work Programme FEP 1770 – Revised Fire Safety Regulation Strategy 2011-14 FEP 1225 – Revised Enforcement Policy Statement	
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Appendix A: Current Regulatory Fire Safety Legislation

A. Fire Safety Legislation enforced by LFEPA:

1. Regulatory Reform (Fire Safety) Order 2005 (the "RRO")

The standard fire safety regulations. They cover all premises **other than "domestic premises"** (and also excluding various offshore installations, outside agricultural sites, vehicles subject to excise duty and mine works underground).

2. Fire Precautions (Sub-surface Railway Stations) (England) Regulations 2009

Specific regulations covering public transport railway stations that have a platform wholly or partly enclosed in a tunnel.

3. Petroleum etc

a. Petroleum (Consolidation) Act 1928

A scheme for licensing petrol filling stations.

b. Dangerous Substances & Explosive Atmospheres Regulations 2002

Regulates safe handling of explosive and similarly highly flammable materials in a workplace. LFEPA is the enforcement authority for the DSEAR 2002 only in as far as they relate to retail vehicle fuel filling stations and to non-retail workplace petrol filling stations. For other workplaces these regulations are enforced by the HSE.

c. Petroleum-spirit (Motor Vehicles etc) Regulations 1929

Regulates the keeping and use of petroleum not for sale i.e. private storage of petrol not in workplaces.

d. Petroleum Spirit (Plastic Containers) Regulations 1982

Regulations concerning containers used for storage of petrol not for sale i.e. private storage of petrol not in workplaces.

e. Public Health Act 1961, PART VI

Regulates safety of disused petroleum storage tanks (essentially sites of closed petrol filling stations).

4. Construction (Design and Management) Regulations 2007

Fire Authorities enforce these regulations as they relate to emergency procedures, emergency routes and fire safety on construction sites that form part of an occupied building. HSE/Local Authorities enforce these regulations on other construction sites.

5. Health & Safety (Safety Signs and Signals) Regulations 1996

Enforcement of fire safety signage e.g. means of escape, location of fire extinguishers etc. This is now essentially subsumed within the RRO.

6. Local legislation

Over the years local authorities have sponsored legislation to create regulatory regimes specific to their area and supplemental to national regulations. Most were repealed with the RRO, but some remain in force:

a. London County Council (General Powers) Act 1912

Registration of petroleum oil depots and (with Secretary of State's consent) to make regulations for the "diminishing or preventing the risk of the outflow of petroleum oil" from them. (This covers inner London only.)

b. Greater London Council (General Powers) Acts 1968 and 1978

Formation of large stacks of various flammable materials needs prior consent of LFEPA.

B. Other regulatory regimes where LFEPA must be consulted

1. Building Act 1984/Building Regulations 2010

A local authority which receives full plans for building regulations approval at premises covered by the RRO must consult the fire authority (this duty is in Art45 of the RRO). There are similar duties for a non-local authority "approved inspector" who wishes to approve plans (Art46 of the RRO).

2. Housing Act 2004

The Housing Health & Safety Rating scheme operated by local housing authorities in respect of housing of all tenures. This includes assessment of fire safety. Housing authorities must consult fire authorities before taking enforcement action in relation to a fire hazard they have identified in a House in Multiple Occupation or the common parts of flats. (The RRO applies to these premises, and may be a more appropriate regulatory tool).

3. Licensing and similar

NB. Art43 of the RRO is a general provision rendering ineffectual licence conditions that could be covered by enforcement of the RRO. (Items (c) to (e) below also reflect this in amendments to the primary legislation.) Therefore licensing local authorities are now unlikely to include substantive fire safety measures in their licenses.

a. Licensing Act 2003

Fire authorities are a statutory consultee on local authority licensing policies and may make representations on applications for new licenses etc. Particular provision is made for the fire authority to recommend a maximum permitted capacity in certain limited cases.

b. Gambling Act 2005

Similarly fire authorities are consulted on applications concerning Gambling Act premises licences, but licence terms should not cover matters dealt with through the RRO.

c. Safety of Sports Grounds Act 1975 (as amended by Fire Safety & Safety of Places of Sports Act 1987)

Borough councils regulate sports grounds with a capacity of over 10,000 through the issue of safety certificates. Fire authorities are a statutory consultee on applications for certificates.

d. Caravan Sites & Control of Development Act 1960

Local authorities licence caravan sites and must consult fire authorities as to fire precautions to be included in the licences.

e. Marriages and Civil Partnerships (Approved Premises) Regulations 2005

Local authorities licence places approved for marriage/civil partnership ceremonies. They are to consult Fire Authorities before granting a licence (but the RRO Art43 provisions apply).

4. Bylaws

NB. Art44 of the RRO is a general provision rendering ineffectual bylaws relating to matters that could be enforced under the RRO. Therefore these powers, while still current, are effectively redundant.

a. Public Health Act 1961 – pleasure fairs and roller skating

Local authorities may introduce bylaws to regulate public safety at pleasure fairs/roller skating rinks. The fire authority is to be consulted before any are made.

b. Food Act 1984 bylaws

Local authorities may make bylaws for preventing the spread of fire at food markets, after consultation with the fire authority.

5. Local legislation where consultation with LFEPA is required

a. London Building Acts 1930-39

This is a local building standards scheme for London going beyond requirements under the national scheme of building regulations. These and many similar local schemes elsewhere in England were largely repealed in late 2012. A provision remains for borough councils to enforce standards for fire-escapes in multi-storey pre-war buildings once they have consulted LFEPA, but it is essentially redundant after the RRO.

b. London Government Act 1963, Greater London Council (General Powers) Acts 1966-1984, and London Local Authorities Act 1991

Theatres, cinemas, boxing, wrestling, exhibition places, tattoo parlours etc were not included in the Fire Precautions Act 1971 regime requiring certification as they were not regarded as "shops". They were covered by specific regulatory legislation which included standards for fire safety. This was then enforced through local authority licensing (generally with assistance from fire authorities). Some of these regulations were in local Acts specifically for London.

Again these are essentially redundant as the RRO now includes all these premises within the standard fire safety regime and Art43 excludes fire safety from being addressed through licence conditions.

C. Regulation involving fire safety without LFEPa involvement

Historically numerous pieces of legislation provided for duties to have regard to fire safety for certain premises or activities outside the standard regulatory regime. The near universal application of the RRO has largely rendered these redundant. Some might still be worth mentioning:

1. Animals:

These are local authority licensing regimes that provide specifically for fire safety for animals to be addressed (something not directly addressed in the RRO):

- a. **Pet Animals Act 1951** (Licensing of pet shops)
- b. **Animal Boarding Establishments 1963**
- c. **Riding Establishments Act 1964**
- d. **Breeding of Dogs Act 1973**
- e. **Dangerous Wild Animals Act 1967**
- f. **Zoo Licensing Act 1981** There is no duty to consult fire authorities, but there is a duty for local authority to have regard to any representations made by the relevant fire authority.

2. Children and vulnerable adults

Various social care regulations enforced by the Care Quality Commission provide obligations to maintain safe premises. There is potential for argument as to whether many care settings are a "workplace" (so covered by the RRO) or "domestic premises" as the service user's home (so not covered by the RRO).

- a. **Children's Homes Regulations 2001** Areas to which children have access to be so far as reasonably practicable free from hazards to their health or safety.
- b. **Residential Family Centres Regulations 2002** (as amended) – where the RRO does not apply (presumably because the premises are a "domestic premises") there is a duty on the provider to consult the fire authority on fire safety measures (but no enforcement role for the fire authority).
- c. **Health and Social Care Act 2008 (Regulated Activities) Regulations 2010** – are the general regulations for registered social care providers. Providers must "have procedures in place for dealing with emergencies which are reasonably expected to arise from time to time" and ensure service users are "protected against the risks associated with unsafe or unsuitable premises" (although the service user's home is not included as "premises" for this regulation).

3. Education Act 1996 etc

Fire safety is addressed in regulations on health and safety in schools maintained by local authorities (although schools will also be covered by the RRO).

Report title

Lakanal House – Monitoring Report and Action Plan

Meeting

Strategy Committee

Date

12 November 2013

Report by

Assistant Commissioner, Operational Assurance

Document Number

FEP 2168

Public

Summary

On 20 June 2013, the Authority was presented with a paper that discussed the outcomes from the Coroner's Inquest into the fire at Lakanal House on 3 July 2009 in which six members of the public tragically lost their lives. That paper also described the actions that the Commissioner would take in response to the Coroner's recommendations. At the Authority meeting it was agreed that implementation of the actions would be monitored at both officer level, via the Operational Directorates Coordination Board (ODCB) and via monitoring reports presented to meetings of the Strategy Committee. This report responds to the latter requirement for providing a regular update to members of the Strategy Committee.

Recommendations

That the report, including the action plan attached at Appendix 1, be noted.

Introduction/Background

1. On 3 July 2009, the LFB was called to a fire in a high rise residential block, Lakanal House, Camberwell, London. 6 people, including three children, lost their lives as a result of the incident. Additionally, 15 people were taken to hospital suffering from smoke inhalation and one firefighter was admitted to hospital for two nights to receive treatment for heat exhaustion. 38 people were assisted out of the building or rescued by the Brigade.

2. The outcomes of the Inquest were reported to the Authority by the Commissioner on 20 June 2013 (FEP 2072; Coroner's Inquests following the fire at Lakanal House on 3 July 2009). The Coroner made a number of recommendations to the Commissioner to which he prepared a written response detailing the actions proposed to address those recommendations. In developing these responses officers have focussed upon the key activities that will provide the most effective and sustainable improvements.
3. It was agreed at the Authority meeting that implementation of the proposed actions would be monitored through the Operational Directorates Coordination Board (ODCB) and through the presentation of regular monitoring reports to meetings of the Strategy Committee.

Progress made against the action plan

4. To assist in the monitoring of the implementation of those tasks and activities identified to address the Coroner's recommendations officers have prepared an action plan (Appendix 1). This action plan details the progress against each action and reflects the position at the end of September.
5. 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.
6. 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), the information has been colour coded. Only one activity failed to be delivered by the target date, 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 was actually held on the 4 October.
7. All other tasks are progressing in accordance with the agreed timescales or have been completed.

Lakanal House Member Working Group

8. At the June Authority meeting members also agreed to the establishment of a Lakanal House Working Group (LHWG) with the terms of reference – 'to undertake a review of the Brigade's response to the fire at Lakanal House and feed recommendations back to the Strategy Committee'. This group has already initiated a number of additional activities that compliment and enhance the Rule 43 action plan. It was also agreed, between that Chair of this committee and LHWG the themes that will be taken forward through the Strategy Committee.

Head of Legal and Democratic Services comments

9. The Head of Legal and Democratic Services has reviewed this report and has no comments.

Director of Finance and Contractual Services comments

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

Sustainable Development Implications

11. There are no sustainable development implications.

Staff Side Consultations Undertaken

12. No specific consultation has been undertaken with staff side in relation to the action plan appended to this report. The Commissioner's written response to the Coroner (letter dated 23

May 2013), in which actions were detailed, was published on Hotwire and has been discussed within the Brigade Joint Committee for Health, Safety and Welfare (BJCHSW). The management side Joint Secretary of the BJCHSW has committed to keep staff side apprised of progress against the actions taken to address the Coroner's recommendations.

Equalities Implications

13. There are no equalities implications.

List of Appendices to this report:

1. Lakanal House Working Group Action Plan Monitoring Report

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985	
List of background documents	
1. FEP 2072 - Coroner's Inquests following the fire at Lakanal House on 3 July 2009	
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APPENDIX 1

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.	Coroner's recommendation	LFB action	Target date	R. A. G.	Action Update - September 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>	<p>Explore how communications with partners may be improved through the following:</p> <p>a) Establishing a Fire Safety High Rise forum</p>	<p>August 2013</p>		<p>The Inaugural 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"> • the purpose of the forum • issues raised by the Coroner in her Rule 43 letters • a discussion on the RRO and the experiences of each organisation regarding its effectiveness and how it could be improved • expectations and outcomes of the Forum and other topics for consideration

LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroner's recommendation	LFB action	Target date	R. A. G.	Action Update - September 2013
		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.</p> <p>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>The information has also been sent to DCLG for consideration as national guidance.</p> <p>Over and above this requested work, (a) the Communications Department are also now working on a wider communications strategy; and (b) BRE have agreed to work with LFB to provide their presentation to a wider audience.</p>
2	The Brigade review procedures for sharing information gained as a result of section 7(2)(d) visits, familiarisation and home fire	a) Review existing policy related to information gathering and contingency plans	December 2013		<p>A review of PN 800: '<i>Information Gathering / Contingency Plans</i>' has been completed and officers are currently developing the additional 7(2)(d) guidance that will be included in the revised note.</p>

LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroner's recommendation	LFB action	Target date	R. A. G.	Action Update - September 2013
	safety visits with crews from both within the station in question and at other local stations.	b) Create an inspection regime targeted at high priority buildings	December 2013		<p>Officers are collecting details from Fire Safety visits and visual audits in order to identify premises that may require inclusion on the Operational Risk Database.</p> <p>Work is also being undertaken within the Station Diary rebuild to allow more effective management of outside duties, including recording those premises that have been scored, but the result means there is no requirement to enter the premises on the Operational Risk Database.</p> <p>In addition to the above 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.</p> <p>When the above processes have been completed staff will have access to a comprehensive database of premise related information, which will be used to inform and support the Brigade's inspection activities.</p>
		c) Develop new policy/guidance to address known outstanding risks identified through home fire safety	December 2013		<p>Analysis has been undertaken to establish how serious outstanding risks are currently identified, reported and dealt with. The analysis also identified what improvements are required to ensure consistency of approach and availability of</p>

LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroner's recommendation	LFB action	Target date	R. A. G.	Action Update - September 2013
		visits			<p>information.</p> <p>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 may be impaired.</p> <p>Discussions are on-going with the Information Management Team (IMT) to determine the most appropriate data capture process ensuring that where there are risks that may have an impact upon tactical decision-making, these are shared with attending crews via Control or the Mobile Data Terminal. This approach is identical to the one introduced as part of the new hoarding policy.</p>
		d) Set corporate targets for 7 (2) (d) activities	December 2013		<p>Once the data collation exercises 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.</p>

LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroner's recommendation	LFB action	Target date	R. A. G.	Action Update - September 2013
3	<p>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:</p> <ol style="list-style-type: none"> 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. 2. To recognise when to escalate attendance by more experienced ICs. 3. To anticipate that a fire might behave in a manner inconsistent with the compartmentation principle. 	a) Implement recommendations from the report 'Review of incident command and support levels'.	December 2013		<p>Officers are preparing to commission training for the revised Incident Command thresholds for Group Managers and Deputy Assistant Commissioners.</p> <p>Consultation relating to this policy change is ongoing with staff side.</p>
		b) Review incident command training to ensure the 7 points are adequately covered	September 2013		<p>Babcock have recently completed a full review of incident command training and a draft Course Review report was received by officers on 2nd August 2013. This is now being considered and will inform revisions and improvements to the suite of incident command training solutions.</p> <p>Officers also instructed Babcock to confirm that all 7 incident command (IC) related recommendations are sufficiently and 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, there may be opportunities to emphasise the Lakanal event during some inputs.</p> <p>The Babcock Incident Management suite of training interventions (specifically relevant to high rise scenarios) are regularly monitored by the Operational Assurance Department through direct observation and assessed by the Operations Review Team at training events. This has confirmed that the 7 IC related issues are fully</p>

LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroner's recommendation	LFB action	Target date	R. A. G.	Action Update - September 2013
	<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>embedded within all incident command training exercises.</p> <p>As an on going quality assurance initiative, the issues detailed in this recommendation will form a standing Agenda item at the quarterly Incident Command Forum meetings. These meetings will explore opportunities to further embed these IC related issues into other parts of the training course portfolio.</p> <p>As an additional safeguard, the requirements are being further monitored at the weekly Babcock /LFB Incident Management training liaison meetings .</p>
		c) Introduce a case study training package, to incorporate learning outcomes from the inquest	December 2013		<p>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.</p> <p>One of these packages covering methodical search patterns was launched as part of Operational News 25. This was published at the beginning of October.</p> <p>A further 'case study' training package detailing the specific issues arising at the Lakanal incident has also been commissioned. This package is due</p>

LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroner's recommendation	LFB action	Target date	R. A. G.	Action Update - September 2013
					<p>to be available by the end of the calendar year (2013).</p> <p>In addition to the above officers have recently commissioned a further training package that will cover role identification, briefings and command structures. This will be included within Operational News Issue 26 that is due to be published by the end of January 2014.</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	March 2014		<p>An Operational 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 based staff and senior officers.</p>

LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroner's recommendation	LFB action	Target date	R. A. G.	Action Update - September 2013
		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 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> <p>Development of the training package is scheduled to commence in mid October.</p>
		c) Arrange for training, solution, detailed in b) above, to be undertaken by all operational staff.	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	a) Engage with the training contractor to ensure that issues relating to incident communications	December 2013		Following a risk versus benefit analysis of this proposal officers took the decision not to change the existing BA communications policy. This decision was explained in detail in the response to the Coroner. However, it was acknowledged that operational staff would benefit from having more

LAKANAL HOUSE WORKING GROUP ACTION PLAN MONITORING REPORT

Action No.	Coroner's recommendation	LFB action	Target date	R. A. G.	Action Update - September 2013
	<p>major incidents to reduce the amount of traffic on each channel</p>	<p>are embedded within current operational training.</p>			<p>detailed guidance relating to BA communications, which has resulted in two training packages being commissioned through Babcock. These training packages will be available to all operational personnel and cover 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>



**LONDON FIRE
AND EMERGENCY
PLANNING AUTHORITY**

Report title

Primary Authority Scheme - Extension to the Regulatory Reform (Fire Safety) Order 2005

Meeting

Strategy Committee

Date

12 November 2013

Report by

Assistant Commissioner, Fire Safety Regulation

Document Number

FEP 2169

Public

Summary

The Regulatory Enforcement and Sanctions Act 2008 came into effect on 1 October 2008 and, amongst other things, it makes provision for more consistent and coordinated regulatory enforcement by local authorities and fire and rescue authorities by establishing the Primary Authority Scheme. The Primary Authority Scheme allows businesses that trade across local authority borders to form a statutory partnership with one local authority or fire and rescue authority and that authority becomes the Primary Authority which co-ordinates relevant regulatory enforcement activity in relation to those businesses.

