



**LFB**  
LONDON FIRE BRIGADE



**FIFTH LONDON SAFETY PLAN 2013–2016**

**On 12 September 2013 the London Fire and Emergency Planning Authority voted to approve this final version of the fifth London Safety Plan (LSP5)**

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# The Fifth London Safety Plan

London Fire and Emergency Planning Authority (LFEPA) governs London Fire Brigade and is responsible for strategic direction and determining policy, setting priorities and monitoring performance. The Authority has 17 members, all of whom are appointed by the Mayor of London, Boris Johnson. Eight are nominated from the London Assembly, seven from the London boroughs and two are Mayoral appointees.

Although the number of fires is at its lowest level since records began in 1965, London's fire and rescue service remains the busiest in the country and one of the largest firefighting and rescue organisations in the world. We provide services across the whole of the Greater London area, serving London's 8.2 million residents as well as those who work in or visit the city.

The Fire and Rescue National Framework requires fire and rescue authorities to produce an integrated risk management plan (IRMP) that 'identifies and assesses all foreseeable fire and rescue related risks that could affect its community, including those of a cross-border, multi-authority and/or national nature'. We call ours the London Safety Plan and this is the fifth version.

## Introduction

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

The Fifth London Safety Plan explains how, over the coming years, London Fire and Emergency Planning Authority will deliver the Mayor's objective of making the capital a safer city. The long term trend in London is for an ever decreasing number of fires, fire deaths and injuries from fire. This must continue.

The plan outlines a range of measures that together will ensure London Fire Brigade provides the public with the best fire and rescue service in the country while also playing its part in helping balance the nation's finances. Where public services can be modernised so that they provide better results at less cost to the people who pay for them, as public servants, we have a duty to deliver that modernisation. London Fire Brigade fits into this category as this plan demonstrates.

The Authority has been asked to find significant savings over the next two years. The Commissioner and his team have delivered a plan which balances our need to reduce costs with our duty to protect Londoners. More London boroughs will fall within the six minute average attendance time target for the first fire engine to arrive at an emergency and the Brigade's ability to deal with major incidents will be maintained.

The plan includes changes to how we provide our emergency response, including closing 10 fire stations and removing and redeploying some of our fire engines. These changes will undoubtedly raise

concerns amongst some local residents. However, by rebalancing where our city's fire engines are located so that they better reflect the needs of 21st century London, I am confident that this plan will make the capital a safer place.

As well as operational changes, the plan details how we will work to further reduce the number of unwanted calls we receive to automatic fire alarms and people stuck in lifts. It explains how we will look to recover the cost of certain demands that are placed on our services by others and the Plan also shows how we aim to protect those residents in the capital who are most vulnerable to the risks of fire.

This plan sets out how the Authority will continue to use our understanding of risk to give a better standard of service to Londoners and make London a safer city.

The Commissioner's plan is based on the best possible information and his decades of experience as a firefighter spent keeping Londoners safe. I am pleased to be able to give it my full support.

## Foreword

Ron Dobson, London Fire Commissioner

In the past decade, firefighters, fire engineers, fire investigators, fire inspectors, community safety specialists, information analysts and many other London Fire Brigade staff have made huge progress in advancing the cause of fire safety. Compared to ten years ago, the Brigade attends half as many fires, a third fewer house fires and almost a third fewer incidents overall. But we are never complacent.

Over recent years we have successfully campaigned to reduce the savings the Authority has had to make, and I will continue to fight for a level of protection because of our unique needs. But professionally, we have had to consider that resources available will reduce, affecting the number of people who can work for the Brigade and provide our services. We have passed the point where we can make the necessary level of savings required up until 2014/15, without any impact on our fire stations.

In this plan, I explain how I will make those savings, while continuing to provide the emergency service London needs and protect the delivery of community safety and fire safety services. This has involved difficult considerations, but I have made my central concern the protection of the emergency response targets set by the Authority in 2005. I believe the targets to be the highest standards in the country, helping us to provide the best service we can to the whole of London and our performance in meeting them has been excellent.

In this plan, we would maintain our existing target attendance time of getting a first fire engine to an emergency within an average six minutes and the second fire engine, when needed, within an average of eight minutes. But I also acknowledge that it is not possible to make reductions in fire stations and fire engines without impacting on arrival times at incidents. Whilst we have worked hard to make changes that minimise the impact, our incident response will not always be the same as currently and these changes would see different standards of performance to some incidents in some parts of London, albeit maintaining performance within our first and second appliance targets London-wide.

Reducing resources must be seen in the wider context of everything in this report, including how we will work to reduce fires amongst vulnerable groups such as those living in sheltered housing;

lobby for sprinklers; introduce charges for repeat false fire alarm call outs and continue to carry out thousands of home fire safety visits each year. Fire stations and fire engines do not stop fires happening - proactive prevention work does.

During a fifteen week public consultation, I listened very hard to the views of everyone attending public meetings or placing their views on record. I understand and value the support the public give to London Fire Brigade, and in return I am committed to keep providing the service that London really needs, despite having to make difficult decisions.

An understandable concern of all Londoners is that the Brigade is prepared and equipped to deal effectively with major incidents, such as terrorist attacks and natural disasters. This plan sets out our commitment to continue to deliver against our national resilience priorities. Nothing in this plan compromises our ability to plan for or respond to these incidents, working closely with our resilience partners.

I remain committed to my long term vision for London Fire Brigade to remain a world class fire and rescue service for London, Londoners and visitors. This plan sets out in more detail how I will continue to achieve that over the next three years.