LFEP already acts as the Primary Authority for several businesses for the function of petroleum licensing and the Government has undertaken a number of pilot schemes looking at extending the Primary Authority Scheme to other pieces of legislation affecting businesses, including the Regulatory Reform (Fire Safety) Order 2005 (RRO).

The results of these pilot schemes has now been evaluated and the Government has concluded that the Primary Authority Scheme should be extended on a statutory basis to cover the RRO. This report outlines the implications of that decision.

Recommendations

1. That the Committee grants delegated authority to AC/FSR and Head of Legal and Democratic Services to enter into and terminate Primary Authority Scheme agreements involving the RRO; and
2. That the Committee agrees that any such Primary Authority Scheme agreements be on a full cost recovery basis.

Introduction

1. The Primary Authority Scheme (PAS) is designed to reduce the regulatory burden on businesses and to promote consistent, effective inspection and enforcement processes. Under the scheme, businesses that trade across local authority borders receive compliance advice and guidance from one local authority, usually the authority where the business is based. The scheme is administered by the Government's Better Regulation Delivery Office (BRDO) and was introduced to address businesses concerns regarding how authorities apply legislation relating to trading standards, environmental health, and licensing, as well as business concerns about contradictory advice, wasted resources, duplicated effort and lack of effective dispute resolution when authorities disagree.
2. The Primary Authority Scheme allows businesses to form a statutory partnership with one local authority, which cuts red tape through a legally binding agreement (between the authority and business) that provides assured advice, ensures consistency of regulation across the country and that reduces duplication of paperwork and inspections. LFEPA already acts as the Primary Authority for several businesses for petroleum licensing (e.g. Shell, Sainsbury's, Murco, and Asda).
3. A Primary Authority can provide robust and reliable advice in respect of its partners which must be followed by all local regulators which have that business in their geographical areas. So a retail chain with branches in 5 or 6 different fire and rescue service catchment areas can rely upon the advice provided by its primary authority in one area to be equally valid as sufficient in all of the areas in which its branches are located. A national inspection plan can be produced by the Primary Authority to improve the effectiveness of inspection, avoid repeated checks, and enable better sharing of information. If a problem arises, the Primary Authority can coordinate enforcement action to ensure that the business is treated consistently and that responses are proportionate to the issue. The Primary Authority does not take enforcement action itself in another authority's area, that responsibility remains with the local regulator concerned. A Primary Authority can however block the proposed enforcement action of another fire and rescue service if it is contrary to advice previously given to the business.
4. Due to capacity issues, it is legally acceptable for an FRA to decline a request to enter into a partnership. However, the Regulatory and Enforcement Sanctions Act 2008 does allow for BRDO, if it decides that it has a national benefit, to require a partnership to be established, This facility has not been used and BRDO state they are unlikely to use it but the legislation does allow for it to occur.
5. A report (FEP 2082) was submitted to the Strategy Committee at its meeting on 16 July 2013 outlining the Government's intention to extend the Primary Authority Scheme to cover the Regulatory Reform (Fire Safety) Order 2005 (RRO), which is the main piece of fire safety legislation enforced by this Authority. The Government undertook a number of pilot schemes to examine the possible extension of the Primary Authority Scheme to the RRO. The pilot schemes were based on two models – a statutory scheme run by the BRDO and a voluntary scheme run by CFA. The Authority was involved in the statutory scheme pilot.

Outcome of pilot schemes

6. The Fire Minister Brandon Lewis and the Business Innovation and Skills Minister Michael Fallon met in August to discuss the way forward for Primary Authority Scheme (PAS) in relation to the

RRO and decided that PAS will be extended to the RRO on a statutory basis with a planned implementation date of April 2014 subject to parliamentary process. CFOA became increasingly conscious that as a professional Association it could not give the Fire Minister an absolute assurance that every fire and rescue authority (FRA) would sign up to it. However what the pilot schemes has shown is the sector lead approach coordinated by CFOA has many benefits.

7. Agreement has therefore been reached by Ministers and CFOA in principle on a compromise which is that statute will be established to give Government and business assurance of FRA sign up and CFOA will continue to play an important role in coordinating the scheme. This will ensure the service's knowledge and experience can be utilised and concerns addressed as the scheme is introduced.

Next Steps

8. The extension of the Primary Authority Scheme to the RRO is clearly going to be a major change and much work has to be done nationally between now and April 2014, to raise awareness of the implications for each service as well as sign up by each FRA (see paragraph 16 below). As a first step, it is necessary to define the exact roles for CFOA, BIS, CLG and the LGA. Meetings are already being planned for early September to discuss this matter. A learning event is also planned for early in the Autumn to explore the learning from the pilots and the implications for FRAs as the scheme is implemented. The proposals to extend and amend the Primary Authority Scheme were set out in a Bill (the Enterprise and Regulatory Reform Bill) which was approved by Parliament in April and which came into effect on 1 October this year.
9. During the pilot scheme, some issues were raised (as set out in report FEP 2082 referred to above) about matters such the strengthening of inspection plans, the differences of fire precautions, firefighting operations and the principles behind IRMP and these issues will continue to be raised by CFOA in their central coordinating role.

Implications for LFEPA

10. As stated above, LFEPA already has experience (since 2009/10) in acting as a primary authority in respect of petroleum legislation and, despite some initial teething problems, the arrangement is now working successfully, although there are far fewer premises involved in petroleum than there will be under the RRO. Experience of the petroleum scheme suggests that interacting with businesses at a strategic level can provide the fire and rescue service with a fuller understanding of the way businesses operate and this can benefit both risk reduction in the business and free fire and rescue authority (FRA) resources to target those who are most at risk. There is therefore some evidence that the Primary Authority Scheme type of partnership can bring benefits to both sides.
11. During the RRO pilot scheme, the Authority established partnerships with the following two national companies:
 - SSP Ltd** who manage a number of food outlets at major transport terminals and shopping centres, including Burger King M&S and Millie's cookies; and
 - Enterprise Inns (ETI)** which has some 7,000 managed pubs. They are however only responsible for certain aspects of fire safety as the licensees of pubs are considered to be employers in their own right.
12. During the pilot LFB officers worked with both companies to review their strategic fire risk policies, procedure's and processes. LFB officers also sampled premises to audit to the partners

fire risk management and tested the interaction with other Fire & Rescue Services . SSP had one interaction which was easily resolved. SSP are very proactive in their fire risk management process employing in house specialists after discussions with LFB officers. The aim of this partnership is to encourage SSP to always seek to improve and develop and adapt to technical improvements in their industry. ETI had more than 20 interactions including prohibition notices enforcement notices and at least two fires. ETI premises all have sleeping accommodation above commercial premises and are therefore a targeted premises for most fire & rescue services. ETI acknowledge that their compliance level , where it is their responsibility, is not where they would like it to be but are committed to devoting both time and resources to improve. LFB officers have been working very closely with ETI to assist them and also other Fire & rescue services understand the complex business model that ETI operate. ETI compliance level is very similar to many registered social landlords and sheltered housing providers and although resource intensive they can bring huge risk reduction measures.

13. ETI & SSP are two diverse businesses at different stages of compliance and partnership working can play an important part in risk reduction in the business community. Officers are also in discussion with a number of other businesses , several who are registered social landlords and providers of sheltered housing, who have expressed an interest in forming a partnership. No action has yet been taken in respect of these expressions of interest until the outcome of the pilot schemes was known but FSR department has maintained their relationships with the current two partners in the pilot scheme as it was useful to both parties to maintain the benefits of risk reduction which the pilot scheme has demonstrated. Officers regularly get involved in major projects across London. Examples of this include the Olympic Park, the Shard , Wembley stadium and Crossrail. Where these schemes go beyond our statutory duties the Brigade seeks to recover costs from the client.
14. There are currently some 700 partnerships registered with BRDO, with the expectation of a further 300-500 after the expansion of the Primary Authority Scheme to the RRO which could result in about 22 partnerships per FRA, although an even distribution is unlikely. This could have a significant resource implication for London which is likely to attract a higher number of partnerships (estimated at some 200) but this would be off set by the application of appropriate cost recovery. For petroleum licensing, this Authority has chosen to recover its full costs and it is recommended that the same approach be taken, at least for the first two years, of any RRO Primary Authority Scheme.
15. Report FEP 1464 (19 November 2009) gave the Head of Fire Safety Regulation (AC/FSR), in consultation with the Head of Legal and Democratic Services, delegated authority to enter into, and terminate, Primary Authority Schemes agreements on behalf of the Authority. This was, however, in the context of petroleum legislation only at this time. It is therefore recommended that AC/FSR and the Head of Legal and Democratic Services be granted delegated authority to enter into and terminate Primary Authority Schemes agreements in respect of the RRO and that any such agreements be on a full cost recovery basis.¹

Communications

16. Whilst there is likely to be some national advertising to businesses of the extension of the scheme undertaken by central Government, the Authority intends to embark upon

¹ The Brigade's costs associated with Primary Authority Schemes relate to staff time. In the case of smaller partnerships, some of the time of an existing member(s) of staff may be apportioned to service the partnership. In the case of larger partnerships, it may be necessary to recruit additional staff for the duration of the partnership. In both cases, standard Brigade unit costs (which include overheads) for the role/grades concerned will be used to calculate the charge to the partner.

communications to ensure that staff. Authority members and businesses understand Government changes in legislation and how those changes are opening up new opportunities for the Authority to act as the primary authority for businesses other than petroleum licensing. The Authority will require a separate communications approach to seek to market its regulatory fire safety services given the new business opportunities and this will be developed over the coming months.

Head of Legal and Democratic Services comments

17. The Head of Legal and Democratic Services has reviewed this report and has no comments.

Director of Finance and Contractual Services comments

18. This report outlines the implications of extending the current Primary Authority scheme to cover RRO. LFEPA already acts as the Primary Authority for several businesses for the function of petroleum licensing and recovers additional costs from the businesses concerned. The report notes that the same approach applied to recover the full cost for petroleum licensing should be also be implemented if Primary Authority scheme is extended to cover RRO. Finance department will continue to work with businesses concerned to ensure billing arrangements are in place and to ensure all reasonable costs are recovered.

Sustainable Development Implications

19. The aim of fire safety legislation is to reduce the risk of fires. Fewer fires is beneficial to both the Authority and the wider community, delivering positive outcomes against all aspects of sustainability.

Staff Side consultations undertaken

20. Staff Side consultation will take place at such time as any staffing proposals are determined.

Equalities implications

21. Enforcement action under the RRO is taken in accordance with the Authority's Enforcement Policy Statement (FEP 1225).

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

List of background documents

1. FEP 2082 - Primary Authority Scheme – Pilot Schemes for Fire Safety Legislation
2. FEP 1464 - Primary Authority Partnership Schemes

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**LONDON FIRE
AND EMERGENCY
PLANNING AUTHORITY**

Report title

Outdoor Rubbish Fires: a view from the Borough Commanders

Meeting

Strategy Committee

Date

12 November 2013

Report by

Third Officer

Document Number

FEP 2170

Public

Summary

This report summarises the discussions focused on outdoor rubbish fires which were held with borough commanders brought together in family groups from January to June 2013.

It is clear from the discussions that whilst the number of outdoor rubbish fires has reduced considerably over the past five years we need to continue partnership working with the Metropolitan Police Service (MPS) and local authorities to ensure that this reduction is maintained.

Recommendations

That the Committee:

1. Supports the continued community safety action in order to continue to reduce outdoor rubbish fires, in line with the target set within the London Safety Plan 5 (LSP5), and to maintain the numbers at the current levels; and
2. Endorses the efforts of borough commanders to engage proactively with local partners and assist in this process by raising the issue with Chief Executives and relevant cabinet members where appropriate.

Introduction

1. Borough commanders are regularly brought together where their boroughs share familiar attributes such as deprivation and geography to share ideas and discuss their own approaches to common issues. These meetings are known as family groups and have covered a range of different subjects. (listed in Appendix A). The recent round of meetings focussed on outdoor rubbish fires which are defined as 'a fire of some sort in an outdoor property category (outdoor or outdoor structure) with a rubbish property type (e.g. loose refuse). Between 2009 and 2012 the Brigade attended an average of 14,868 incidents, which constitutes twelve per cent of the total figure of all incidents attended.
2. This report is a summary of how the Brigade is currently dealing with outdoor rubbish fires across London.

Outdoor rubbish fires performance information

3. Outdoor rubbish fires are a key issue within Community Safety Partnerships. They effect the Brigade, due to the amount of time spent by crews attending and dealing with these incidents and for local authorities as it is seen as a symptom of anti-social behaviour that contributes to a negative image of a local area. The importance of outdoor fires and rubbish fires is reflected in two targets within LSP5 outlined in paragraphs 8-10.
4. Borough commanders were provided with data which set out three years' figures for outdoor rubbish fires. This information showed that there had been a 34 per cent decrease in outdoor rubbish fires overall between 2009 and 2012 (listed in Appendix B).
5. Most outdoor fires typically involve refuse. Rubbish fires have a negative effect on the local community and can often be linked to other anti-social behaviour in the area. More than a third of the rubbish fires attended are either started deliberately or the cause of the fire is unknown¹. A three year average of the ten most common incident types shows that outdoor fires are the second most prevalent that we attend.

Approach

6. A set of questions was sent to each family group of borough commanders for consideration in advance of each meeting:
 - Explain the approaches you are using locally to drive down the number of outdoor rubbish fires. What works, what doesn't work?
 - Share with us your experience of utilising initiatives and resources such as the Community Safety Cycle Scheme, Report It (or similar) and visual audits to impact upon this area.
 - Discuss the partnership approach to outdoor rubbish fire reduction – again, what works, what doesn't work?
 - Identify how you may further impact upon this area.
7. The discussions arising from borough commanders' responses can broadly be set out in three key areas, which are set out in this report. The first section looks at partnership working and what works well; the second section looks at the tools that are available across all boroughs, the extent

¹ When crews record the cause of a fire on the Information Management System (IMS) and cannot say for certain it was deliberate, but there is no apparent accidental cause, it gets recorded as Unknown.

to which they are being used; the third considers best practice learning points and the way forward. This report sets out notable examples of the approaches used.

Deliberate fire measurement and performance

- 8. The headline targets in the London Safety Plan 5 (LSP5) have two components. The first is the level of reduction that can reasonably be achieved by maintaining our current focus and resources. The second is the Brigade 'stretch target'. Stretch targets are likely to require changes to the way the Brigade delivers services, including greater support from partners, but will further improve the safety of London and Londoners if they are achieved. The headline targets cover the period between April 2013 and March 2016. To measure or success over the whole life of the fifth London Safety Plan the Brigade will report targets as an average reduction over three years (when compared to LSP4).
- 9. The Authority's target for London, set within LSP5, states that by March 2016 the Brigade will reduce all outdoor rubbish fires by 14 per cent (without stretch) and 28 per cent (with stretch). Continued community safety action is needed in order to continue to reduce outdoor rubbish fires, in line with the target, and to maintain the numbers at the current levels.

Table 1 - LSP5 target: All Outdoor Rubbish Fires

	2013/14	2014/15	2015/16
Headline target	7255	6747	6275
Stretch target²	6231	4670	5160

- 10. The previous headline target for fires involving rubbish and loose refuse focused on those that were started deliberately (or the cause was recorded as 'unknown'). The Brigade has been successful and reduced these fires by over 60 per cent. Nevertheless, rubbish fires, however they start, are antisocial and have a negative effect on local communities by discouraging new businesses and employment, lowering property values and often lead to an increase in other forms of anti-social behaviour. The Authority's new headline target for rubbish fires therefore includes all motives for fire starting.

Partnership working and what works well

- 11. Every borough commander is working with partners within their borough to achieve reductions in outdoor rubbish fires. With reducing budgets across public services the emphasis on creative and innovative approaches as part of multi-agency working will continue.
- 12. All borough commanders share information through information sharing protocols with local partners in order to identify the areas within their boroughs most at risk from outside rubbish fires. In the family group discussions, many talked about overlaying Brigade data with local partners' data to identify common hotspots, which they had found useful. In Lambeth, the borough commander is a member of the Safer Lambeth Partnership to which he provides Brigade data on a monthly basis which is mapped against identified crime and hotspots. This is also replicated in Harrow. All borough commanders agreed that they provide a useful starting point for discussions with partner agencies such as the MPS and local authority social services departments.