## Our aims and objectives

We are here to make London a safer city. Our vision is to be a world class fire and rescue service for London, Londoners and visitors. We have six strategic aims, and each has supporting objectives: the aims are summarised here. These guide what we do as an organisation and underpin the specific actions set out in this Plan. Our work has contributed to making London a safer place to live, work and visit.

### Prevention, Protection and Response

We aim to make sure every incident gets the best response possible whatever the circumstances. This means answering 999 calls and getting the right vehicles, equipment and staff to an incident as quickly as possible. Our firefighting staff are highly trained professionals who also plan, train and work in partnership with other 'blue light' emergency services, the London boroughs and a wide range of other organisations and groups to develop plans that will make sure there is a coordinated response if a major incident occurs.

Our first three main strategic aims support the delivery of our front line services to London. We work to stop fires and other emergencies happening, give advice, and help protect people if an incident does occur. A key priority is to prevent fires in the home because this is where most casualties occur. When a fire or another emergency does happen we will deal with it safely and effectively.

We have a long history of giving fire safety advice and education to Londoners, and more recently fitting smoke alarms too, and we believe this is one of the main reasons for the fall in fires and deaths from fire, over the past decade.

We work with business and industry to make sure that the owners and occupiers of a wide range of buildings understand their responsibilities under the fire safety laws. We also try to influence those responsible for designing buildings so that fire safety measures such as sprinklers are installed where appropriate.

### Resources and People

Our fourth and fifth strategic aims focus on the resources and people we need to deliver services.

Nearly 7,000 staff work for the Brigade. This includes over 5,800 operational firefighters, 100 Brigade Control staff dealing with 999 emergency calls and a range of non-operational staff working behind the scenes to deliver support services such as getting fire safety messages across. Our staff are our most vital resource in achieving our objectives.

We continually challenge how we do things to make the most efficient use of our resources and look at other ways of working where this can deliver cost efficiency. Making sure we provide the right buildings and equipment for our staff to do their job in a cost-efficient way is a priority, as is balancing the various ways of delivering our support services such as in-house provision, sharing services with other organisations or outsourcing.

### Principles

Our sixth strategic aim cuts across and underpins everything we do. It covers partnerships, equality and diversity, safety and sustainability.

- **Partnerships:** We believe that working with our partner organisations to share knowledge and expertise is key to improving the service we deliver.
- **Equality and diversity:** We recognise that we cannot provide the best service possible unless we have the trust of London's diverse communities and under-represented groups. We believe that practising equality in all that we do and employing staff from those groups and communities will help build that trust.
- **Safety:** We are committed to protecting the health, safety and welfare at work of all our staff and anybody that may be affected by our operational work.
- **Sustainability:** Our sustainable development strategy describes how we are minimising the environmental impact of our operations by increasing the amount we recycle, fitting solar panels on our fire stations and reducing carbon emissions, both from the vehicle fleet and generally.

### Our values

Our values reflect what we believe in as an organisation. They represent our standards of corporate behaviour and the required individual behaviour of our staff. We believe in:

- **Fairness:** We treat everyone as individuals whilst applying consistent standards, policies and procedures.

- **Integrity:** We encourage leadership at all levels, accountability for personal and team performance and high ethical standards and behaviours.
- **Respect:** We value and embrace diversity and seek to understand the opinions and beliefs of others.
- **Service:** We are committed to excellence and providing a professional and quality service that is value for money.
- **Trust:** We believe in being open and honest whilst being clear when confidences must be maintained.

### A three-year outlook

Over the lifetime of this plan, we will:

Aim	High level objective
Aim 1 <b>Prevention</b>	<ul style="list-style-type: none"> <li>• Influence and work with local authorities, housing and care providers and other agencies to improve safety and reduce risk, especially for those most at risk from fire.</li> <li>• Focus our resources on the community interventions that matter most, targeting high risk and vulnerable people, including those in care homes and residential accommodation.</li> <li>• Use social media to encourage behavioural change in groups that are hard to reach</li> </ul>
Aim 2 <b>Protection</b>	<ul style="list-style-type: none"> <li>• Lobby for fire safety measures (especially sprinklers) in buildings.</li> <li>• Share and use responsible owner data with regulators.</li> <li>• Work with developers and the building industry to optimise safety for the public and our firefighters in new buildings.</li> <li>• Target enforcement action.</li> <li>• Improve access to fire safety information.</li> <li>• Persuade the government to further clarify what premises and parts of premises fall under the Regulatory Reform (Fire Safety) Order 2005.</li> </ul>

### Aim 3 **Response**

- Respond to fires and other emergency incidents quickly and effectively.
- Close 10 fire stations, remove the second fire engine at seven fire stations and add a second fire engine at five fire stations.
- Remove the fire rescue units located at two stations and reduce the minimum level of crewing on the remaining 14 fire rescue units from five to four.
- Introduce on request mobilising for bulk foam and hose laying lorries that are infrequently used.
- Recover our costs for repeated false alarms.
- Promote road safety awareness.
- Reduce opportunities for deliberate fires to occur.
- Continue to release people who are shut in lifts where it is a genuine emergency, otherwise we will recover costs in a way which does not penalise lift owners who have effective management and release arrangements.
- Recover our costs from other fire and rescue authorities for attendance at incidents outside London.
- Work with airport authorities to reduce the incidence of false alarms.
- Seek a Mayoral-led review of emergency services on the River Thames.
- Implement a new mobilising system to improve how we handle and respond to emergency calls.
- Consider the introduction of a pilot project in which three of our Mini Cooper initial response vehicles would be located in the Borough of Camden and the City of Westminster and would be the first vehicle to respond to a call from an automatic fire alarm.