² 'Our headline targets in this plan have two components. The first is the level of reduction we reasonably believe we can achieve if we maintain our current focus with the resources we already have. The second is our 'stretch target'. Our stretch targets are more challenging and are likely to require changes to the way we deliver our services, including greater involvement and support from partners, but will further improve the safety of London and Londoners if we can achieve them.' (The draft Fifth London Safety Plan - 18th July 2013)

13. Brigade data showed that the borough of Greenwich had the most outdoor rubbish fires in London, primarily in the area called Abbey Wood, which was a popular site for dumping cars and rubbish. By working in partnership with the MPS the borough commander was able to help the local authority gain funding to address this issue. The funding provided enhanced security measures of the open land to prevent access to vehicles which would then be abandoned and set on fire; placement of CCTV cameras on areas that were known hot spots for car thefts and fire setting; employment of a ranger; and funding for a community youth programme working in local youth clubs in the borough.
14. Another example of successful use of CCTV is within Tower Hamlets. The borough commander has signed a memorandum of understanding with the local authority. The CCTV operators have Brigade pagers and have been trained to point their cameras at known hotspots and relevant areas. This has been successful in tracking arsonists setting bins alight.
15. The strength of the relationship that the borough commander has with the council is fundamental to partnership working. Membership of the Crime and Disorder Reduction Partnership (CDRP) is universally cited as a key forum within which borough commanders have contact with partners in this area. As a statutory body, the CDRP provides a structured forum to meet partners, particularly the local police borough commander, in an environment where common concerns can be discussed, with a view to positively influencing local policy decisions in the borough.
16. Outside of the CDRP frameworks, borough commanders gave many examples of local initiatives to deal with issues relating to deliberate fires. In Hackney, the borough commander meets with Hackney Homes and registered social landlords such as the Guinness Trust. As a result of this, work was undertaken in conjunction with the Guinness Trust when they redesigned a local estate, to ensure that they provided skips for the residents to dispose of unwanted items.
17. Also in Hackney, the borough commander has talked to the council about dumped cars and reinforced the potential cost of up to £6,000 per vehicle³ in not dealing with these straight away. This has influenced the council to continue to fund the removal scheme. In Bromley, the borough commander has, through the Borough Arson Liaison Officer's (BALOs) membership of the arson sub group of the CDRP, shared information about arson with partners and influenced the installation of CCTV in key areas which has led to subsequent timely removal of abandoned cars. In Harrow, the borough commander has worked with the local council to put in place gated access to open spaces to stop cars from being dumped on open land. This has resulted in a significant decrease in dumped car fires within the borough. The borough commander continues to work with the local Safer Neighbourhood Team (SNT) and local authority partners to reduce outdoor rubbish fires overall.
18. In Bexley, the borough commander has achieved a reduction in rubbish fires over the past five years and puts this success down to the use of Report It and a close liaison with the local authority and MPS. Crews alert their station manager, who informs the local authority. The SNT also provide a visual presence.
19. In Camden, the borough commander has reported a significant increase amongst partners in the profile of tackling the issue of rubbish as a result of the London Riots in August 2011. During the riots a very effective campaign identifying dumped rubbish and poorly stored combustible waste meant that waste was removed promptly and storage adjacent to buildings targeted as a priority. Following successfully engaging with the Community Safety Partnership Board street

³ **Costing source** – The Removal, Storage and Disposal of Vehicles Regulations 2008 (Prescribed Sums and Charges Table 1 Regulation 4) accessed 19th August 2013 <http://www.legislation.gov.uk/ukxi/2008/2095/regulation/4/made>

presence operatives, in the form of Community Wardens, Police and SNTs identified areas of risk for referral to the council. This was highly effective at removing fuel and prevented substantial fires taking place as they did elsewhere across London. This approach has continued and London Borough of Camden has continued to ensure that areas that could be targeted for arson such as the busy Camden Markets area are targeted for prompt and effective waste removal.

20. In Barking and Dagenham, the local authority funds an emergency response team, which responds immediately to calls from local fire crews and other partners such as the MPS. The team can be called out to attend oil spillages, broken windows, rubbish removal, fly tipping, etc. The local authority established the team in 2011, following a review of their existing teams, such as the reactive maintenance and building surveyors etc, and putting in place one new emergency response team. The team have a CCTV control room and therefore are the first to know about any incidents within the borough. This initiative saves the Brigade time spent clearing up at incidents and therefore money. There is also no cost to the Brigade.

The tools available across all boroughs

21. Having looked at what works well and the range of partnerships borough commanders have to influence the reduction in outdoor rubbish fires in their boroughs, there are a number of tools that can be used in all boroughs.

Borough Arson Liaison Officer

22. Each borough commander has a Borough Arson Liaison Officer (BALO). The BALO is drawn from station staff, generally at station manager or watch manager level, and is the borough lead for arson. In Wandsworth the BALO works with their equivalent in the MPS to address areas of common concern. In the South West and the North West areas, a BALO workshop has taken place in each area and provided those with this responsibility with a chance to share best practice and to further develop the BALO role within their respective boroughs. In Waltham Forest, the BALO has taken on particular significance due to the borough's designation as an Olympic borough. The BALO was instrumental in ensuring the area around the Olympic site was free from rubbish. Borough commanders are continuing to work with partners in all boroughs which benefitted from additional funds and an increased profile during the Olympics .

Working with the local authority

23. The majority of borough commanders reported that they also work with their local Trading Standards department to address issues such as selling of illegal fireworks and test purchases of sales of fireworks to underage children.
24. The borough commander of Westminster is currently working with Veolia and the local authority to address a cigarette bin problem within the borough. This came about when the street bins were redesigned to have fire proof cigarette containers that are designed to smoulder harmlessly. People discard lit cigarettes straight into the bins without stubbing out first causing the bins to smoulder. Well intentioned members of the public then call out the fire service. Each bin is designed to hold a total of 3000 butts and there are 5000 bins in the borough, mainly outside tubes and pubs. The borough commander has discussed putting a notice on bins asking the public not to call the fire service, but this is costly and the bins are changed yearly as they wear out. Emptying is a 24/7 operation with Oxford Street's bins being emptied 27 times a day. Other options for consideration are call challenge/filtering and the possible use of the Cycle Team to deal with the calls. Currently, these calls amount to 450 callouts per annum.

Memorandum of Understanding

25. In Southwark, as a result of heightened fire safety awareness post Lakanal, the borough commander has successfully used the 'Fire and Arson Investigation Memorandum of Understanding between the London Fire Brigade and the Metropolitan Police' (MOU). The MOU is a pan-London tool that ensures effective co-operation between the MPS and the Brigade and also to recognise the role of each service and identify their responsibilities as described in Home Office Circular 44/2000. It enables a common approach in methods of dealing with non-accidental fires, serious injury by fire or fatal fires and any subsequent investigations in order to minimise duplication of effort. The MOU provides an agreed overall framework between the two services allowing for scope to include local working arrangements with regard to differing problems in all the London Boroughs. The borough commander has also used the pan-London MPS borough strategic profile/problem orientated partnership process/Problem Orientated Partnership Assessment template. The purpose of these templates is to work with the MPS in identifying Safer Neighbourhood Team (SNT) ward area hotspot priorities.

Safer Neighbourhood Teams

26. For many borough commanders, the MPS are a key partner in reducing deliberate fires. This is primarily through SNT. The MPS recently held an internal review on the future of the SNTs, prompting concern amongst Brigade borough commanders about the potential reduced presence of the SNT and the impact that this would have on community safety generally.

27. The need to develop and maintain good working relationships with SNTs was common to many boroughs. In Croydon, for example, the Neighbourhood Watch co-ordinators are now situated at Croydon fire station. A total of 1800 volunteers help with Visual Audits, Report It and are available to target arson hotspots. CS Development are currently working on developing a briefing pack for station personnel to use when establishing links with their local neighbourhood watches.

Arson Reduction Monitoring System

28. The Arson Reduction Monitoring System (ARMS) is a brigade tool available to all, currently used in Sutton, Croydon and Bromley. ARMS can be used to notify officers and key partnership agencies of instances of deliberate fire-setting as soon as possible after they have occurred. Safer Neighbourhood Teams, Council Refuse Teams and Housing Associations have all confirmed the value and usefulness of receiving early notification. The ARMS form is also designed to save watch personnel time by notifying all the necessary agencies in a single e-mail. This is an electronic form that is manually populated with the email addresses of partners that require information to be sent to, at ward level. When a rubbish or deliberate fire occurs the watch fills in the ARMS template and an email is automatically sent to the pre-determined individuals, e.g. the SNT for the affected ward. ARMS is available to use brigade-wide.

Youth Engagement

29. In addition to the centrally run schemes such as LIFE, Community Fire Cadets, Junior Firesetter Intervention Scheme, there are a range of other schemes also being reported at Strategy Committee. Several borough commanders identified that higher levels of arson were committed after school closing times and in school holidays, and that there were higher numbers of small bin fires in high priority school areas. The priority of schools is decided by the amount of accidental dwelling fires (ADFs) within each borough. The national scheme Prison? Me? No Way, run by the Prison? Me? No Way Trust, a pan London initiative, and the Crossfire initiative in Croydon are both interventions aimed at young people and align the work of the Brigade with the anti-social behaviour agenda. In Bexley, there is currently a secondary school pilot which delivers a module on arson. In some boroughs the local police and SNT also deliver presentations in local schools.

Visual Audit Policy

30. One approach to reducing the potential targets for arson has been to adopt a visual audit policy. This has emerged from the South East area as a technique to spot rubbish and hazards and report them to the council so that they can be cleared before they become the fuel for potential deliberate fires.
31. In Richmond, the visual audit policy has been further developed and is being piloted at both stations in the borough. Data on previous incidents on each station's ground is divided into four, so that each watch has ownership. The watches map the incidents for their area and liaise with the SNTs using the Report It process. They also follow up each Report It to see whether the rubbish has been removed. This system gives the watches ownership and also assesses the local authority response. This pilot started at the end of last year and is proving successful.
32. Officers have recommended that visual audit be a part of wider station routines, picking up on potential hazards whilst carrying out other duties, such as hydrant checks and topography. CS Development Team is currently drafting a Visual Audit Policy, which will be communicated to staff once ready to publish.

Report It

33. 'Report It' is the tool that has been adopted by some boroughs to report hazards to the council. The method for reporting varies from a handheld device that allows a photograph to be taken and emailed directly to the council using the GPS function on the device to pinpoint the exact location, to completing a web form on a council website. It was clear from the discussions with borough commanders that Report It is well known but not necessarily well used. It is possible to measure the number of reports made by Brigade staff using Brigade email addresses, but what emerged from discussions is that individual borough commanders have adopted different ways of reporting to their local council and there is no one way of determining the level of reporting from Brigade staff. However, a report of referrals made by crews via email is available from the Area Training, Review and Information Officer (TRIO).
34. A pilot is underway in both North West and North East areas where the Light Duty Teams identify dumped materials and other fire hazards whilst they are out either gaining referrals or completing home fire safety visits (HFSVs). Light Duty Teams predominantly work within our 'priority' postcode areas (P1). Priority postcode areas are those where we believe people may be at greater risk. If the Light Duty Team identifies something that warrants a referral on 'Report IT', they advise the local watch manager, who verifies the information and then completes the 'Report It' online form.

The Cycle Scheme

35. The cycle scheme is another tool that can be used by borough commanders to identify risk in their boroughs. The idea behind the scheme is that firefighters on bikes are able to access land that they would not ordinarily be able to get to in their fire appliance. Primarily used as a risk reduction tool in the summer, the cyclists are able to visit areas of grass land that can be prone to fires and to access towpaths. The cyclists identify potential arson sites and other fire risks, such as abandoned vehicles, unsecured empty properties, overgrown hedges and abandoned cylinders. These are then reported to the local council for removal. The cycle scheme has been operating successfully in Hounslow since 2007 and a further 26 boroughs have hosted the scheme since. After a successful performance in 2012, the cycle scheme is also running in Havering this summer. Further expansion of the scheme is currently being discussed.

Information Management

36. Underpinning all of these methods is the need to make effective use of available data in order to understand where the problem lies and which approach would be most appropriate to tackle it. Borough commanders have access to a large range of data from the Brigade's Information Management Division (IM), with monthly statistics available on Hotwire. Area support teams are able to refine the information currently provided by IM and to produce reports as required.
37. IM have introduced a new tool which shows fires by motive on a map of the borough. An example of how this can be utilised is where the borough commander for Hounslow has asked for weekly deliberate fire data maps to be created. These are sent to stations in the borough for display on the watch room wall. At a glance, staff are able to identify hotspots and target their visual audits accordingly. This is a simple approach that has been used in a particular borough, but could easily be replicated.
38. These are just a few examples of local solutions developed through partnership working between individual borough commanders and their respective councils and local bodies. They demonstrate the importance of effective communication between borough commanders, local authorities and partners.

Best practice learning points and the way forward

39. The key approach to reducing outdoor rubbish fires is local initiatives, working with local authorities and local police, as the examples throughout this report demonstrate. This can be achieved by working through existing on-going partnerships and working arrangements at borough level – such as the crime and disorder reduction partnership and at neighbourhood level with the Safer Neighbourhood Teams. There is also opportunity for involvement in specific partner campaigns such as the MPS 'Operation Safer Places' campaign which ran between June and September 2013 in all London Borough's to combat anti-social behaviour. Ensuring that local partners understand the likelihood and impact of such fires, as well as the relatively straightforward means for preventing them i.e. prompt removal of rubbish and the use of reporting tools to share information, is vital. Borough commanders were keen to emphasise the importance of regular rubbish removals and ad hoc removal arrangements – without the fuel the fires cannot take place. For example, there was a general consensus across all family groups that the London hosting of the 2012 Olympic Games had aided a reduction in rubbish fires as additional money had been allocated to keeping the streets clean, which directly impacted on the number of such fires. The borough of Hackney was given one million pounds extra funding for street cleaning during the Olympics period.
40. As mentioned previously, sharing of data with local partners has been a feature of all successful schemes and borough commanders are encouraged to utilise the new mapping tool referred to in paragraph 37 in conjunction with information available from both the police and local authority, to identify hotspots and opportunities to reduce this common risk.

Conclusion

41. The family group meetings are an opportunity for borough commanders to meet, discuss and share best practice on a particular topic. This report provides a snapshot of activity within all boroughs in the first six months of 2013. Whilst the number of outdoor rubbish fires is declining, we need to continue to work with our partners in the MPS and local authorities to ensure this reduction is maintained, especially with the introduction of outdoor rubbish fires as a new headline target. Points of learning will be shared with borough commanders and station managers via Prevention Steering Group and borough commander communication days.

Head of Legal and Democratic Services comments

41. There are no legal implications arising from this report.

Director of Finance and Contractual Services comments

42. There are no financial implications arising from this report.

Sustainable Development Implications

43. Actions to reduce outdoor rubbish fires provide beneficial outcomes against all aspects of sustainability.

Staff Side Consultations Undertaken

44. There are no staff side issues arising from this report.

Equalities Implications

45. This report provides information on various schemes and partnerships aimed at reducing rubbish fires. The report highlights the nuisance caused by rubbish and the environmental hazards associated with rubbish fires. The initiatives highlighted contribute to improving the well being of all and demonstrate how the brigade meeting the duty to foster good community relations.

List of Appendices to this report:

- A. List of family groups
- B. Outdoor rubbish fires 2009 to 2012

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985	
List of background documents	
Proper officer	Third Officer Dave Brown
Contact officer	Vanessa Skinner
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Appendix A

Family groups
Group A
Tower Hamlets Hackney Islington Newham Haringey Southwark Camden Lambeth
Group B
Westminster Greenwich Barking and Dagenham Waltham Forest Lewisham Hammersmith and Fulham
Group C
Brent Ealing Hounslow Enfield Kensington and Chelsea Wandsworth Croydon
Group D
Redbridge Hillingdon Barnet Bexley Havering Merton City of London
Group E
Harrow Sutton Bromley Kingston upon Thames Richmond upon Thames

Appendix B

Number of rubbish fires by borough (all)

Family Group	BoroughCode	BoroughName	2009	2010	2011	2012	Change 2009 to 2010	Change 2010 to 2011	Change 2011 to 2012	Total change
A	E09000007	Camden	285	252	268	173	-12%	6%	-35%	-39%
A	E09000012	Hackney	329	274	289	266	-17%	5%	-8%	-19%
A	E09000014	Haringey	333	302	294	184	-9%	-3%	-37%	-45%
A	E09000019	Islington	331	236	260	168	-29%	10%	-35%	-49%
A	E09000022	Lambeth	321	271	272	193	-16%	0%	-29%	-40%
A	E09000025	Newham	654	471	481	318	-28%	2%	-34%	-51%
A	E09000028	Southwark	576	456	568	359	-21%	25%	-37%	-38%
A	E09000030	Tower Hamlets	823	668	738	563	-19%	10%	-24%	-32%
B	E09000002	Barking and Dagenham	440	343	405	224	-22%	18%	-45%	-49%
B	E09000011	Greenwich	365	360	370	221	-1%	3%	-40%	-39%
B	E09000013	Hammersmith and Fulham	169	132	156	110	-22%	18%	-29%	-35%
B	E09000023	Lewisham	240	246	236	159	3%	-4%	-33%	-34%
B	E09000031	Waltham Forest	210	274	271	217	30%	-1%	-20%	3%
B	E09000033	Westminster	288	281	438	442	-2%	56%	1%	53%
C	E09000005	Brent	246	168	228	136	-32%	36%	-40%	-45%
C	E09000008	Croydon	356	258	275	265	-28%	7%	-4%	-26%
C	E09000009	Ealing	309	209	208	200	-32%	0%	-4%	-35%
C	E09000010	Enfield	342	278	289	242	-19%	4%	-16%	-29%
C	E09000018	Hounslow	234	216	188	136	-8%	-13%	-28%	-42%
C	E09000020	Kensington and Chelsea	109	95	84	70	-13%	-12%	-17%	-36%
C	E09000032	Wandsworth	269	224	220	214	-17%	-2%	-3%	-20%
D	E09000001	City of London	20	18	15	14	-10%	-17%	-7%	-30%
D	E09000003	Barnet	268	207	267	147	-23%	29%	-45%	-45%
D	E09000004	Bexley	296	231	194	138	-22%	-16%	-29%	-53%
D	E09000016	Havering	229	212	215	153	-7%	1%	-29%	-33%
D	E09000017	Hillingdon	293	216	224	232	-26%	4%	4%	-21%
D	E09000024	Merton	131	116	110	79	-11%	-5%	-28%	-40%
D	E09000026	Redbridge	264	209	262	168	-21%	25%	-36%	-36%
E	E09000006	Bromley	313	251	319	218	-20%	27%	-32%	-30%
E	E09000015	Harrow	143	105	113	90	-27%	8%	-20%	-37%
E	E09000021	Kingston upon Thames	103	108	92	59	5%	-15%	-36%	-43%
E	E09000027	Richmond upon Thames	73	75	79	63	3%	5%	-20%	-14%
E	E09000029	Sutton	161	144	120	92	-11%	-17%	-23%	-43%
London			9,523	7,906	8,548	6,313	-17%	8%	-26%	-34%

Rubbish fires include all fires recorded with one of the following property types:

PropertyType	Incidents attended in 2012	
Small refuse/rubbish container (eg wheelie bin)	3164	50%
Loose refuse	1649	26%
Large refuse/rubbish container (eg skip, paladin)	960	15%
Refuse/rubbish tip	322	5%
Common external bin storage area	202	3%
Recycling collection point, bottle bank	16	0%
Total	6313	100%

Appendix B

Number of rubbish fires by borough (Small rubbish containers)

Family Group	BoroughCode	BoroughName	2009	2010	2011	2012	Change 2009 to 2010	Change 2010 to 2011	Change 2011 to 2012	Total change
A	E09000007	Camden	171	143	163	121	-16%	14%	-26%	-29%
A	E09000012	Hackney	158	136	144	114	-14%	6%	-21%	-28%
A	E09000014	Haringey	169	138	116	83	-18%	-16%	-28%	-51%
A	E09000019	Islington	175	137	175	95	-22%	28%	-46%	-46%
A	E09000022	Lambeth	173	143	133	97	-17%	-7%	-27%	-44%
A	E09000025	Newham	265	212	212	160	-20%	0%	-25%	-40%
A	E09000028	Southwark	343	287	351	210	-16%	22%	-40%	-39%
A	E09000030	Tower Hamlets	449	362	323	262	-19%	-11%	-19%	-42%
B	E09000002	Barking and Dagenham	186	130	167	98	-30%	28%	-41%	-47%
B	E09000011	Greenwich	144	145	145	97	1%	0%	-33%	-33%
B	E09000013	Hammersmith and Fulham	79	67	79	67	-15%	18%	-15%	-15%
B	E09000023	Lewisham	91	107	92	71	18%	-14%	-23%	-22%
B	E09000031	Waltham Forest	87	123	129	106	41%	5%	-18%	22%
B	E09000033	Westminster	181	206	338	352	14%	64%	4%	94%
C	E09000005	Brent	91	68	112	64	-25%	65%	-43%	-30%
C	E09000008	Croydon	130	98	116	105	-25%	18%	-9%	-19%
C	E09000009	Ealing	126	94	80	94	-25%	-15%	18%	-25%
C	E09000010	Enfield	102	125	137	122	23%	10%	-11%	20%
C	E09000018	Hounslow	87	71	72	46	-18%	1%	-36%	-47%
C	E09000020	Kensington and Chelsea	80	58	47	55	-28%	-19%	17%	-31%
C	E09000032	Wandsworth	152	125	118	127	-18%	-6%	8%	-16%
D	E09000001	City of London	12	15	11	11	25%	-27%	0%	-8%
D	E09000003	Barnet	113	95	125	67	-16%	32%	-46%	-41%
D	E09000004	Bexley	103	75	58	50	-27%	-23%	-14%	-51%
D	E09000016	Havering	86	72	78	65	-16%	8%	-17%	-24%
D	E09000017	Hillingdon	118	79	88	105	-33%	11%	19%	-11%
D	E09000024	Merton	52	46	36	30	-12%	-22%	-17%	-42%
D	E09000026	Redbridge	84	84	91	76	0%	8%	-16%	-10%
D	E09000006	Bromley	111	87	111	73	-22%	28%	-34%	-34%
E	E09000015	Harrow	60	49	54	40	-18%	10%	-26%	-33%
E	E09000021	Kingston upon Thames	38	51	45	24	34%	-12%	-47%	-37%
E	E09000027	Richmond upon Thames	34	36	41	32	6%	14%	-22%	-6%
E	E09000029	Sutton	71	49	44	45	-31%	-10%	2%	-37%
London			4,321	3,713	4,031	3,164	-14%	9%	-22%	-27%

property type: Small refuse/rubbish container (eg wheelie bin)
50% of all rubbish fires

Appendix B

Number of rubbish fires by borough (Loose refuse)

Family Group	BoroughCode	BoroughName	2009	2010	2011	2012	Change 2009 to 2010	Change 2010 to 2011	Change 2011 to 2012	Total change
A	E09000007	Camden	57	53	36	13	-7%	-32%	-64%	-77%
A	E09000012	Hackney	86	70	63	61	-19%	-10%	-3%	-29%
A	E09000014	Haringey	89	73	80	51	-18%	10%	-36%	-43%
A	E09000019	Islington	67	40	37	29	-40%	-8%	-22%	-57%
A	E09000022	Lambeth	93	72	58	38	-23%	-19%	-34%	-59%
A	E09000025	Newham	255	135	136	99	-47%	1%	-27%	-61%
A	E09000028	Southwark	134	79	93	48	-41%	18%	-48%	-64%
A	E09000030	Tower Hamlets	174	172	231	118	-1%	34%	-49%	-32%
B	E09000002	Barking and Dagenham	128	106	117	68	-17%	10%	-42%	-47%
B	E09000011	Greenwich	148	112	116	56	-24%	4%	-52%	-62%
B	E09000013	Hammersmith and Fulham	55	37	35	17	-33%	-5%	-51%	-69%
B	E09000023	Lewisham	98	89	86	55	-9%	-3%	-36%	-44%
B	E09000031	Waltham Forest	79	78	67	58	-1%	-14%	-13%	-27%
B	E09000033	Westminster	66	41	44	33	-38%	7%	-25%	-50%
C	E09000005	Brent	104	57	71	45	-45%	25%	-37%	-57%
C	E09000008	Croydon	137	106	94	94	-23%	-11%	0%	-31%
C	E09000009	Ealing	120	60	64	55	-50%	7%	-14%	-54%
C	E09000010	Enfield	151	81	92	73	-46%	14%	-21%	-52%
C	E09000018	Hounslow	101	99	73	52	-2%	-26%	-29%	-49%
C	E09000020	Kensington and Chelsea	14	20	17	8	43%	-15%	-53%	-43%
C	E09000032	Wandsworth	56	52	32	35	-7%	-38%	9%	-38%
D	E09000001	City of London	5	2	2	1	-60%	0%	-50%	-80%
D	E09000003	Barnet	105	72	78	54	-31%	8%	-31%	-49%
D	E09000004	Bexley	110	85	81	54	-23%	-5%	-33%	-51%
D	E09000016	Havering	81	85	94	54	5%	11%	-43%	-33%
D	E09000017	Hillingdon	116	84	93	84	-28%	11%	-10%	-28%
D	E09000024	Merton	61	55	50	33	-10%	-9%	-34%	-46%
D	E09000026	Redbridge	119	85	106	66	-29%	25%	-38%	-45%
E	E09000006	Bromley	136	107	143	105	-21%	34%	-27%	-23%
E	E09000015	Harrow	49	38	34	37	-22%	-11%	9%	-24%
E	E09000021	Kingston upon Thames	41	40	32	18	-2%	-20%	-44%	-56%
E	E09000027	Richmond upon Thames	27	20	18	15	-26%	-10%	-17%	-44%
E	E09000029	Sutton	56	57	52	22	2%	-9%	-58%	-61%
London			3,118	2,362	2,425	1,649	-24%	3%	-32%	-47%

property type: Loose refuse
26% of all rubbish fires

Appendix B

Number of rubbish fires by borough (large rubbish containers)

Family Group	BoroughCode	BoroughName	2009	2010	2011	2012	Change 2009 to 2010	Change 2010 to 2011	Change 2011 to 2012	Total change
A	E09000007	Camden	22	32	40	18	45%	25%	-55%	-18%
A	E09000012	Hackney	38	33	59	67	-13%	79%	14%	76%
A	E09000014	Haringey	21	41	49	28	95%	20%	-43%	33%
A	E09000019	Islington	66	39	37	31	-41%	-5%	-16%	-53%
A	E09000022	Lambeth	31	36	62	33	16%	72%	-47%	6%
A	E09000025	Newham	62	57	75	31	-8%	32%	-59%	-50%
A	E09000028	Southwark	60	57	89	69	-5%	56%	-22%	15%
A	E09000030	Tower Hamlets	105	80	133	149	-24%	66%	12%	42%
B	E09000002	Barking and Dagenham	36	35	60	37	-3%	71%	-38%	3%
B	E09000011	Greenwich	33	61	83	50	85%	36%	-40%	52%
B	E09000013	Hammersmith and Fulham	13	12	28	18	-8%	133%	-36%	38%
B	E09000023	Lewisham	26	23	29	16	-12%	26%	-45%	-38%
B	E09000031	Waltham Forest	24	48	44	37	100%	-8%	-16%	54%
B	E09000033	Westminster	14	11	28	31	-21%	155%	11%	121%
C	E09000005	Brent	23	24	27	16	4%	13%	-41%	-30%
C	E09000008	Croydon	42	27	43	38	-36%	59%	-12%	-10%
C	E09000009	Ealing	32	28	32	29	-13%	14%	-9%	-9%
C	E09000010	Enfield	40	38	32	27	-5%	-16%	-16%	-33%
C	E09000018	Hounslow	18	22	23	24	22%	5%	4%	33%
C	E09000020	Kensington and Chelsea	5	9	16	1	80%	78%	-94%	-80%
C	E09000032	Wandsworth	23	27	44	44	17%	63%	0%	91%
D	E09000001	City of London	1		1	1	-100%		0%	0%
D	E09000003	Barnet	22	21	42	15	-5%	100%	-64%	-32%
D	E09000004	Bexley	34	31	28	18	-9%	-10%	-36%	-47%
D	E09000016	Havering	30	24	17	21	-20%	-29%	24%	-30%
D	E09000017	Hillingdon	31	29	23	24	-6%	-21%	4%	-23%
D	E09000024	Merton	9	7	16	7	-22%	129%	-56%	-22%
D	E09000026	Redbridge	33	18	29	16	-45%	61%	-45%	-52%
E	E09000006	Bromley	16	32	40	22	100%	25%	-45%	38%
E	E09000015	Harrow	15	6	16	6	-60%	167%	-63%	-60%
E	E09000021	Kingston upon Thames	13	11	12	14	-15%	9%	17%	8%
E	E09000027	Richmond upon Thames	6	9	10	7	50%	11%	-30%	17%
E	E09000029	Sutton	17	19	14	15	12%	-26%	7%	-12%
London			961	947	1,281	960	-1%	35%	-25%	0%

property type: Large refuse/rubbish container (eg skip, paladin)
15% of all rubbish fires



**LONDON FIRE
AND EMERGENCY
PLANNING AUTHORITY**

Report title

Evaluation of 'After we Leave' community volunteers project

Meeting

Date

12 November 2013

Strategy

Report by

Document Number

Third Officer

FEP 2171

Public

Summary

This report sets out the results of an evaluation of the original community volunteers project, which delivers an 'After we Leave' service to victims of accidental dwelling fires in the boroughs of Wandsworth and Haringey.

Recommendations

1. That the volunteer groups established in Wandsworth and Haringey continue to support the Brigade, managed locally at the Area Deputy Assistant Commissioners' (DAC) and borough commanders' (BC) direction; and
2. That the Committee notes the lessons learned through this project have been addressed in the process of establishing the Community Fire Cadet (CFC) volunteers programme.

Introduction/Background

3. The fourth London Safety Plan set out a commitment to examine the feasibility of using volunteers in the London Fire Brigade (LFB). The 'Engaging the Community through Volunteering' project was established in 2010, when it was agreed that a pilot Volunteers scheme would be established in two London boroughs, for a period of between 12 and 18 months each. It should be noted that the Wandsworth pilot has existed for longer than 18 months as there was a delay in establishing a second pilot borough, therefore the Project Board considered it appropriate to run the two boroughs concurrently.
4. The success criteria for the project were established as:
 - (a) The Authority must have an improved understanding of the effectiveness and efficiency of utilising external volunteers, by means of an end of project report.
 - (b) The volunteers must be suitable for the task, well managed, appropriately integrated with other operations, but have clear roles.
 - (c) Business as usual operational performance must not be disrupted or degraded through the use of volunteers or the implementation of this project.
5. Volunteers were sought via existing links with the Neighbourhood Watch schemes in each borough focusing on individuals who were interested in helping their local community. The first of the pilots began in the London Borough of Wandsworth on 20 June 2011, with 10 volunteers. The second pilot began in the London Borough of Haringey on 25 April 2012, with eight volunteers. The number recruited was kept deliberately small so as to be proportional to the anticipated demand for the service they would provide. It was agreed that they would carry out visits to residents who had experienced accidental fires in their homes, on a demand-led basis. Crews in each borough were encouraged to offer the service following all property fires but as the project developed, more emphasis was placed on larger fires. Sixty four visits were carried out in total by the volunteers, the detail of how that breaks down across the boroughs is set out in Appendix 1.
6. The After the Fire visit was designed to help residents once they had suffered a fire incident. The volunteers would offer reassurance to the residents after such a traumatic experience. By allowing the resident to talk about the incident in their own words, the volunteer was able to identify where they could offer further support. It could cover giving advice on how to replace important documents, providing local contact numbers, or even how to remove the effects of smoke from the home. The co-ordinator's details were always left with the resident so they felt as though they could still ask for advice after the visit. A leaflet 'We're sorry you've had a Fire, We may be able to help' was also given to the resident outlining how the project could support them.
7. Following the commitment in its predecessor, the Fifth London Safety Plan set out a commitment to evaluate the adult volunteers project. An evaluation was carried out by Cordis Bright between August – September 2013 to consider the following areas, to contribute to the findings for paragraphs 4(a) and 4(b) above:
 - (a) value for money;
 - (b) explore the impact of the pilot on service users, volunteers and fire crews;
 - (c) whether volunteers can be utilised elsewhere by the Brigade;
 - (d) lessons learned during the pilot which may inform future volunteer utilisation;
 - (e) whether the management model used for the pilot was appropriate.
8. The success criteria at 4(c) above was monitored on an on-going basis throughout the life of the project, through discussions with the station managers and borough commanders of the pilot boroughs.

9. Cordis Bright gathered this information through reviewing project management documentation and carrying out in depth interviews with project staff, stakeholders within the Brigade, the volunteers and recipients of the visits – referred to as 'beneficiaries'.

Achievement against success criteria

Success criteria 1 - The Authority must have an improved understanding of the effectiveness and efficiency of utilising external volunteers, by means of an end of project report.

10. With regard to the first criterion, the evaluation found that 64 visits were carried out over the life of the project, with a further 193 telephone or doorstep advice contacts made by the co-ordinator.
11. The volunteers themselves were drawn from the local borough's Neighbourhood Watch organisations. In Wandsworth, seven of the original volunteers were aged between 50-60 with one aged 40-50 and two 30-40. The ethnic composition of the volunteers was six white, one black and one Asian. For Haringey, four volunteers were aged 50-60 with two 40-50 and two 30-40 and all being white. The volunteers across both boroughs were mostly female, with two men in the Haringey group and one in the Wandsworth group.

Costs

12. An existing member of staff from within Community Safety took on the duties of co-ordinating the volunteers as part of their wider role, this individual is at the grade of FRS C. As part of developing the cost model to evaluate the project, Cordis Bright used the unit cost for this FRSC post at £41k per year. As this was an existing member of staff, there was no additional cost to the Brigade. The true actual cost of the project is £2,990.
13. The running costs comprised of spends on training, start up equipment and resources. Despite the establishment of an expenses claims process, very few travel or telephone expenses were claimed by the volunteers. When asked, they said that they did not see claiming expenses to be in the spirit of their involvement, plus they reported feeling no financial need to claim.
14. Staff involved in the project took on the work as part of their wider duties. On that basis, the staffing cost of the project has been based on the dedicated member of staff alone. Whilst 64 full visits have been carried out over the life of the project, not all residents wished to receive the full service. Some have preferred to receive advice over the telephone only, when the volunteer co-ordinator telephones them to offer a full visit. Where we do not have a telephone number and no referral was received from the crew, the co-ordinator has visited the resident to offer the service and when a full visit has been rejected, has offered advice on the doorstep. There have been 193 such contacts over and above the full visits.
15. The FRS C who has been carrying out the volunteer co-ordination will return to full time duty within Community Safety Development and the existing Area staff will pick up the co-ordination and communication duties under the direction of the Area Deputy Assistant Commissioner. This will ensure that Area and station based staff take ownership of the scheme in both boroughs and are able to respond to opportunities to develop the service and to speed up the process of arranging visits. This change will also help strengthen the relationship between the volunteers and the stations, making them feel part of how the watches work. Informal links were made between the 'After the Fire' scheme and the Community Safety Team at the London Borough of Wandsworth and the Metropolitan Police at Haringey through their Safer Neighbourhood Teams. The move to borough control will allow these partnerships to become more formal and also to allow the establishment of links with the borough's community and voluntary sector, principally through the respective Council for Voluntary Services. The volunteers have expressed the desire

to be more involved at a local level and there are lots of opportunities such as attending community open days and events to help spread the positive message of the service. A handover period will ensure that staff are fully briefed and supported to take on this function.