<p>Aim 4</p> <p><b>Resources</b></p>	<ul style="list-style-type: none"> <li>• Explore options for further shared services.</li> <li>• Review our property services.</li> <li>• Provide nine new fire stations through the Private Finance Initiative and deliver our capital programme of station improvements.</li> <li>• Explore arrangements for our operational staff to undertake routine cleaning, maintenance and repairs on stations.</li> <li>• Start a programme to replace the pumping fleet and investigate options for improving their environmental performance.</li> <li>• Bring together our youth work under the LIFE banner.</li> <li>• Focus our youth work efforts on interventions which deliver our objectives and are cost-effective.</li> </ul>
<p>Aim 5</p> <p><b>People</b></p>	<ul style="list-style-type: none"> <li>• Work with our training providers to secure a modern, best in class training programme for our staff from two new and nine refurbished training facilities.</li> <li>• Align our training programmes to our leadership model.</li> <li>• Introduce our own executive leadership programme.</li> <li>• Offer three business apprenticeships per year.</li> </ul>
<p>Aim 6</p> <p><b>Principles</b></p>	<ul style="list-style-type: none"> <li>• Improve the health, safety and welfare of our staff.</li> <li>• Continue to reduce our CO<sub>2</sub> emissions.</li> <li>• Continue to develop partnerships that target hard to reach members of our community.</li> <li>• Develop and implement a Brigade-wide environmental management system.</li> <li>• Review how whole life costing can be applied to our capital projects.</li> <li>• Review and set equality objectives to improve the diversity of our service.</li> </ul>



## Three-year headline targets

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.

Each of our London Safety Plans have set headline targets to ensure we are focusing our service where either the public are at risk, or the demand on our service is disproportionately high.

Our headline targets in this plan cover the period between April 2013 and March 2016. To measure our success over the whole life of the fifth London Safety Plan we will report our targets as an average reduction over three years (when compared to LSP4).

Targets that will remain constant throughout the life of the plan are to always get to an emergency incident as quickly as possible on each and every occasion; 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 and to get a fire engine anywhere in London within 12 minutes on 95 per cent of occasions.

### Fires in the home

Fires in the home cause more serious casualties (and fatalities) than any other incident type we attend. For that reason we will continue with our headline target for these types of fire.

***Target:** By March 2016 to reduce fires in the home by two per cent (without stretch) and eight per cent with stretch.*

### Home fire safety visits

We believe that it is a good use of our firefighters' time for them to give fire safety advice to people in their own homes about the risks they face. We call these home fire safety visits.

***Target:** By March 2016, every fire crew to complete a minimum of nine home fire safety visits each month, equating to 219,000 visits. Eight in 10 of the visits to be targeted at those people most at risk from fire.*

### Fires in care homes and sheltered housing

We are concerned by the number of older people who are still harmed or killed by fire in places where

they should be safe. For this reason we have a new headline target focusing on the fires that happen in care homes and sheltered housing.

***Target:** By March 2016 to reduce fires in care homes and sheltered housing by three per cent (without stretch) and nine per cent with stretch.*

### Fires in non-domestic buildings

There are over 280,000 non-domestic buildings in London. The fire risk in these buildings is generally low (less than one per cent a year) because these buildings are covered by fire safety legislation. However, on the occasions fires do happen they can have severe consequences as they can involve large numbers of people who won't always be familiar with their surroundings, the damage and disruption they cause also impacts on London's economy.

As awareness of the legislation requirements continue to improve and more fire safety protection is designed into new buildings and refurbishments, we would like these incidents to reduce further.

***Target:** By March 2016 to reduce fires in non-domestic buildings (where legislation typically applies) by four per cent (without stretch) and 16 per cent with stretch.*

### Fire related fire deaths

Fire deaths in London have been reducing steadily, but we would still like to see these numbers reduce further. As the annual number of fire deaths varies significantly each year, we will measure our success using a 10 year average.

***Target:** By March 2016 to reduce fire related fire deaths by six per cent (on the 10 year average).*

### Rubbish fires

Our previous headline target for fires involving rubbish and loose refuse focused on those that were started deliberately (or the cause was unknown). We have been very successful and have reduced these fires by over 60 per cent. Nevertheless,

rubbish fires, however they start, are antisocial and have a negative effect on local communities. So our target for rubbish fires will include all motives for the fire starting.

**Target:** *By March 2016 to reduce all outdoor rubbish fires by 14 per cent (without stretch) and 28 per cent with stretch.*

### **False alarms from automatic systems in non-domestic buildings**

Nearly half of the emergencies we attend turn out to be false alarms and half of these come from automatic systems in non-domestic buildings. Fire alarms and fire detection systems are fundamental to providing early warning from fire, giving people the chance to evacuate safely. But to be effective they must be properly installed and maintained so they don't activate when there is no fire.

**Target:** *By March 2016 to reduce false alarms from automatic systems in non-domestic buildings by 17 per cent (without stretch) and 27 per cent with stretch.*

### **Shut in lift releases**

We continue to attend a high number of non-emergency incidents where we release people from lift cars because those responsible for the lift haven't provided adequate release arrangements. We have reduced these incidents by over 40 per cent, but we would still like to see further reductions.

**Target:** *By March 2016 to reduce the shut -in lift incidents we attend by eight per cent (without stretch) and 19 per cent with stretch.*

## What influences us

Our main statutory responsibilities are set out in the Fire and Rescue Services Act 2004, which includes firefighting and rescue and fire safety services; the Civil Contingencies Act which requires us to test, plan for and provide a number of essential services as an emergency responder; and the Regulatory Reform (Fire Safety) Order 2005 which enables us to carry out our fire safety regulatory work. We also have responsibilities under a wide range of other legislation covering health and safety, equality, employment, the environment, freedom of information, data protection, finance and procurement.

### Government and the National Framework

The government's expectations for fire and rescue authorities are set out in the Fire and Rescue National Framework, which is a requirement of the Fire and Rescue Services Act. The latest version of the Framework was published in 2012.

### The Mayor of London

LFEPA is one of the organisations within the Greater London Authority under the Mayor and plays a key role in supporting his aims, objectives and vision for London. The Mayor sets the amount of council tax LFEPA receives, after allowing for grants from the government and business rates. This is subject to the London Assembly's approval. LFEPA can vary its final spending plans as long as they fall within the component budget set by the Mayor. We take into account the Mayor's priorities, for both the bodies within the GLA group and specifically for the London Fire Brigade. The Mayor has said that his intention is to "provide resources to maintain the current standards of emergency cover across London and to continue to improve the safety of London and Londoners, including reductions in fire and fire deaths".

### Economic constraints

We need to take into account the economic constraints facing the public sector. Like every other public service there is a requirement to spend public money carefully in everything we do. We face the need to respond to changing demands and make savings, meeting the operational demands of the next three years while maintaining a balanced budget.

### London's challenges

London is a complex city in terms of challenges, risks, population, building type and density.

- There are persistent problems with poverty. Research has shown that the generally higher-risk lifestyle of people living in deprived areas means that they may be more likely to have a fire. Much of our community safety work is concentrated in these areas and our attendance

times to the most deprived areas will remain within our target.

- London's population is growing steadily but, as the decrease in the number of incidents we have been called to attend during this period has shown, there is no direct correlation between population density and growth and the number of fires. Our continuing fire prevention and protection work has a greater impact on the number of fires and other incidents than any rise in population.
- We continue to monitor trends and developments and have seen that the challenge of providing fit for purpose, accessible and affordable accommodation in the current economic climate has led to a rise in sub-standard accommodation being used for temporary shelter. Such accommodation is often dangerous and presents a real fire hazard.
- Fires in London's many high rise buildings are a cause of real concern for Londoners but they should be reassured that the risk of fires happening in them is no greater than in low-rise buildings and that the risk of death and serious injury from fire is no greater in areas with more than average numbers of high-rise buildings. This is partly because many taller buildings have firefighting measures built in to them. Nevertheless, we routinely send three fire engines to residential buildings of six storeys or more and routine visits to high rise buildings form part of local firefighters' familiarisation work that identifies buildings where any potential risk requires special arrangements to be made. We also target our building inspection programme on buildings that we consider pose a greater risk, so high rise buildings with unusual challenges are one of the priorities within our programme.

## **Climate change**

Predicted climate changes such as the increased probability of flooding during wet periods and increasing shortages of water during dry periods present two distinct challenges for us in providing an emergency service.

## **The UK fire and rescue service**

The Authority also plays a major role in national developments in the UK fire and rescue service working closely with the government, the Local Government Association and in London local government via London Councils, an organisation that promotes the interests of London's 32 boroughs and the Corporation of London.

## **Olympic and Paralympic legacy**

We will support the Mayor's vision in securing the legacy of 2012 to ensure that the regeneration of east London and the reuse of Olympic and Paralympic facilities is realised.

## **Preparation for major emergencies**

The range of risks and threats facing the United Kingdom, and London in particular, continues to change and evolve. We assess these risks and threats and review them with our partner organisations in readiness for an appropriate response. The emergency services in London host a major portion of the fire and rescue service national resources allocated to deal with these emergencies.

## **The Law**

In addition to our responsibilities under fire and rescue, fire safety and civil contingency acts, we also have ongoing responsibilities under a range of other legislation including health and safety legislation, the Local Government Act, the Crime and Disorder Act 1998 and the Equality Act 2010. Section 3 of the Local Government Act 1999 requires the Authority to secure continuous improvement in the way it manages its functions with regard to economy, efficiency and effectiveness.

Since we published our last plan there have been a number of smaller changes to the context in which we work, particularly the introduction of the Localism Act 2011 which gives us a new general power to do anything we consider appropriate for purposes linked to our statutory responsibilities. It also includes enhanced powers to charge for our services. The repeal of Section 20 of the London Building Act in January 2013 removed the legal requirement for additional fire access and suppression measures in inner London in high-rise

buildings over 25 metres, and in larger warehouse type buildings. Nevertheless, we continue to work closely with developers and local building control officers to ensure buildings are safe for the public and firefighters.

## **The People of London**

We are influenced by the people of London through the partnership work we do at a local level, through interaction as part of our community safety work and via their correspondence with us in writing or via our website. We are influenced by their response to our consultation and engagement work.

## **Our Staff**

Our staff are key to achieving our objectives and we take account of their views, both individually or via their trades unions through both formal and informal channels.

## Risk in London

As an individual in London, the likelihood of needing the fire service in an emergency situation is low. In 2011/12, we attended over 60,000 emergency incidents in London and nearly 56,000 false alarms. Fewer than 7,000 of these incidents were to fires in the home. The number of fires in London is at the lowest level since records began in 1965.

We plan our emergency cover for London using a risk based approach. People need us for all kinds of emergencies ranging from accidentally locking their child in a car, to fires in their homes, to major incidents and terrorist attacks. We plan our service to respond to every situation so that we can send the right number of trained firefighters with the right type of equipment to resolve the incident in the most effective way with the least risk to Londoner's life and property.