Participant feedback

16. A total of 43 interviews were carried out by Cordis Bright to establish how project participants, including beneficiaries, felt about the project. This breaks down into:
 - Nine Brigade staff, including project manager, project sponsor, volunteer co-ordinator and project board members;
 - Twelve of the volunteers from across both boroughs¹;
 - Twenty two beneficiaries i.e. visit recipients
17. The Brigade staff interviewed consistently felt that the project had a positive impact on beneficiaries that had received a visit, because of the reassurance and support provided. They were generally in favour of the pilot continuing, albeit with re-consideration of the management model. They also felt that the range of activity undertaken by the volunteers could usefully be expanded – this possibility can be explored at Area level, depending upon the local need.
18. The volunteers interviewed explained that they had gained a sense of satisfaction from helping local people, supporting people who had suffered a traumatic experience and from gaining a greater insight into the Brigade. They were positive about the training they had received, but felt that it could be tailored to the skills and experience of the volunteers recruited, rather than following a generic model. They suggested more interactive training sessions and cultural awareness training. These suggestions will be adopted going forward with these two groups and have already been assimilated into the training for the CFC volunteers.
19. Volunteers felt that their visit provided the beneficiary with reassurance, practical support and a sense that they had not been 'abandoned'. There was a suggestion that more than one visit should be offered to beneficiaries, where there are unresolved issues. However, in those situations the volunteer co-ordinator deals with outstanding issues, such as support in accessing a fire report from the appropriate Brigade team, or advice from the Education Team on how to calm a child's fear of fire re-occurring. The one visit rule had been set following advice from Victim Support, who provided assistance and in the establishment of the project and in training the volunteers in the necessary soft skills to carry out the role.
20. The beneficiaries interviewed reported that the volunteers came across as professional and sympathetic, enabling them to effectively engage with the resident. They felt that the support given was flexible and tailored to their needs but considered that in some cases, the visit should have taken place sooner after the fire occurred. It should be noted that fire crews offer the service at the end of the fire incident and pass on contact details to the co-ordinator where the individual accepts. If the visit is not offered, i.e. the crew is not sure whether the incident is appropriate to refer, the volunteer co-ordinator will visit the premises as soon as possible to offer the service. As mentioned earlier, this sometimes results in the delivery of unannounced 'doorstep' advice, where the resident does not want a full visit but will accept some information there and then. This process can result in delays, however every effort is made to offer and deliver the service in as timely a manner as possible.
21. Overall beneficiaries were extremely satisfied with the volunteer visits and felt that the visits were effectively targeting an otherwise unmet need through their provision of emotional and practical

¹ All were invited to take part, one declined and others were unavailable during the evaluation timescale.

support. All highlighted an extremely high level of satisfaction with the volunteers, describing them as professional, polite, helpful, supportive and non-judgemental. For those who described themselves as more emotionally vulnerable or in need of practical support, the visits were extremely valuable and they reported a significant impact upon their wellbeing and / or perceived safety. Officers consider that there is scope to develop each borough's offering to include, for example, a joined-up offering via local authority handy van services or similar.

22. The impact of practical support was varied and ranged from major benefits to smaller, preventative measures such as encouraging people to turn off their hob at the switch. Some of the notable successes of the project include a Wandsworth resident who had suffered a serious fire which had caused a huge impact on her and the family including five children. The fire had been so serious that it made living in her home impossible due to the smoke. The resident informed the co-ordinator that she had been living in her car overnight with her family as she had no where else to stay, and that she was going to visit the citizen's advice bureau for information. The co-ordinator, contacted Temporary Accommodation Housing Unit in Wandsworth and asked if they could assist. They advised the resident to visit them at their offices and she was given temporary housing on the same day for her entire family in East Grinstead, an hour away from Wandsworth. Although it was far, the resident was extremely happy to have some accommodation. A visit was organised two days later with a volunteer to the home where she had the fire. Further advice and reassurance was given by the volunteer.
23. After a fire in Haringey, a visit was arranged with the 21 year old son of the flat owner, his mother. A candle fire caused enough damage to render the flat inhabitable. The son felt the council were not being as quick as they could be to rehouse them and the volunteer offered some advice and reassurance to help the resident. In addition the mother had lost some important ID so the co-ordinator emailed the son with website links and information to help replace this. The son also told the volunteer that it will be hard for him to replace essential items lost in the fire due to financial constraints. The co-ordinator then provided him with any charities that could provide the family with items such as an oven, fridge, or bed.

Success criteria 2 - The volunteers must be suitable for the task, well managed, appropriately integrated with other operations, but have clear roles.

24. With regard to the second criterion, the volunteers underwent a largely informal recruitment process, supported by criminal record checks and character references. Whilst the volunteers for this project were appropriate and suitable for the role as the feedback above bears out, the evaluation report recommends that a wider recruitment process should be put in place for any future volunteer recruitment, to ensure that the profile of the volunteers more closely matches the profile of the local community within that borough. Officers accept this recommendation and note that this has been taken into account in the CFC volunteer recruitment. In terms of the time commitment to the project, the 'After the Fire' visits carried out in this project are demand driven, therefore the concept of requiring a set level of commitment per month (for example) could not be tested. By moving the ownership of the project to both boroughs, it is felt that future volunteer recruitment could be more locally determined and local station staff could take advantage of existing partnerships to recruit more representative volunteers particularly in terms of BME and age.

Success criteria 3 - Business as usual operational performance must not be disrupted or degraded through the use of volunteers or the implementation of this project.

25. With regard to the third criterion, operational performance was not affected by the implementation of the project. The demand on fire crews was that those in the pilot boroughs were briefed prior to the pilot start and periodically thereafter, and asked to offer the volunteers'

service at the end of each accidental fire incident, unless residents had been hospitalised as a result. In that case, it was considered inappropriate to expect the volunteers to carry out visits, given the knowledge and skills which would be required to positively interact with someone who might potentially have suffered very serious injuries. This acknowledged shortfall in the service could be addressed if the service were to be established permanently, as training and support for the volunteers could be developed over time.

Lessons learned

26. The key findings from the Cordis Bright evaluation have shown that:

- (a) the Brigade can effectively work with community volunteers and has learned a lot of positive lessons from this pilot particularly in terms of recruitment, training, management, communication opportunities and legal, HR and finance considerations
- (b) community volunteers are an effective way to deliver a service such as 'After the Fire' visits within their local community and potentially other services as well;
- (c) wider recruitment processes should be utilised in future using local knowledge and partnerships to ensure volunteers are representative of their local boroughs;
- (d) training should be tailored to account for the skills and experience of the volunteers.

27. It is worth noting that the learning points outlined above have been incorporated into the project planning for the CFC project, which utilises community volunteers to support delivery. The rollout of CFC to four new boroughs (Waltham Forest, Redbridge, Barking and Dagenham and Haringey) in September 2013 attracted 48 community volunteers who have been trained to support the delivery of the 12 month schemes. The lessons learnt from the pilot have been invaluable in setting out the approach to recruiting and managing how volunteers have been involved with the CFC programme. Both volunteer schemes run in parallel and there are opportunities to develop the links more closely particularly at Haringey.

Conclusion

28. The outcomes of the evaluation will be shared with the volunteers and a formal event (at nil cost) will be held to thank them for their participation in the pilot phase. The Haringey and Wandsworth volunteer service will continue, transitioned to Brigade Area management with support from the centre to set up. Future volunteers projects, such as that already established for CFC, will take the learning points into account and the existing volunteers should receive further tailored training opportunities.

Head of Legal and Democratic Services comments

29. The Head of Legal and Democratic Services has reviewed this report and has no comments.

Director of Finance and Contractual Services comments

30. During the pilot, costs were based on support provided by a dedicated officer (FRS C grade) acting in the role of the Volunteer Co-ordinator and running costs comprising of training and resources for the volunteers. The average cost of a standard full visit was determined to be £47 but when other types of contact undertaken by the volunteers have been factored in, this results in a unit cost per contact of £15. These costs exclude the cost of the Volunteer Co-ordinator which utilised existing resources within Community Safety at no additional cost to the Brigade. Now that the model of operation has been fully established, the management of the scheme can be transferred to the area teams and incorporated within their wider duties allowing the scheme to move forward with a significantly lower resource requirement than the pilot. It is hoped that similar efficiencies can be gained through engaging volunteers to support the effective delivery of other schemes such as the Community Fire Cadets.

Sustainable Development Implications

31. Although this policy does not have any direct environmental implications, the provision of community engagement and volunteer programmes supports the brigade's Sustainable Development Strategy aims. In particular it supports the "Health, Safety and Wellbeing" and "Equality and Social Inclusion" strands of the Brigade's Sustainable Development Framework, by understanding and responding to the community we serve and supporting volunteering.

Staff Side Consultations Undertaken

32. There are no staff side implications arising from this report.

Equalities Implications

33. The use of volunteers gives LFB the capability to provide support to victims of fire who may be particularly vulnerable or require additional assistance to recovery from their present situation or make changes to their life style that will reduce the risk of future fires.

List of Appendices to this report:

1. Number of 'After we Leave' visits carried out in each borough

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985	
List of background documents	
1. Cordis Bright report 'Community volunteer pilot project evaluation' September 2013	
2. Project management reports, including project initiation document, monthly finance reports and quarterly updates to Project Board.	
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Appendix 1

Number of 'After we Leave' visits carried out in each borough

Haringey	Number of qualifying accidental fires	Number of doorstep advice visits	Number of telephone advice visits	Number of volunteer visits
Q1 2012/3 (25th April – June 2012)	21	5	2	4
Q2 2012/3	36	4	5	5
Q3 2012/3	39	6	4	4
Q4 2012/3	30	5	5	5
Q1 2013/4	37	7	8	4

Wandsworth	Number of qualifying accidental fires	Number of doorstep advice visits	Number of telephone advice visits	Number of volunteer visits
25/06/2011 - 30/06/2011	7	0	0	0
Q2 2011/2	39	7	4	5
Q3 2011/2	40	5	5	4
Q4 2011/2	21	3	3	1
Q1 2012/3	42	3	2	4
Q2 2012/3	50	3	11	8
Q3 2012/3	47	7	3	6
Q4 2012/3	51	6	8	8
Q1 2013/4	28	3	5	6



**LONDON FIRE
AND EMERGENCY
PLANNING AUTHORITY**

Report title

Update on buildings used as unsuitable living accommodation

Meeting

Strategy Committee

Date

12 November 2013

Report by

Third Officer

Document Number

FEP 2172

Public

Summary

This report provides an update on the Brigade's response to the increasing problem of unsuitable buildings used as living accommodation. Reports were presented to the Strategy Committee on 12 January 2012 and 17 July 2012, which outlined the issue and provided an overview of some of the work which was beginning to be delivered at a local level in some of London boroughs. The impact of the issue has now been fully researched and a best practice model written in the form of a Framework to assist local boroughs with tackling the problem.

Recommendations

That the Committee:

1. Agrees to share the Framework with other Fire and Rescue Services through the Chief Fire Officers' Association (CFOA) Home Safety Committee; and
2. Considers extending this work to include unlicensed, overcrowded HMOs and rogue landlords in line with recommendations from the Government 'Beds in Sheds' Taskforce.

Introduction

1. At the Strategy Committee meetings held on 12 January and 17 July 2012, Members received the reports "Buildings being used inappropriately as dwellings" (FEP 1851 and 1938). The reports highlighted the increasing use of unsuitable buildings as living accommodation, known as 'beds in sheds' and explained how Government funding was being used by seven selected boroughs to respond to the issue. This work was initiated following the double fire fatality involving rough sleepers in Lambeth in November 2012. The work carried out by borough commanders at the time of the initial committee reports was still in its infancy, and has developed since to include links with wider government policy priorities.
2. Buildings used unsuitably as accommodation has been defined as: living in outhouses, sheds, garages or derelict/void commercial premises (e.g. pubs/offices).
3. Further research has been carried out to identify:
 - Incident data from the Brigade's Information Management System (IMS) to identify incidents, injuries and deaths involving people sleeping in occupied derelict properties.
 - The scale and impact of this problem on the Brigade, other partners and the communities we serve.
 - Progress at the multi-agency Government Taskforce set up on April 2012 to tackle this issue nationally. The Deputy Commissioner attends these meetings to represent the Brigade's interests.
 - Best practice from the work carried out in the seven nominated London boroughs which have received Government funding to tackle the problem, as seen in Table 1 below. This was used to develop a Framework to support boroughs across London to initiate this work where there are similar issues.
4. The Department for Communities and Local Government (DCLG) have made £2.6m available in two tranches to a group of pilot local authorities particularly affected by rogue landlords, and any homelessness which results from this action. The money is allocated directly to the seven Local Authorities in London and in some cases, for example, it has been used to recruit Housing and Planning Officers to work specifically on the issue.

Table 1 – Seven boroughs allocated funding

Borough	Tranche 1 grant 2011/2012	Tranche 2 grant 2012/2013	Total
Ealing	£280,000	£270,919	£550,919
Hounslow	£280,000	£0	£280,000
Newham	£280,000	£227,572	£507,575
Brent	£163,745	£0	£163,745
Redbridge	£163,000	£108,368	£271,368
Southwark	£163,000	£0	£163,000
Hillingdon	£150,000	£183,141	£333,141
Total	£1,479,745	£790,000	£2,269,745

Incident Data

5. Over the last four years there have been several fire fatalities and a number of other non-fatal incidents involving rough sleepers or occupants living in unsuitable properties which do not have the necessary fire safety measures to ensure the safety of the inhabitants.
6. In the four year period between 1 April 2009 to 31 March 2013, there were a total of 341 fires in buildings which should not have been occupied, but showed signs of occupation, in London. These resulted in nine fire deaths and 58 serious injuries. There have been further incidents since this date, one resulting in a fatality in July 2013 in an outbuilding in Hillingdon.

The Scale and Impact of the Problem

7. The issues are complex and examples range from individuals or families living in a disused commercial building, to those living in an outhouse or garage ('beds in sheds'). The economic downturn, a rise in the number of destitute economic migrants (mainly from Central and Eastern Europe 'CEE')¹ and an increasing demand for private rented homes in recent years with rogue landlords looking to exploit this situation are all exacerbating this issue.

Outbuildings

8. London has seen an escalation in the number of outbuildings used as living accommodation impacting on all parts of society with some vulnerable individuals, children and families living in a high degree of squalor. These are known as 'beds in sheds' and may be used by rough sleepers or illegally leased to migrants and those who are vulnerable by rogue landlords. In some cases these landlords are specifically targeting migrants, some of whom are in the UK illegally, as this group are easily exploited. These premises rarely comply with legal, planning or building regulation and as a consequence do not have the necessary fire safety standards suitable for people to live in or escape from safely. Fire risks are a serious concern as electrical and gas supplies may be extended dangerously from the main house and emergency exits compromised. Occupants may also have limited fire safety awareness around cooking, use of candles or smoking safely.
9. It is difficult to capture the true extent of 'beds in sheds' around London, however one report quotes the councillor of Hounslow estimating there are approximately 50,000 people living in outbuildings around London.² An outbuilding can be used as living space provided it is ancillary to the house (office, gym) and does not require planning permission. However, if the homeowner is planning to let the outbuilding as living accommodation, it requires planning permission and must meet building regulations. There has been a range of research conducted by individual borough's including Ealing and Harrow to identify and assess the scale of the problem and to understand the causes, impacts and possible solutions.³ This has included attempting to understand the individuals involved, affordability of public and private housing, potential partnership solutions and opportunities for enforcement action.⁴
10. In terms of the impact on Council services, Ealing's research identified a number of areas typically affected as a result of the population living in illegal outhouses including pest control; drainage; anti-social behavior such as shouting, washing in gardens and disposal of rubbish; waste management; parking and alcohol and drug services. Ealing's research found that quantifying the precise impact of the problem and the drain on local services was not straightforward although a number of hazards and risks to occupants which led to service

¹ Street to Home 2012/3 report

² Daily Mail (26/08/13) 'Inside the migrant bed city' Sue Reid

³ Illegal outhouses in Ealing, Scrutiny panel Review (17/04/2013)

⁴ Harrow Private Sector Housing Strategy (March 2013)

impacts, as well as types of offences or problems had been observed at sites. Typical hazards which have been recorded on street surveys included risk of fire; excess cold due to lack of insulation and poor heating provision; damp and mould; shoddy electrics; structural defects – some outhouses have been extended or modified using unsuitable materials overcrowding and poor sanitation.

The Risk to the Brigade, Partner Agencies and the Community

11. When the Brigade is called to a non-residential premises, habitation is not expected and this may impact upon the Brigade's operational response. The Brigade needs to be aware of the location of these premises so they can plan their response accordingly. The buildings may be structurally compromised with unknown hazards, lift shafts, or may contain loopholes. There may be risks from disused gas cylinders, excessive fire loading, syringes, human/animal waste and other hazards. These risks would impact on firefighters, occupants and those living in close proximity to this premises if a fire were to occur.
12. Risks to squatters or occupants increase if they have drug and alcohol abuse issues and fire doors or means of escape are compromised, as any of these factors could impair their ability to escape in an emergency. The occupants are at risk of ill health due to cold, damp conditions and lack of insulation or heating. The electrical and/or gas supply in squats is often non-existent, leading to use of dangerous alternatives such as gas cylinders. Illegal tampering with utility supplies from the street or neighbouring properties can also increase risk. Many rogue landlords who rent out outbuildings extend plumbing and electricity connections from the main property into the garden sheds and garages, which is hazardous.
13. Local communities may be concerned due to environmental impacts of some of these issues such as a build up of rubbish and waste. Anti-social behaviour which is perceived to be associated with rough sleepers, such as begging, prostitution, street drinking, drug taking, shoplifting, and noise nuisance may also lead residents to developing a fear of crime in their area.
14. The physical and mental health of rough sleepers has a significant impact on health services in London. The Metropolitan Police Service (MPS) require resource to tackle these issues as crime rates in areas with high levels of rough sleeping and associated street activity are high. These range from begging and shoplifting to assault, murder and organised crime⁵. Alcohol and drug misuse of some rough sleepers can be a danger to any partner who is required to interact with them as part of their duties, e.g. Metropolitan Police officers, outreach workers.

Local Work to Tackle this Issue

15. Below are examples from boroughs which have advanced this work effectively and have strategies in place to tackle the issue of buildings used as unsuitable accommodation.