Every emergency situation has its own unique set of factors that make each incident more or less likely to happen and if it should happen, how likely that incident is to involve casualties. The risk of a child getting locked in a car is very different to someone having a fire in their home or of a major rail crash or terrorist event. The distribution of people across London varies considerably as does the number and type of building and other infrastructure, all of which carry their own risk.

Amongst all of these factors, we have found the most reliable way of planning our emergency cover is to look at all the reasons we have been called before and where we have been called to. There is a very strong relationship between where we have attended incidents in the recent past and where we attend incidents now. In very small areas this does change over time as one new building goes up and another comes down (for example), but as we have such a wide geographic cover across London these small local changes don't impact on our overall response capability.

Our historic data includes all types of incidents, including major transport incidents, terrorism and riot events and large scale fires. This data gives us a strong position from which to plan for each and every eventuality with the most appropriate response.

The nature of the incidents we respond to most often is described below. This is followed by an explanation of how we use our incident data in computer based modelling to plan our service provision.

### A three-year average of the ten most attended incident types

<i>Incident type</i>	<b>2009/12 average</b>	<b>%</b>
False alarm – Automatic fire alarms	<b>42,938</b>	35%
Outdoor fires	<b>14,868</b>	12%
False alarm - good intent	<b>13,919</b>	11%
Shut in lift releases	<b>9,760</b>	8%
Locked in/out	<b>7,257</b>	6%
Flooding	<b>6,862</b>	6%
Dwelling fires	<b>6,845</b>	6%
Road traffic accidents	<b>3,649</b>	3%
Other building fires	<b>3,156</b>	3%
Road vehicle fires	<b>2,839</b>	2%
<b>All attendances</b>	<b>123,208</b>	

Note: Eight per cent of incidents fall outside the top ten.

### Fires in the home

Fire in the home (dwellings) has the highest risk of the emergencies we attend, with more severe casualties and more deaths than for any other emergency we respond to. Saving life and preventing injury is central to what we do. Nevertheless, the chances of having a fire in the home are low. There are over three million homes in London and we attend less than 7,000 fires in them each year. The annual average rate of fire is around one fire for every 500 homes. During 2011/12 there were 33 deaths from fires in the home in London where the fire was started accidentally.

### Outdoor fires

We attend more outdoor fires than any other type of fire. Most of these fires typically involve rubbish or loose refuse. Rubbish fires have a negative effect on the local community and can often be linked to other antisocial behaviour in the area. More than a third of the rubbish fires we attend are either started deliberately or the cause of the fire is unknown.

## False alarms

Nearly half of all the emergency calls we attend turn out to be a false alarm and the biggest cause of these is automatic detection systems. One in three of the calls we attend is to an automatic fire alarm.

## Non-emergency incidents

We also attend a high proportion of calls where there isn't an emergency but people still need help and assistance. Some of these calls we are well placed to respond to, at others we are providing a service which should be dealt with by someone else. Examples of these are calls to people shut in lifts. We attend over 7,000 shut in lift calls each year of which less than one per cent are genuine emergencies.

## Flooding

Severe weather is one of the three high risks identified in the London Community Risk Register (along with human health and loss of utilities). UK climate change projections predict that severe weather will be a worsening problem with more heavy rainfall causing surface water flooding and burst river banks. But the vast majority of the flooding incidents we attend are to buildings as a result of leaky plumbing, burst pipes or overflowing sinks or baths.

## Fires in other buildings

Around 85 per cent of all the other building fires are in properties where the Regulatory Reform (Fire Safety) Order 2005 applies and most of these fires are in retail premises or places selling food or drink (28 per cent).

Where casualties in fires in other buildings occur, people are most at risk in locations where sleeping accommodation and/or care is provided. People in care homes may have impaired mobility or other health care matters which impact on their ability to respond to an emergency. We attend around 550 incidents a year in homes providing care.

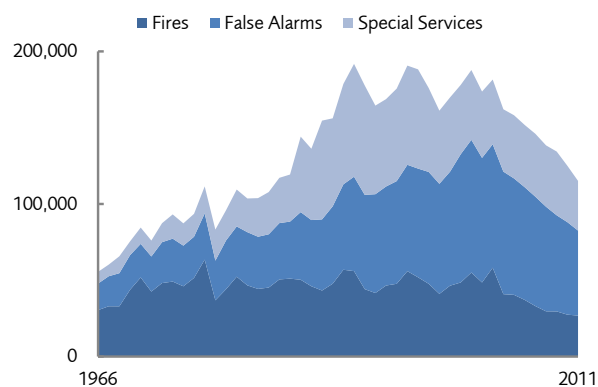
## Road traffic accidents

We have always attended road traffic accidents but it was only made a statutory duty to attend in 2004. We attend around ten road traffic accidents (RTAs) a day. One in five of the RTAs we attend require us to rescue somebody who is trapped.

## Historical data

We have data about London Fire Brigade and the emergencies attended going back to 1966 (just after Greater London was created).

All Incidents attended



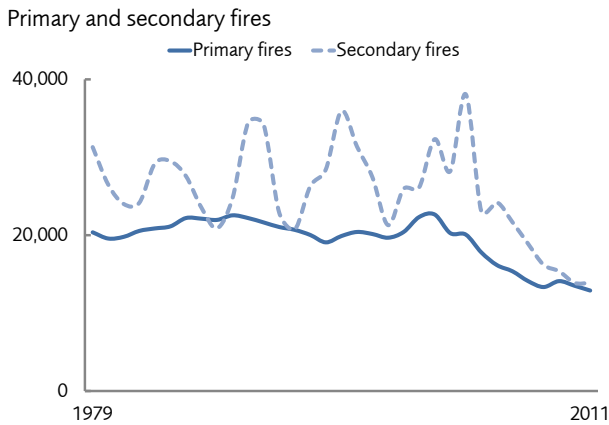
Back in 1966 the response of the fire service was much more focused on fire, with over half of the emergencies attended being fire calls. We attended 55,000 incidents in 1966 and less than a third of calls turned out to be false alarms. Whilst we attended the same range of special services as we do now, their frequency was low. In a typical week we would have attended 24 road traffic accidents, 19 lock-outs and just 18 shut in lift releases.

In 1995, which has been our busiest year, we were attending nearly three and a half times more incidents than in 1966 with over 190,000 incidents that year. In 1995, less than one in four incidents were fires and over a third of incidents were false alarms

## Fires

Fires are often classified into two types depending on their seriousness, with 'primary fires' being those that cause harm to people, damage property or require five or more fire engines and 'secondary fires' being all other (less serious) fires such as rubbish fires.

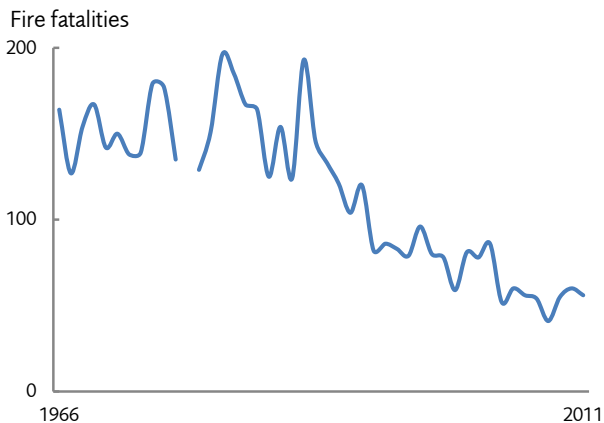
Between 1979 (when fires were first classified as primary/secondary) and 2001, the number of primary fires remained fairly consistent with around 21,000 fires per year (+/- 2,000 fires). Since 2001 there has been a noticeable downward trend with primary fires reducing by an average of almost 1,000 fires a year over the last ten years.



The pattern of secondary fires is dominated by years when hot and dry summers caused grass and woodland fires (1989, 1990, 1995 and 2003). As with primary fires there is the same notable downward trend since 2001 with an average reduction of more than 1,800 fires a year over the last ten years.

### Fire deaths

Between 1966 and 1987 the number of fire deaths each year averaged around 141 with a peak of 196 in 1980. From 1987 fire deaths reduced, in part due to the Furniture and Furnishings (Fire Safety) Regulations which stopped the production of home furnishing which produced deadly toxic smoke when alight. We expect the introduction of fire safer cigarettes to have a similarly positive effect.

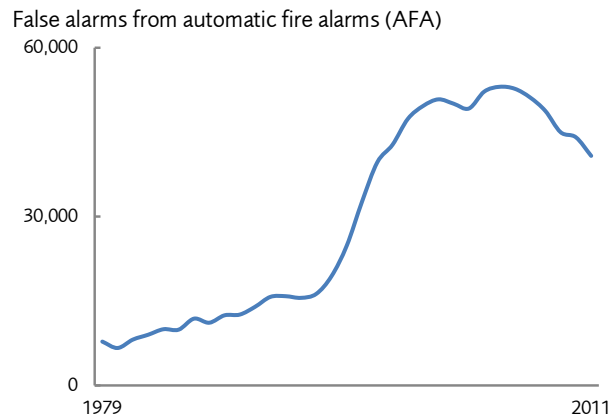


### Automatic fire alarms (AFAs)

A significant component of the rise in the number of false alarms is the increase in false alarms from automatic detection systems.

In 1979 (when false alarms from automatic fire alarms were first classified), there were around 20 of these incidents attended every day. Up until 1993 these false alarms increased at a rate of 700 incidents a year and between 1993 and 2001 they were increasing at a rate of more than 4,500 per

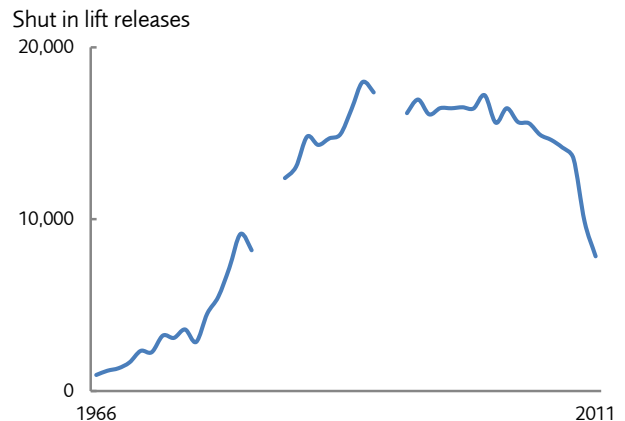
year. At the highest point in 2005 we were attending 145 false alarm calls (AFAs) every day.



### Shut in lift releases

We have data on shut in lift releases back to 1966, a year when we attended just 935 of these incidents. The rate increased by around 750 incidents per year until 1990 when nearly 18,000 shut in lift releases were made.