Brent

16. In Brent, the Borough Commander pioneered the development of a strategy to tackle this issue in 2008 as part of the Local Authority's Homeless Action Plan. He worked closely with his Station Managers and partners to ensure there was a collaborative approach to tackle problematic vacant buildings used as sleeping premises, following several fires in commercial buildings used by rough sleepers. These premises were identified by the Brigade through Visual Audits, attendance at incidents and Regulatory Fire Safety and partner intelligence. A Working Group consisting of the Brigade, Local Authority, UK Border Agency, voluntary

⁵ DCLG, Rough Sleeping lead officer, Helen Keats

agency and MPS was formed to establish risk and resolve the issues. Actions from this group included co-ordinating multi-agency visits to the premises to identify risk and remove the occupants from the premises to reconnect or resettle them. The Brigade's Fire Safety Regulation Team were instrumental in supporting the Local Authority with enforcement action where commercial premises were identified as occupied by rough sleepers, and the landowner's responsibilities for securing the premises needed to be addressed.

Ealing

17. Ealing is one of the few boroughs with a formal multi-agency strategy to tackle buildings used as unsuitable accommodation. The Borough Commander raised the issue at the Crime Disorder Partnership (CDRP) meeting and using Government funding, they developed an approach to tackle the issue with both commercial buildings and outbuildings. Similar to Brent, a Working Group was established to focus specifically on the issue and a Station Manager was allocated lead officer to drive the project for the Brigade. He attended bi-weekly meetings to review the list of premises identified with partners and prioritise them for action using a multi-agency risk matrix.
18. Possible at risk premises within wards and streets were identified through intelligence received from members of the Local Authority, public, Metropolitan Police Service (MPS), Fire Brigade and other partners. Information sharing protocols were established to ensure the safe exchange of information between agencies involved. Where there were high concentrations of Houses in Multiple Occupation (HMO), privately rented properties and outbuildings, street surveys were carried out by the appropriate partners. The Station Manager supported these where appropriate.
19. Housing standards inspections were carried out to ensure there were no serious (category 1) health and safety hazards. Where a housing standards inspection showed that there was imminent risk to the health and safety of the occupiers, a prohibition order under Housing Act legislation was served to prohibit the use for occupation. If the property was rented as a HMO which was not licensed, a warning letter and license application forms were sent to the owners. Owners were prosecuted where the order was not complied with.
20. The outcomes of this work have been communicated to the CDRP meetings to review regularly and monitor. In Southall, 19 streets were surveyed, there were 669 outhouses identified and counted, of which 105 (16 per cent) were not safe for use as living accommodation.⁶ This work was prior to September 2012 and more work has been carried out since. By April 2013, officers had inspected more than 3,000 homes and issued 224 planning warnings, 84 contravention notices and 31 Housing Act notices. The council has also informed four landlords they are required to demolish their illegal buildings – if they do not do so within a year, the council has the power to do this themselves⁷. The work in Ealing is on-going and good practice from this advanced model has been used to create the Framework.

Newham

21. Newham have a strategy in place to tackle 'beds in sheds', commercial premises and also progressed to include the unlicensed rental sector and overcrowded Houses in Multiple Occupation (HMOs). The Borough Commander was proactive and joined the development of this work at an early stage as a key strategic partner. They have three layers of teams to tackle this work: The Mayoral Enforcement Group, the Strategic Enforcement Group and the Tactical

⁶ Illegal Outhouses – Size of the Problem and its Impact, Liz Laporte 27/09/12

⁷ http://www.ealing.gov.uk/news/article/634/funding_secured_for_outhouses_team

Enforcement Group. The Borough Commander attended the strategy level meetings and a station manager was nominated to attend the tactical meetings. The Station Manager was essential for communicating intelligence regarding unsuitable occupied premises identified through Visual Audits and attendance at incidents. Thermal imaging camera fly overs were carried out using Police helicopters at no cost. Every month an area was targeted to visit and carry out enforcement action if required. The Brigade attended these to offer Home Fire Safety Visits or refer to the Fire Safety Regulation team if appropriate. The Local Authority led on enforcement action. This partnership group has been open to targeting areas which have been identified as high risk for the Brigade, even when it may not feature as a priority to other partners.

22. This work has successfully led to the prosecution of landlords for a variety of housing breaches, such as those who do not have the planning permission to convert properties to multiple flats or private landlords who rent unsuitable buildings for dwelling use. Newham ordered certain outbuildings to be demolished or prohibited their use. This determined approach aimed to act as a deterrent to rogue landlords and led to successful prosecutions. Newham's success is attributed to strong local political commitment, innovative policy development and government funding which provided resources to tackle the issue.

Government Taskforce

23. On 30 April 2012 a multi-agency, Government led Taskforce was established to tackle buildings used inappropriately as dwellings. The purpose of this Taskforce was to support local authorities to use their enforcement powers across planning, fire safety, housing and environmental health to prosecute the landlords who exploit this practice. This is in collaboration with the UK Border Agency, Police, Her Majesty's Revenue and Customs (HMRC), Department of Work and Pension and the Fire and Rescue Service.
24. The Taskforce meeting in July 2013 was used as an opportunity for some areas to showcase how funding has been successful at tackling the issues. Newham and Slough promoted their models which showed how through multi-agency working, they have identified these premises (using street surveys or thermal imaging) and prosecuted landlords who follow this illegal practice. This was to send a strong message to potential rogue landlords about the will of enforcement agencies to stamp out this dangerous practice.
25. Issues raised at this meeting included the perceived lack of severity in how courts imposed penalties, there was the feeling that this should relate to the person's assets. In many cases the offending landlords own multiple properties and are renting out unlicensed HMOs, which is very lucrative. There are also issues with some Local Authorities being unsuccessful at recovering the costs of these penalties and court costs from the prosecuted landlords.

Gangmasters Licensing Authority (GLA)

26. The Gangmasters Licensing Authority (GLA) aims to protect workers from exploitation. The false promise of work and accommodation are the key means by which illegal migrants are tempted to the UK and then exploited. The LFEPA and GLA have agreed to work in partnership to tackle this issue collaboratively and share information when either party has identified a premises being used inappropriately as sleeping accommodation. A Memorandum of Understanding ("MoU") has been drafted for agreement by both organisations and in the process of being signed.

Best Practice Model - Framework

27. Best practice was collated by the Brigade from boroughs which have created and implemented a strategy to manage the issue effectively. Brent, Ealing and Newham are particularly advanced in establishing a strategy and have experienced successful outcomes. This work has been integrated into the Framework, the purpose of which is to support other boroughs who have similar issues with guidance to carry this work out locally.
28. The Framework provides Borough Commanders with guidance on tackling the issues using a multi-agency, partnership approach. Through establishing or utilising existing strategic and working groups, these premises can be identified, reported and tactical plans can be developed to address the issues. The main stakeholders of this multi-agency group can comprise the Brigade, Local Authority, Metropolitan Police, rough sleeper outreach services and possibly the UK Border Agency (UKBA). Between the core partner agencies there are sufficient enforcement powers to tackle the problems efficiently and therefore it is much more effective than acting alone. This approach aims to tackle the issues holistically to ensure that those living in these premises are not displaced to the streets or another unsuitable building. There is the flexibility to adjust the model to suit local requirements where resources are limited.
29. The Brigade's role as a partner in this model is manageable by incorporating the work into existing activities such as Visual Audits, Grouped Risk Visits, Home Fire Safety Visits and the work of the Fire Safety Regulation Team.

This model outlines the approach to manage:

- Outbuildings identified as being used for living accommodation and which do not conform to building regulations.
- Squatting in commercial, derelict/disused buildings.

The model involves:

- Establishing a new/existing multi-agency strategic and working group to tackle the issue.
- Identification of buildings used as unsuitable accommodation (by agencies and public).
- Implement risk assessments (appropriate partners visit site to gather more information).
- Prioritise premises for action (Working Group will apply a risk matrix to identify premises most at risk).
- Plan approach – enforcement, support services, offer reconnection to their place of origin either abroad or in UK (various partners lead on actions).
- Implement action plan and review.
- Relay actions and outcomes to Strategic Group to update them for monitoring and evaluation purposes.

Further Work

CFOA

30. The CFOA Home Safety Committee have asked the Brigade to share its pioneering work in this area with the other 46 Fire and Rescue services via the CFOA network. Therefore it is proposed that the Framework be made available to support other fire and rescue services across the UK.

Development of 'Beds in Sheds' Taskforce

31. As outlined in paragraph 26, this multi-agency Taskforce was established in April 2012 to help tackle the issue of 'beds in sheds'. There was discussion at the last Government Taskforce

meeting held on 1 July 2013, to propose an extension of the remit of the Taskforce to include tackling the issue of rogue landlords, unlicensed HMOs and illegal Gangmaster activity.

32. Borough Commanders from the seven priority boroughs were forwarded the letter in Appendix 1 to bid for a portion of the £3m Government funding available to help tackle rogue landlords in the private, rented sector. Priority London boroughs have been made aware of this funding available and Haringey is one of the boroughs which has produced a bid for £300k to tackle the issue.

Conclusion

33. The issues of rough sleeping and vulnerable groups occupying buildings which are not designed for safe habitation are complex, on the increase and require long term solutions. The Framework is the first step towards ensuring boroughs with high concentrations of buildings used as unsuitable accommodation are aware of the impact of this problem and can begin to plan ways to manage it. It is a problem which requires a multi-agency approach as it impacts on all services. There have already been 10 fire fatalities in these types of premises over the last four years. Awareness of the issue both within the Brigade and amongst partner agencies needs to be raised and the Framework used to address the issues proactively.

Head of Legal and Democratic Services comments

34. The Head of Legal and Democratic Services has read and commented on the report.

Director of Finance and Contractual Services comments

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

Sustainable Development Implications

36. The Brigade's response to unsuitable buildings used as living accommodation is aimed at reducing fires amongst high risk groups, providing beneficial outcomes against all aspects of sustainability.

Staff Side Consultations Undertaken

37. There are no staff side implications arising from this report.

Equalities Implications

38. The Framework will require an equality assessment (EA) before it can be implemented, shared with other fire and rescue services or extended, as there is a strong possibility of disproportionate impact on sections of the community that share protected characteristics. The Brigade's EA should reference any EA findings of the partner agencies regarding the Framework. It should be noted that disproportionate impact does not prevent a policy being implemented but all agencies need to recognise and record the likely impact and any mitigation that will be adopted to reduce adverse disproportionality.

List of Appendices to this report:

Appendix 1 - Letter from DCLG regarding funding for tackling rogue landlords

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985	
List of background documents	
Proper officer	Third Officer
Contact officer	Divya Patel
Telephone	020 8555 1200 Ext 30840
Email	divya.patel@london-fire.gov.uk

Appendix 1



Department for Communities and Local Government

Leader of the Council
Local Housing Authorities

Mark Prisk MP
Minister for Housing

*Department for Communities and Local
Government*
Eland House
Bressenden Place
London SW1E 5DU

Tel: 0303 444 0000
E-Mail: mark.prisk@communities.gsi.gov.uk

www.gov.uk/dclg

I am writing to invite your authority to submit a bid for funding to help tackle rogue landlords in the private rented sector. Up to £3m is being made available for this purpose.

There is a small minority of rogue landlords in the sector who place tenants in overcrowded or poorly maintained accommodation. As well as the impact that has on tenants, these poor living conditions can have a major impact on the local area.

This Government is determined to crack down on rogue landlords who have no place in the sector. We have been encouraged to see some of the effective enforcement work that has gone on around the country recently, as well as work by local authorities to engage landlords more generally and drive up standards across the board. However, we are aware that in a handful of areas there are particularly acute problems with clusters of very poor quality properties, which are associated with wider problems - illegal working, anti-social behaviour, illegal immigration etc - and we therefore need to take a multi-agency approach to tackle that. We have already had a considerable degree of success using a multi-agency approach to tackle beds in sheds and are keen to apply that approach in other areas with similar acute and complex problems.

We are therefore making some money available this year and next that can be used to fund local authority activity in tackling rogue landlords. That activity is likely to include, but is not limited to, further action on beds in sheds.

I am therefore asking local housing authorities with particularly acute and complex problems related to rogue landlords to submit a bid for this funding. The information that you are asked to provide is attached.

The deadline for applications is Friday 20 September. Bids should be submitted to:
roquelandlords@communities.gsi.gov.uk

My officials will be able to answer any queries that your officers may have. In the first instance, they should contact jonathan.bramhall@communities.gsi.gov.uk.



Report title

Progress update on the Brigade's children and youth engagement schemes

Meeting

Date

Strategy

12 November 2013

Report by

Document Number

Third Officer

FEP 2173

Public

Summary

This report provides an overview of all of the Brigade's children and youth engagement schemes, with specific reference on the progress of Community Fire Cadets due to the recent expansion of the scheme in September 2013. This report also provides an update to members on the Brigade's wider youth engagement schemes including Juvenile Firesetters Intervention Scheme (JFIS), Education (Schools), Local Intervention Fire Education (LIFE), Crossfire, Prison Me No Way, Junior Citizens and the Princes Trust. This report also includes an update on progress towards achieving the recommendations included in the external evaluations of the four largest youth schemes (LIFE, JFIS, Cadets and Education) carried out in parallel between April and August 2012 and reported to Members in May and November 2012.

Recommendations

That the Committee:

1. Notes the work being undertaken by officers to deliver the Brigade's children and youth engagement offer; and
2. Supports and champions the Brigade's children and youth engagement activities by helping Borough Commanders to broker meetings with key local partners.

Introduction

1. The Community Safety Committee met on 9 June 2011 to consider the report "LIFE: progress report on the implementation of the approved changes and further development work" (FEP 1739). The Committee agreed the recommendation to commission a formal evaluation to independently evaluate the LIFE scheme along with the Juvenile Firesetters Intervention Scheme (JFIS), the Brigade's schools education programme and the Community Fire Cadets (CFC) scheme.
2. The Brigade commissioned Cordis Bright to carry out the evaluation of all four youth schemes. They provided four individual evaluation reports with a final comparative report summarising all four evaluations presented to Strategy Committee in November 2012.
3. In addition to these four main schemes, a number of other children and youth engagement schemes are being delivered at borough level, principally Crossfire, Prison Me No Way, Junior Citizens and The Prince's Trust.
4. This report summarises the progress towards meeting the recommendations outlined in the external evaluation of JFIS, LIFE, the Brigade's schools education scheme and the CFC scheme. The main focus of the report is on the Cadets scheme due to the high profile nature of the recent expansion. A further report is being prepared to Strategy Committee later in 2013/14 to meet the objective highlighted in LSP5 of looking at the relative effectiveness and value of all our separate youth activities and bringing them together under the successful LIFE brand so they represent a more coherent and integrated approach, better focussed on the Brigade's objectives and those of our partners.

Core Brigade children and youth engagement schemes

Community Fire Cadets (CFCs)

5. The CFC scheme has been running since 2009, following the Young Firefighters scheme which was piloted in Bexley and Hackney in 2008. The CFC scheme is a long term youth engagement programme. In its current form it is a 12 month intervention that takes place in term time for 14-18 year olds. The young people who attend the CFC scheme are expected to follow a modular course linked to the Edexcel Level 2 BTEC in Fire and Rescue Services in the Community. The BTEC can be achieved at three different levels depending on the number of learning hours put in: the Award requires 30 guided learning hours; the Certificate 120 and the Diploma 240.
6. Young people attend a fire station one evening a week for two hours to take part in Brigade-led activities with a developmental educational outcome. The course includes a wide range of practical, physical, community and classroom based elements where young people get the opportunity to experience new challenges, learn new life skills and widen their knowledge about the Fire Brigade and the community it serves.
7. The project benefits young people who are having difficulty at school, have been excluded socially or educationally, are at risk of antisocial behaviour and those with little or no direction in life. CFC gives the young people the opportunity to:
 - Enhance key citizenship skills and build confidence.
 - Develop transferable, practical skills for future training or employment.
 - Gain a nationally recognised BTEC qualification.

- Play supportive roles in their local community and develop positive peer relationships.
- Attend a local fire station one evening a week, work alongside operational and community volunteers.
- Work in partnership with other uniformed cadet groups.
- Represent London Fire Brigade at prestigious events.
- Raise knowledge of community fire safety and empower them to educate family and friends in community fire safety.

The external evaluation of cadets and feedback from young people taking part, parents and their referrers show that CFC:

- Gives young people an insight into the changing role of the modern fire and rescue services.
- Enables young people to work alongside positive role models.
- Raises self-esteem and confidence of attendees.
- Improves discipline and the individual's work ethic.
- Improves learning and academic skills.
- Increases feelings of social responsibility and citizenship.
- Provides value for money.

8. CFC currently have two courses running in Bexley and Havering and as agreed by Strategy Committee in January this year, the aim is to run a further seven schemes in the 2013-15 period in Haringey, Barking & Dagenham, Waltham Forest and Redbridge from September 2013 and in Newham, Tower Hamlets and Hackney from April 2014.

9. The courses for September 2013 are on track including the recruitment of community and operational volunteers; external funding to cover the costs and delivery of the training programme. A total of 48 volunteers were successful in applying to be part of the cadets programme [to help with delivering the courses] of which 18 are operational firefighters and 30 are from the community. Training for all volunteers took place in August 2013 and covered a wide range of information including safeguarding, managing difficult behaviour and understanding the fire service.