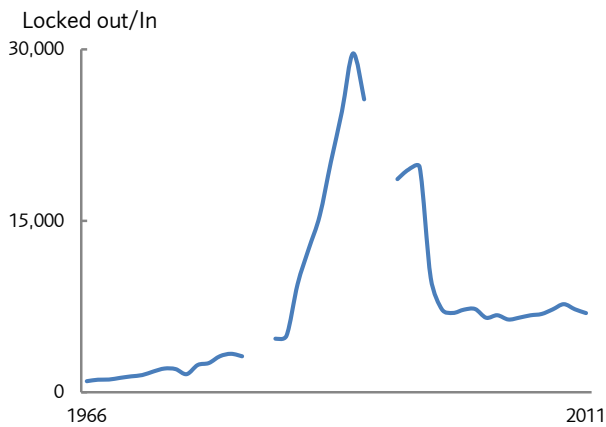
The number of releases remained at around 16,500 a year until 2003, after which they started to reduce. A significant reduction occurs in 2010 and 2011 as a result of a policy change to charge lift owners for repeated calls in all but emergency situations.



### Locked in/out

An unusual pattern of response can be seen in the incidents involving lock outs/ins (where we use our powers to effect entry where a risk of fire or threat to life is evident).

Lock- ins include people, often children, who are trapped inside rooms or homes with no way out (an example being a broken lock on a bathroom door). Between 1984 and 1989 there was a significant rise in calls to lock outs, where the person was locked out of their home with no way in.



There was a six-fold increase in these calls until in 1990 a decision was made to charge for these incidents and then in 1997 the decision was to not to attend unless a genuine emergency was confirmed. Between 1990 and 1998 lock in/out incidents reduced by 75 per cent.

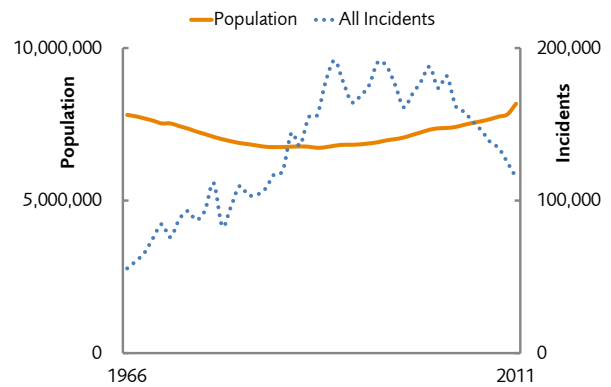
### London's demography

The 2011 Census recorded the resident population of London at nearly 8.2 million people. Whilst this represents a growth of around one million people in the 10-year period since the 2001 Census, it is still lower than the peak population of 8.6 million recorded in 1941 (when adjusted for the Greater London area).

The population in 1965 was around eight million and contracted over the next four decades when in 1991 the census recorded just 6.4 million people. Since then the population has increased and is projected to increase to over 10 million by 2031.

Many public bodies plan their resources and provision of services with a direct relationship to population change. However, fires and other emergency incidents don't behave in that way. When we compare fire and incident data with population change we have found no direct correlation. There will be a relationship between the number of people and buildings in London and emergency incidents, but at the moment our prevention and protection work has a significantly greater impact on the reduction of these incidents than the rise in population has given to any increase.

Fire and emergency incidents compared with population



There may not be a direct link between incidents and resident population, but there is a known link between fire and deprivation. Deprivation in the UK is measured by the government's Indices of Multiple Deprivation (IMD).

The IMD 2010 showed that over 26 per cent of London falls within the most deprived 20 per cent of England. The most deprived areas within London are concentrated to the north and east of the City, from Newham to Islington and from Tower Hamlets north to Enfield and Waltham Forest. Deprivation also severely affects elderly people in London and elderly people are one of the groups most vulnerable to the risk of fire, particularly when other social factors are present.

### Populated areas and open land

London is blend of city, suburban and semi-rural living. In the densest areas of inner London there are more than 82,000 people per square kilometre compared to less than 100 people per square kilometre in some outer London towns. Around half of London's population live in just 20 per cent of the capital's total area and nearly 40 per cent of London is classed as green open space.

Map showing London's open space and green belt areas





## **Incident projections**

We have carried out some exploratory work looking at incident projections to 2030. The work recognises that the Brigade's performance management arrangements will prevent any unmitigated increases in service levels, like those seen before with shut in lift incidents and lock ins/outs. It is also reasonable to assume that our prevention work will continue to have a positive effect on the reduction of incidents for a further decade (and if our approach to prevention changes and improves then the reductions could continue beyond the next 10 years). The number of incidents in 2030 are projected to be lower than in 2010.

## **Using risk information to plan our resources**

Risk information is a principal factor in how we can best deploy our fire stations and fire engines. Since 2004 we have used operational modelling experts who help us examine our emergency cover across London. These experts have many years' experience in emergency services modelling in the UK and abroad.

There are two main types of modelling in use. Optimisation modelling finds the best locations for fire stations and fire engines, while simulation modelling tests those locations by replicating different types of incidents occurring and fire engines being mobilised to attend in line with our mobilising policies over a long period of time. This will mean that very large or long duration incidents will be generated by the model, including occasional simultaneous large incidents. Appliances available to attend will reflect non-availability for various reasons and fire engines which have to come from stations further away.

This modelling takes into account the location, availability and capacity of different stations, the incidents attended, the resources required to meet demand at different times of the day and the time taken to get to incidents. The model is maintained with up-to-date data about the incidents we attend in London, our mobilising policies (what resources we send to different types of incident) and other information and is validated annually against actual incident demand and performance. It takes into account times when we are very busy dealing with several emergencies at the same time, have a very large incident to deal with, or have an incident that needs our attendance over a number of days. We also factor in enough time for fire crews to

undertake training uninterrupted by having to attend emergency incidents.