10. External funding secured to date for the four new courses introduced in September 2013 include funding from the following, and further funding opportunities continue to be pursued:

- Haringey Department of Working Pensions - £43,000
- Supporting Inclusion Programme - £28,000

- You.Matter - £35,500
- Worshipful Company Of FireFighters - £3,200
- Youth United - further £9,700
- Corporate Sponsorship - £14,400

11. There are twelve recommendations in the evaluation report (see Appendix 1) and progress is updated against each quarterly . These recommendations included establishing a clear model to secure external funding to support the scheme and introducing a communications plan to raise awareness and setting up an appropriate team structure. Out of the 12 recommendations, eight have been achieved and four are on-schedule. Recommendations achieved include creating governance through a dedicated project board and team structure to support the delivery of the scheme and identifying the appropriate funding model to secure over £100,000 from external sources. Further work is on-going to introduce the correct long-term evaluation processes to enable the Brigade to track individuals post completion of a cadets course to understand the long-term impact of the scheme. This will help create evidence to support future external funding bids.

Juvenile Firesetters Intervention Scheme (JFIS)

12. JFIS is a referral based programme which has been running since 2001. JFIS works with children who have demonstrated any type of fireplay or firesetting behaviour from curiosity fireplay in younger children to deliberate firesetting and arson in older teenagers up to the age of 18. Referrals to JFIS come from a range of sources including our own staff, Youth Offending Teams and Social Services departments.
13. The scheme provides tailored, one to one interventions with children and their families to address firesetting behaviour by delivering fire safety education using age appropriate resources. JFIS provides interventions (which include a minimum of three sessions) at the child's home, school or clinic at Brigade headquarters.
14. In the 12 months since the evaluation report, JFIS has seen 178 young people from July 2012 to July 2013. On average each child is seen for 3 hours. The number of referrals per borough varies hugely, with Croydon followed by Enfield and Tower Hamlets having the highest and Hammersmith & Fulham and Westminster having the least demand. The number of referrals to the scheme has dropped from 206 between 2011-2012 to 178 in the last year. The evaluation evidence highlights that this decrease is due to less referrals from Brigade staff than those received from external organisations. This is mainly due to a lack of awareness of the scheme amongst station staff and communications plan is in place to publicise the scheme. External contributors to the evaluation confirmed that they knew of JFIS through word of mouth and thought that there should be more widely available information about the scheme. Recent evaluation protocols have been established to assess JFIS performance and highlighted that of all referrals, 80% opt to go onto the waiting list to have a home visit compared to 20% selecting immediate attendance at clinics at Union Street. Clinic sessions are effective for providing a fast response to see clients who require the service. To encourage a greater attendance to these, JFIS is now setting up satellite area clinics at local stations.
15. There were 12 recommendations in the JFIS evaluation report, which are summarised in Appendix 2 and progress is provided against each. These recommendations included improving mechanisms around evaluation of success, referral from inside the Brigade and externally through

partners; enhancing feedback from JFIS staff to referral agents and introducing a communications plan to raise awareness of the scheme. Out of the 12 recommendations, eight have been completed with both strategic and communications plans in place and a clear approach to evaluating progress and success established. Recommendations which are on-schedule include establishing a best value costing against the service outcomes, enhancing the IT systems to improve performance reporting and developing clear entry and exit criteria. All 12 recommendations will be part of the on-going annual performance management approach to ensure JFIS continues to meet strategic and operational targets.

Education (Schools) programme

16. The Brigade has run an educational programme in schools since 2001 with over 1.2 million school children learning about fire safety in the home. The programme focuses on two year groups: year 2 (children aged 6-7) and year 5 (children aged 9-10). In a 60-75 minute classroom based session, Brigade schools officers use a range of media and interactions to educate children about the dangers of fire in the home. It focuses on the principle messages of prevention, detection and escape.
17. Strategy Committee were updated on 16 July 2013 (FEP 2084) of progress of the overall Education programme. There were six recommendations in the evaluation report and progress against each is updated in Appendix 3. Out of the six recommendations, five have been completed and one is on-schedule for completion by end of March 2014. The four recommendations that have been completed include improving the evaluation processes for all stakeholders and widening the education provision to very high priority secondary schools. The recommendation where work is on-schedule is about the use of specific targets to determine outcomes with children and young people.

Local Intervention Fire Education (LIFE)

18. LIFE is an intensive five-day course facilitated by FRS staff and firefighters at operational fire stations. The programme offers young people over the age of 14 the opportunity to learn new skills as well as building on existing ones.
19. The course is based on the role of the firefighter and participants take part in a range of activities from using ladders, casualty rescue techniques, wearing breathing apparatus and first aid. In addition to this participants are given information on fire safety, prevention, consequences, healthy living, leadership, confidence building and social skills. The course culminates in a pass-out parade where the young people demonstrate the skills they have learned during the week to their families and carers.
20. The LIFE scheme was established in the Brigade in June 2002 to address a specific problem in Tower Hamlets - fire crews at Shadwell Fire Station were suffering attack and abuse at the hands of local young people when attending incidents (including deliberate fire setting) in local housing estates. In 2012, LIFE celebrated 10 years with over 6,000 young people completing the course. LIFE is currently on track to meet it's annual target of 60 courses per financial year with 14 provided in quarter 1 of 2013/14, 145 young people completing the course with a retention rate of 87%.
21. There were 10 recommendations in the LIFE evaluation report, which are summarised in Appendix 4 and progress is provided against each. These recommendations included improving mechanisms around targeting and referral, value for money and defining strategic objectives. Out of the 10 recommendations, six have been completed by changing the approach to external funding reporting and revising the entry criteria for joining a course and the team structure.

22. Recommendations around evaluation and performance management are on-schedule. The LIFE Team are working closely with Borough Commanders to investigate external funding options and a number of positive meetings have been held with a range of stakeholders including local authorities to discuss new funding streams such as Troubled Families and Health Prevention Grants, registered social landlords (RSLs) and pan London organisations including GLA. External funding of £83,940.78 has been secured since 1st April 2013 from local authorities and discussions are now being held to look at pan London bids for funding streams such as from MOPAC.

Wider Brigade children and youth engagement schemes

Crossfire

23. Crossfire is a long-standing schools and youth multi-agency project led by the London Fire Brigade and including partners such as the Met Police and London Ambulance Service working within the Borough of Croydon. It is designed to meet local partner objectives regarding fire-setting, hoax-calling, anti-social behaviour (ASB) and crime. The project has evolved since its inception in 2003 to meet the needs, demands and expectations of the community, and the changing priorities of the local authority.
24. Crossfire works with a range of influential agencies, forums and partnership groups and has developed processes around information sharing and problem solving at the necessary levels to ensure that the targets of the Brigade and needs of the community are met. Crossfire has managed to raise the Brigade's profile within Croydon Council to the extent that it is considered an integral part of the Community Safety Partnerships strategy to combat ASB particularly hoax calling and fires. This can be attributed to the continuing relationship built year on year with the children, teachers, schools and community and through the continuity of message to various age groups, starting at pre-school.
25. Crossfire provides five main programmes and events which are coordinated and delivered at a local level by a small, experienced, dedicated team. Crossfire is delivered in primary and secondary schools, pupil referral units, and youth and community groups. The various modules within the programme offer tailored approaches to tackling specific key fire safety concerns. As well as engaging with the children and young people of the borough, this inclusive programme also involves their parents/ guardians.
26. Specific events include Citizenship days delivered to Years 1, 4, and 6, with partners including the Met Police, CEOP (Child Exploitation On-line Protection) and London Ambulance Service. Impact Factor is a Crossfire program for young people aged between 12 and 14 (Years 8, 9 and 10) to support citizenship and PSHE programmes within secondary schools. This one day programme explores decision making, choices, and consequences through real life re-enactments of critical incidents. Partners include different sections within the Met Police such as CO19 (Guns section) and Trident, Victim Support and charities like Lives Not Knives. In addition to Croydon, funding has also been secured to run Impact Factor in Bromley.
27. The All Ages Safety Programme -also part of Crossfire -runs in youth clubs and community groups working with children and their families. It is designed to promote family and personal safety, through presentations from a number of various agencies. The Pupil Referral Unit Project targets those young people most likely to be involved in Anti Social Behaviour (ASB), fire-setting and hoax calling. Assistance is offered for the children attending PRUs and their families to improve their IT skills, and seek appropriate training courses or full time employment. Finally, the Family Safety Challenge project runs in schools, working with children and their families. It is designed to promote family and personal safety, through presentations from a number of various agencies.

28. Table 1 below sets out the quantitative results for Crossfire since 2008/09 and reported to the London Borough of Croydon. Results for Quarter 1 (1 April -30 June 2013) show that the number of young people seen by Crossfire was 5,020 (well above the Croydon LA target of 900) across 120 individual modules (e.g. Citizenship days and Impact factors) and in partnership with 19 agencies. Interventions following a Crossfire programme by the Brigade included 10 arson letterboxes being fitted and eight vulnerable people being referred to support agencies.

Table 1 – Crossfire results

Aim	Results
Number of young people attending	2008/09 – 18,623 2009/10 – 20,979 2010/11 – 22, 043 2011/12 – 21, 287 2012/13 – 18, 430
Next day interventions	2008/09 – 9 2009/10 – 38 2010/11 – 61 2011/12 – 45 2012/13 – 52
Number of individuals identified as vulnerable and referred to appropriate support networks	2008/09 – 18 2009/10 –24 2010/11 –36 2011/12 –37 2012/13 –45

29. External funding of over £100,000 has been secured since 2008/09 from the London Borough of Croydon to manage and run the various elements of Crossfire including £20,000 so far in 2013/14. As part of the criteria for this funding through the borough's Crime and Safety Partnership, the Brigade have had to both monitor and report quarterly on the success of the scheme and the outcomes achieved.

30. Crossfire is well developed within Croydon and there may be potential dependent on securing the relevant external funding to roll the model out to other boroughs with similar characteristics. A full evaluation of the programme since its inception will also be carried out in 2013/14 to determine its sustainable success and to outline the difference of the scheme to other initiatives such as Prison Me No Way (PMNW) and Junior Citizens. Dependent on the outcome of the evaluation, it is also suggested that a Brigade policy on Crossfire is developed by Community Safety.

Junior Citizens

31. Junior Citizens (JC) events are multi agency events run by the Police or Local Authority. The Brigade has been participating at borough level in JC events for many years. At the events there are likely to be a wide variety of agencies such as Network Rail, St John's Ambulance/Red Cross, Local Authority, London Transport, Transco, Port of London Authority and others. The events are based around the themes of crime, citizenship and personal safety. The events target schoolchildren between 9 – 11 years and take them through interactive scenarios from which they learn important safety information.

32. Participating agencies set up interactive 'activity stations' through which children can learn important information. Children take part in each activity station working in groups, spending on

average ten minutes in each. Depending on which agencies are present, the following activity stations may be included in the event: fire safety, railway dangers, electrical safety, first aid, drug awareness, stranger danger, road safety, gas safety, public transport safety, street awareness, cycle safety, water safety, suspect packages, construction site safety. The Brigade activity station teaches children about smoke detection and escape from fire. In some JC events the Brigade has two activity stations, the second teaches children about fire hazards and reducing risks of fires in the home. The events usually run for one - two week periods. Typically JC events take place at one location in a borough although some boroughs run the events as road shows.

33. Between 1st April – 1st September 2013, Junior Citizens was delivered in 14 London boroughs with the Brigade's involvement lasting between two days to four weeks with a total combined commitment of 122 days. This will be increased to 19 boroughs with a total of 36 individual events and 290 days by the end of March 2014 with Hackney, Redbridge, Newham, Lewisham, Croydon and Richmond all being involved in at least two events. Bromley and Southwark will both be involved in delivering five events while Barnet was involved in an intensive four week programme in June 2013. The Brigade will continue to support Junior Citizens at an individual borough level but will ensure that the appropriate monitoring and quality assurance processes are in place to assess success. The future is very much dependant on funding from external partners in the different boroughs and also the Brigade's ability to facilitate delivery.

Prison Me No Way

34. The No Way Trust is a national educational charity set up in 1993 by prison officers who wanted to make an impact on the lives of young people and turn them away from crime and its consequences. In 1995 Prison! Me! No Way! became a registered charity called The No Way Trust after the huge success of the Prison! Me! No Way! from 1993. The aim of Prison Me No Way is to raise awareness amongst young people, aged 8 to 18, about the causes, consequences, penalties and impact of crime.
35. Nationwide, the Trust currently works proactively with over 2,000 secondary schools and more than 1800 other youth organisations including voluntary youth groups, charities, groups of excluded and disaffected young people, pupil referral units, youth offending teams, magistrates, secure units and attendance centres, police, the Brigade and other Fire and Rescue Services.
36. The main delivery tool that the Brigade are directly involved with is multi-agency "Crime & Safety Awareness Days". The pupils are removed from their normal daily school cycle for the day and encouraged to respect the value of their freedom by experiencing the restrictive aspects of prison life first hand. An average of around 20 of these events are delivered in London per academic year, providing interactive workshops for young people in Years 8-10 to learn about the possible consequences of becoming involved in antisocial or criminal behaviour. The breakdown of events is as follows:
- Academic year September 2010/11 – 29 events held
 - Academic year September 2011/12 – 10 events held
 - Financial year April 2011/12 – 21 events held (NE:12, NW:1, SE:3, SW:5)
 - Academic year September 2012/13 – 14 events (NE:5,NW:1, SE:3: SW:5)
37. These innovative workshops include meeting a life-term prisoner and hearing a 'no holds barred' account of their experiences, and spending time in a reconstructed, scale mobile prison cell.

Coordination and delivery of PMNW is managed centrally by the Education Team as part of the secondary schools education programme. All PMNW events are facilitated by two members of staff for a full day and the composition of staff attending vary from each area and borough. It is estimated that to attend the 21 events in 2011/12, the total Brigade staffing cost was £3,311.99. Schools pay to host PMNW and with reduced local funding this may have an impact on the number of PMNW initiatives in 2013/14. Other similar initiatives that are being promoted include multi-agency Citizenship Days that schools arrange themselves. The Brigade will continue to help facilitate PMNW when asked but will not actively promote it.

The Prince's Trust

38. The Prince's Trust run and sponsor a range of activities and programmes for young people, including XI clubs. XI clubs are class groups of young people, based in secondary schools across the UK. Participants are mostly aged 14-16 however, and take part in a closed two year programme, meeting 3 hours a week guided by an XI adviser.
39. Prince's Trust XI clubs are aimed at and provide an informal development environment to young people who are facing difficulties at school, including those at risk of exclusion. These young people may be in care or come from poorer, disadvantaged backgrounds, which are recognised as being at an increased risk of fire in the home. There are 80 XI clubs in London.
40. Brigade operational staff attend XI clubs to run fire safety workshops which help assist young people to achieve the learning outcomes set out in the Prince's Trust XI Award (particularly those in the Community and Citizenship Awareness module), whilst also contributing towards LFB's aims and objectives. The topics/subjects of the workshops available are: arson, hoax calls, fire safety in the home and roles and responsibilities although there has also been an increasing focus on recruitment and skills required to work in the Brigade.
41. In October 2012, The Prince's Trust and the Brigade signed a memorandum of understanding (MOU) agreeing to work in partnership particularly to support the delivery of education's fire safety workshops within the Trust XI programmes. There are around 80 established XI clubs in between 50 – 55 schools in London with a total of 650 young people attending and Brigade attendance at these sessions will be starting from November 2013.

Next Steps

42. The four centrally managed youth schemes (LIFE, Cadets, Education and JFIS) have dedicated Brigade staffing resources and clear processes to ensure they are run and deliver effectively. This is achieved through effective communication and partnership with local boroughs and area teams.
43. A quality assurance process will be implemented to ensure that all children and youth schemes either delivered directly by the Brigade or in partnership with external agencies are monitored and consistent processes are in place for evaluation purposes. This is particularly the case for The Prince's Trust and Junior Citizens. At present there are no clear processes in place so it is very difficult to attribute what outcomes are being achieved and the cost involved in supporting these initiatives. From November 2013, a sample of all Brigade youth initiatives which are run at local level will be quality assured by the central youth engagement and education teams to ensure there is a consistent approach.
44. It is suggested that a full evaluation of the Brigade's involvement in Crossfire is undertaken with a view to extending to similar boroughs if external funding can be secured. Due to the level of change in personnel at local government and partner levels, LFEPA members continue to have a

critical role as local community ambassadors to help promote the benefits of the Brigade's children and youth engagement offer. Communication at local level will help the Brigade to increase the number of targeted referrals and the level of sustainable external funding secured.

Conclusion

45. The Brigade has a strong children and youth engagement offer with a core programme of schemes and a menu of other initiatives which are promoted and utilised at a borough level dependent on local circumstances such as funding and need.

46. The Brigade is on track to meet all the 40 recommendations outlined in the Cordis Bright evaluation. The current position shows that 27 of the recommendations have been achieved with 13 being worked towards.

Head of Legal and Democratic Services comments

47. The statutory basis for the children and youth engagement schemes is provided by section 6 (Fire Safety) of the Fire and Rescue Services Act 2004. The Head of Legal and Democratic Services has read and commented on the report.

Director of Finance and Contractual Services comments

48. Out of the four main youth schemes the Education Team and JFIS are fully funded through Brigade resources, whereas both LIFE and Cadets are seeking to develop a long term funding strategy that will allow them to recover full costs and put them on a sustainable footing.

49. As the proposal to set up a Brigade charity was not considered viable at this time given the economic climate, alternative funding mechanisms are actively being pursued for those youth schemes which are partly funded through Brigade resources and external funding sources.

50. Youth programmes such as Junior Citizens and The Prince's Trust XL clubs which are not Brigade led activities do not currently report the level and value of resources contributed when working in partnership with other agencies.

Sustainable Development Implications

51. The Brigade's youth engagement schemes are aimed at reducing fires and anti-social behaviour with those most at risk, providing beneficial outcomes against all aspects of sustainability.

Equalities Implications

52. Children and youth engagement schemes that target young people and help to increase life chances and reinforce social responsibility will enable the authority to demonstrate how it is meeting the requirements of the public sector equality duty.

Staff Side Consultations Undertaken

53. There are no staff side implications arising from this report.

List of Appendices to this report:

1. Community Fire Cadets recommendations and Brigade update on progress
2. JFIS recommendations and Brigade update on progress
3. Schools education programme recommendations and Brigade update on progress
4. LIFE recommendations and brigade update on progress

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985	
List of background documents	
Proper officer	Third Officer
Contact officer	Chris O' Connor
Telephone	020 8555 1200 Ext 30676
Email	chris.o'connor2@london-fire.gov.uk



Appendix 1 – Community Fire Cadets recommendations and Brigade update on progress

No.	Recommendation	Progress	Date for completion
1	The Brigade should consider whether the CFC scheme in its current form is helping the Brigade to meet its strategic objectives. If it is not, it should consider what form the scheme should take to ensure that it is meeting its strategic objectives. If so, it should consider developing a long-term funding strategy for the scheme.	On-schedule. Cadets is a key part of the delivery mechanism to meet the London safety plan particularly LSAP3 'Continue to invest in our work with young people' to prevent fires and change behaviours. The success of the extension of the cadets scheme to seven new London Borough's will be evaluated to ensure it is meeting agreed strategic objectives. This will also include an assessment of the funding strategy adopted.	31/3/2014
2	Where the scheme continues, the Brigade needs to develop a strategic plan for CFC.	Completed. Cadets is identified as a corporate project and as such is monitored through a Strategic Plan and Board.	01/04/2013
3	The Brigade should clarify its performance management process and provide a clear steer and information on the expectations about scheme outcomes, impacts, outputs and activity.	Completed. Outcomes are formally reported to PMB monthly from August 2013 and are already provided quarterly to CMB.	01/08/2013
4	The Brigade should decide on the most appropriate funding model for the CFC	Completed.	01/05/2013

No.	Recommendation	Progress	Date for completion
	scheme.	There is a clear understanding of the funding model required and this is being actively pursued. Members agreed at Strategy Committee on 9 th September 2013 not to pursue a Brigade charity for its youth engagement programmes. External funding is being secured from a range of different sources and will be an on-going part of the project.	
5	Where external funding is sought, the Brigade should develop a marketing approach based on the strengths of the CFC scheme and taking account of the challenging current funding environment.	Completed. A communications and marketing plan is in place to help secure external funding and has included the production of a DVD, leaflets and presentations to a variety of public, private and community and voluntary sectors. A professional bid writer has been appointed on a part-time basis to help write competitive bids to support the cadet programme.	01/09/ 2013
6	The Brigade should consider developing a youth strategy in order to clarify the role of each of the four youth schemes.	On-schedule. As part of the LSP5 target to re-brand all youth schemes under LIFE, it is prosed to introduce a new youth engagement strategy to set out the strategic objectives and targets.	31/3/2014
7	The Brigade needs to develop clear parameters for the target audience of the CFC scheme and gather appropriate monitoring data.	Completed. There is information about the target audience and it is used to select participants. The materials have been reviewed to ensure transparency and that these clear parameters exist. Monitoring data will be used to ensure the programme is meeting it's objectives and reported through the corporate project board..	01/06/2013

No.	Recommendation	Progress	Date for completion
8	The Brigade should consider the team structure for delivering the CFC scheme.	Completed. A new team structure has been in place since 1 st April 2013.	01/05/2013
9	A more systematic approach to evaluation should be undertaken by the CFC scheme.	On-schedule. All individual sessions are evaluated and results assessed. Further evaluation will be conducted with partners and referral agents to understanding how the scheme is perceived by them. On-going evaluation post completion of the scheme will ensure young people are tracked to assess the impact the scheme has had on their careers. This is currently being delivered by LIFE and Cadets approach will be informed by the results.	30/12/2013
10	The Brigade needs to consider what data may be required and the most appropriate ways of accessing data for evaluation purposes.	On-schedule (as per recommendation 9).	30/12/2013
11	The Brigade should take a systematic approach to recording the financial information including a breakdown of costs and funding arrangements across each of the CFC courses delivered. This information should be monitored to help to ensure CFC is delivering value for money.	Completed. Financial information is monitored at every meeting of the corporate project board.	01/05/2013
12	The Brigade should continue to review future funding options and delivery options for the CFC scheme, as identified in recommendations	Completed. As per recommendation 4, securing sustainable funding to support cadets is on-going and the	1/4/2013

No.	Recommendation	Progress	Date for completion
	4 and 5. There options should become more certain once the strategic focus and direction of the CFC scheme is clear.	approach to the current funding model may change based on opportunities that arise in the future.	

Appendix 2 – JFIS recommendations and Brigade update on progress

No.	Recommendation	Progress	Date completion
1	Consider whether JFIS in its current form is helping the Brigade to meet its strategic objectives.	Completed. JFIS is a key part of the delivery mechanism to meet the London safety plan particularly LSAP5 'Continue to invest in our work with young people' to prevent fires and change behaviours.	31/3/2014
2	The Brigade should establish and design a strategic plan for JFIS.	On-schedule. JFIS are currently consulting on a new policy which details the structure, governance, processes and clarity on target groups and referral process. Key targets are also set out in the JFIS annual strategic action plan 2013/14 based on Cordis Bright recommendations and linked to individual staff appraisals	31/3/2014
3	The Brigade should consider developing a communications strategy to raise the profile of JFIS.	Completed. Community Safety has developed a Communications Strategy linked to priorities within LSP5 and new and merging issues. JFIS communication activity is included within this strategy.	01/09/2013
4	Provide a clear steer and information on the expectations of JFIS for reporting about outcomes, impacts, outputs and activity.	Completed. An evaluation process for JFIS has been established detailing outcomes, impacts, outputs and activity. This includes the number and where referrals are coming from, profile of client group, trends and session deliverables. JFIS outcomes will be formally reported to PMB monthly from August 2013 and are already provided quarterly to CMB.	01/08/2013

5	Review the IT systems used by the JFIS team to identify areas for potential improvements to support collection, analysis and reporting of JFIS data.	On-schedule. Currently reviewing the Farynor system and working with IT department to produce performance reports based on data collated.	31/12/2013
6	Consider developing clear entrance and exit criteria for JFIS, which is well understood by all referrers, parents/carers and corporately within the Brigade.	On-schedule. A revised JFIS policy is currently being consulted on which clarifies the entrance and exit criteria. Communications activity including internal and external marketing and presentations to partner agencies such as Youth Offending Teams will ensure that clear entrance and exit criteria is understood. The new JFIS policy will support this internal clarification with staff.	31/12/2013
7	Consider collecting and reviewing monitoring data in a systematic way to ensure that JFIS is reaching its intended target audience.	Completed. Links with changes outlined in recommendation 4.	1/08/2013
8	Consider providing additional information on the framework and approach of the scheme to potential referrers. Feedback to referrers should also be provided in a formalised and systematic way.	Completed. Feedback to referrers is always provided upon case closure; interim updates are provided on request. The provision of additional information about the approach taken is provided in a summary report supplied to referrers upon case closure. The provision of this report has been JFIS practice since June 2011.	01/04/2013
9	To adopt a more systematic approach to evaluation.	Completed. Individual evaluation is undertaken per individual case as part of normal practice. Processes are now in place to evaluate performance particularly the quality and length of intervention and this is monitored through the Brigade's governance structures.	01/08/2013

10	Consider incorporating clear evaluation approaches that can effectively measure the impact of JFIS on the Brigade's KPIs.	Completed. Evaluation processes are linked to departmental performance management and LSP5 targets. JFIS reports on an individual KPI around 'No more than 5% of cases on the waiting list'.	01/04/2013
11	Consider what data may be required and the most appropriate ways of accessing data for evaluation purposes.	Completed. Evaluation processes have been established but this is regularly reviewed to take account of any new and emerging trends.	01/04/2013
12	Take a systematic approach to recording the number of visits, type of visits as well as other monitoring data included in an intervention. This should be cross referenced with financial data to help demonstrate the value for money of the scheme.	On-schedule. A unit cost of providing JFIS will be established and be used to assess if Best Value is being achieved as part of the evaluation process. There is a renewed focus on qualitative evaluation due to the nature of the cases undertaken.	31/12/2013

Appendix 3 – Schools education programme recommendations and Brigade update on progress

No.	Recommendation	Brigade response	Date for completion
1	Consider whether the schools education programme in its current form is helping the Brigade to meet its strategic objectives. If it is not, it should consider what form the scheme should take to ensure that it is meeting its strategic objectives.	Completed. The Education programme is a key part of the delivery mechanism to meet the London safety plan particularly LSAP3 'Continue to invest in our work with young people' to prevent fires and change behaviours. Members also endorsed a report(FEP 2084) at 16 th July Strategy Committee which provided an update on the approach to the Brigade education programme.	16/07/2013
2	The schools education programme should develop a clear strategic plan which clearly states its aims and objectives and the SMART outcomes it hopes to achieve with young people. These should be in line with the Brigade's and key partners' strategic priorities.	On-schedule. The Education Team has clear high level strategic targets to visit 90% of schools in high risk areas annually. Whilst, this target is being achieved, the suite of actions being undertaken to help meet this target needs to be defined in a strategic context. It is intended that this will be achieved through the development of a new youth engagement strategy.	31/3/2014
3	The schools education programme should review its current evaluation processes to ensure that the effort put in and the methods used are fit for purpose and measure the activity, outputs, impacts and outcomes of the scheme that are of most interest to the Brigade.	Completed. Evaluation processes and systems have been improved to improve the quality, integrity and scope of our data capture. The evaluation form questions for students, teachers and parents/ guardians have been improved to enable more meaningful analysis of responses. An electronic recording system has been introduced to make our data more readily accessible and easily archived. Data collection methods have been improved,	01/06/2013

		increasing our returns to meet- and frequently exceed sample targets. The use of this data has been extended by completing an annual report based on the information collected (including recommendations for improvements to the service).	
4	Where the Brigade decides to expand the remit of the schools education programme to include secondary schools, it will need to include this in the strategic plan (see recommendation 2).	Completed. For consistency, the secondary pilot mirrored the primary programme in terms of evaluation methodology. The pilot has now been mainstreamed into the Education Team's core business. Evaluation methods were considered successful during the pilot and this approach will continue before being reviewed at the end of the academic year 2013/14	01/09/2013
5	The Brigade should consider developing a more systematic evaluation approach for the schools education programme (this flows from recommendation 3).	Completed. As per recommendation 3.	01/06/2013
6	The Brigade should consider developing clear evaluation approaches that can effectively measure the impact of the schools education programme on the outcomes of the wider community.	Completed. The parent/guardian feedback form asks questions as to whether they have taken action/ changed their behaviour as a direct consequence of their child's fire safety visit (for example, 'have you acted on what your child has told you?'/ 'do you feel this information has helped make your family safer from fire at home?'). The secondary feedback form includes questions directly related to the wider impact on the community (for example, 'would you now discourage others from making a hoax call?'). The information received allows comparisons for analysing the long-term impact of our intervention on the wider community.	01/06/2013

Appendix 4 – LIFE recommendations and Brigade update

No.	Recommendation	Progress	Date for completion
1	<p>Given the cost of delivering LIFE, which is increasing and is possibly more expensive than placing young people in the secure estate, it is important that it meets the LFB's strategic objectives. If it is then LIFE may be delivering value for money, if it is not the scheme in its present form should change. This could be by implementing the recommendations in this executive summary, or indeed, by re-designing the scheme.</p>	<p>Completed.</p> <p>LIFE is embedded in our strategic objectives and is a key part of the delivery mechanism to meet the London safety plan particularly LSAP10 and LSAP 11;</p> <p>'We will look at the relative effectiveness and value of all our separate youth activities and bring them together under the successful LIFE brand so they represent a more coherent and integrated approach, better focussed on the Brigade's objectives and those of our partners.</p> <p>'We will deliver at least 60 LIFE courses during 2013/14. We will also seek ways to build the programme's capacity to be self-funding and sustainable in the long term by seeking external funding'.</p>	01/04/2013
2	<p>If LIFE continues, the LFB need to establish and design a strategic plan which clearly states:</p> <ul style="list-style-type: none"> • A) The LFB's vision for LIFE and how it links to its wider strategic objectives. • B) The target audience for LIFE. This should include defining who LIFE is aimed at, what LIFE seeks to change for them and how success will be measured. • C) The impact LIFE intends to have on young peoples', the community's and the LFB's outcomes and how these should be measured. 	<p>On-schedule.</p> <p>A) LFB has a clear vision for LIFE and this will be further outlined in a future paper for members meeting LSAP 10, re-branding all youth schemes as LIFE.</p> <p>B) The criteria and aims and objectives for LIFE courses is in place.</p> <p>C) Impact is measured through evaluation before, during and after a LIFE course. This includes feedback from young people, parents and referral agencies.</p>	31/03/2014

No.	Recommendation	Progress	Date for completion
	<ul style="list-style-type: none"> • D) Performance indicators, measures and targets that are SMART. This is so that the scheme can be more effectively performance managed. • E) Lines of responsibility and accountability for delivering LIFE and also for monitoring, evaluating and performance managing the LIFE scheme. 	<p>D) All performance targets are strategic and included with LSP5 and departmental and team plans so there is clear awareness.</p> <p>E) Clear lines of responsibility are in place for delivering, evaluating and performance monitoring the LIFE programme.</p>	
3	<p>The LFB should further improve its performance management process for reviewing the effectiveness of the LIFE scheme that is based on reviewing information management, monitoring and evaluation data at regular intervals. This process and the role of LFB staff should be clear. The LIFE team collect a range of useful monitoring data, but at present it is not clear whether this is used to ensure that it informs the LFB's strategic decision-making.</p>	<p>On-schedule.</p> <p>A standard suite of performance indicators will be specified and will become integral to performance review. To support this, improvements to data recording will be made. The LIFE scheme database has been upgraded to provide better management information</p>	31/12/2013
4	<p>The LFB need to establish clear parameters for who the LIFE scheme is targeted at. This should be informed by the LFB's strategic objectives. Once the audience and entrance criteria have been agreed, monitoring data should be reviewed in a systematic way to ensure that LIFE is reaching its intended target audience.</p>	<p>Completed.</p> <p>The criteria for joining a LIFE course has been revised to ensure that young people are targeted to reduce the risk of fire setting behaviour.</p>	01/04/2013
5	<p>The LFB should review how the new team structure is bedding in. This review should also include reviewing how the recommendations in</p>	<p>Completed.</p> <p>The new team structure has been reviewed and an action plan developed to monitor the implementation</p>	01/07/2013

No.	Recommendation	Progress	Date for completion
	this evaluation report are being achieved.	of the evaluation report's recommendations.	
6	<p>To ensure that information about funders, commissioners and referrers is kept institutionally and used effectively, the LIFE team should take a more systematic approach. This should include a strategic approach to contacting and recording the quality of contact with previous and new referrers, commissioners and funders. This could include:</p> <ul style="list-style-type: none"> • A) Targets for LIFE team managers and team leaders in relation to who they contact and how often • B) A strategic approach as to what each contact should achieve • C) A record of contacts and what was discussed <p>Such an approach would mean that this information is systematically kept by the LFB</p>	<p>On-schedule.</p> <p>A) Youth Engagement Team Leaders have a target of meeting one external partner a week to develop relationships around referral and funding.</p> <p>B) Youth Engagement Team Leaders have clear guidelines on which partners to engage with around referral and funding. Securing external funding is a priority for the LIFE team and extensive work is on-going to achieve this. Borough Commanders are also tasked with securing external funding to support LIFE and work in partnership with the Youth Engagement Team Leaders.</p> <p>C) Monitoring data is available detailing the meetings with partners and issues discussed. This is currently being developed into a cohesive system and will be ready by October 2013.</p>	31/10/2013

No.	Recommendation	Progress	Date for completion
	and can be used by new staff, and would not be lost when LIFE team members leave. This approach would also help to ensure consistent and strengthened relationships with referrers, commissioners and funders.		
7	<p>A more systematic approach to evaluation should be implemented by the LIFE scheme. This should aim, among other things, to establish quantitative measures of how the success of LIFE can be measured. This approach will be informed by the evaluation toolkit which will be designed following the evaluation of the LFB's four main youth schemes. It is important that the LIFE team "own" the evaluation approaches.</p> <p>It is essential that LIFE can demonstrate the impact it is having on young people's outcomes, the communities' outcomes and the LFB's outcomes. To work most effectively LIFE must have a clearer strategic focus than it does currently.</p>	<p>On-schedule.</p> <p>Processes are being developed and implemented to provide evaluation data for young people, their parents and carers and the referral agents. This will get all three groups opinions before, during and after a LIFE course. A retrieval process is currently underway to establish evaluation results for 2012/13. All young people, parents and referral agents will be tracked six months post a LIFE course to measure impact.</p>	31/12/2013
8	The LFB needs to consider what data may be required and the most appropriate ways of accessing data for evaluation purposes. This may include setting up data sharing protocols with other agencies.	<p>Completed</p> <p>LFB is clear on what data is required so that funders are satisfied of the positive impact of a young person attending a LIFE course.</p>	01/08/2013

No.	Recommendation	Progress	Date for completion
9	The LFB should take a more systematic approach to recording where funding is coming from and what parameters are placed on it. This should be reviewed on a regular basis and linked to LIFE's performance management systems. This may help inform LIFE's strategic direction in the future.	Completed External funding is monitored monthly within Community Safety and quarterly with Borough Commanders.	01/06/2013
10	The LFB should continue to review future funding options and delivery options for the LIFE scheme. These options should become more certain once the strategic focus and direction of the LIFE scheme is clear.	Completed The Brigade continues to investigate a range of funding options for LIFE, including at borough level, pan London and corporate sponsorship. External funding has already been secured in 2013/14 with a number of bids also awaiting confirmation. This reflects members decision at Strategy Committee on 9 th September 2013 not to pursue a charity for the Brigade's youth engagement programmes.	09/09/2013

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