This modelling is effectively a 'computerised London Fire Brigade' and can find the best locations for appliances and stations based on the scenarios and rules we provide. This type of computerised simulation model is widely used by emergency services in the UK and overseas to assess the effect of any change in vehicle or station location on attendance times and resource use. We provide the scenarios and parameters and our experts model and suggest the best ways of deploying our resources and maximising their consequent impact.

## Providing resilience for London

Earlier in this Plan we set out how the number of fires and fire deaths are falling and while this is indicative of success in our work to reduce fires and their impact, we are also mindful of the wider operational risks facing London as the UK's capital city. Such risks are variable and under the Civil Contingencies Act 2004 the Brigade has a statutory duty to ensure that it has appropriate arrangements in place to respond to emergencies as defined by the Act as well as maintaining our core service provision.

### National and Local Community Risk Registers

The government's National Risk Register (NRR) provides advice on how people, businesses and emergency services can better prepare for civil emergencies and provides an assessment of the likelihood and potential impact of a range of different civil emergency risks (including naturally and accidentally occurring hazards and malicious threats), that may directly affect the United Kingdom. Examples of these include an Influenza pandemic, a terrorist attack, a volcanic ash cloud and major flooding. Subsequent assessment of the nature and potential impact of these risks in the London context informs the way we develop our capabilities, resources and plans to deal with them based upon identified planning assumptions.

In addition to the capabilities that have been specifically developed to reflect some of the key national risks that are described in the NRR, the Brigade also has a role with other partners in the London Local Resilience Forum to identify and assess local risks that could cause an emergency. A wide variety of risks are assessed, including flooding, pandemic flu and utility failures. The chance of a risk occurring and the possible consequences are assessed and the risk is given a score. All of this information has been collated to produce a community risk register for London which is used as a tool to monitor and manage these risks and inform work priorities for emergency planning teams. We use the identified risks in the register along with other intelligence to make sure that we are operationally ready and have made provision to respond to all significant threats and hazards in

London. The London Community Risk Register is publically available and can be seen on our website. We have taken these identified hazards fully into account in developing this Plan.

### London Local Resilience Forum (LLRF)

We are members of the London Local Resilience Forum, which establishes cooperation and collaboration between the emergency services, local authorities, voluntary organisations, utility companies and the business sector. The Chairman of London Fire and Emergency Planning Authority chairs the Forum.

This collaborative approach to preparedness and resilience planning has served London well in terms of joint organised response to major events and incidents such as the Olympics and Paralympics, the Diamond Jubilee, severe weather and the London riots and we are fully committed to strengthening the work of the Forum in its role in preparing for a range of emergencies and major Incidents.

### Major incidents

The NRR identifies a series of risks that have the potential to place higher than normal levels of demand on the Brigade. This Plan takes into account risks of this nature and acknowledges these in the provision of our services, especially in terms of building relationships with our emergency service partners, and how we will respond effectively to major emergencies together in the most effective way. In the last section ('Risk' in London') we explained that since 2004, the Brigade has used computer-based modelling experts to help inform where we should locate our appliances and stations

### Providing resilience and a resilient service for London

- We will work with other resilience partners in the London Local Resilience Forum to ensure that the best possible level of emergency preparedness is achieved for London, in particular incorporating the lessons from the 2012 Olympic and Paralympic Games
- We will continue to drive and influence the fire and rescue national resilience agenda and lead on areas such as the national chemical, biological, radiological and nuclear capability
- We will explore ways in which to streamline and improve the way in which the Authority is able to fulfil its role in support of Local Authority Emergency Planning arrangements and planning for major industrial risks in London
- We will work to ensure that operational planning is carried out for the emerging risks posed by major infrastructure development projects in London
- We will review our capability to deal with major emergencies in the light of any changes to the national and local risk assessment processes for threats and hazards

to provide the best service. Another key feature of this modelling is that it also enables us to understand the levels of demand the service is subjected to during significant concurrent incidents, large-scale emergencies and other incidents that could potentially need our attendance for prolonged periods of time. As a result of incorporating these and other factors into our modelling, we have been able to determine the most suitable locations for our resources and have been able to not only account for the day to day demands of the service, but also those associated with the NRR.

### **National Resilience assets**

We have a range of specialist vehicles and equipment to respond to emergency incidents. The types of vehicles have increased over the last 10 years as a result of the government's 'New Dimension' project, which was set up following 9/11. The project's aim was to provide the specialist capability and structure to deliver a coordinated response to a range of serious, significant or catastrophic incidents that have national impact, including: chemical, biological, radiological, nuclear (CBRN) and explosive incidents; urban search and rescue; water and high volume pumping; command and control; and emerging threats.

Twenty per cent of the National Resilience assets are located in the London Fire Brigade area, reflecting the importance of the capital city to national resilience in providing these capabilities to both the London region and the rest of the country. London also hosts the fire and rescue service's National Coordination Centre where all requests for national assistance at large scale incidents are dealt with.

We will continue to deliver against our national resilience priorities and to maintain NR specialist vehicles, equipment and capabilities to their current levels. This means that we are equipped to respond to the service demands of key NR risks, such as CBRN attacks, attacks on crowded places and attacks on the transport system.

In addition to the arrangements outlined here, the Brigade also maintains a number of other arrangements that are used when, for whatever reason, we do not have sufficient resources available. These include a list of priority incidents to attend, as well the national and cross-border agreements we maintain with other fire and rescue authorities that enable us to draw on external resources during major incidents. The national and cross-border arrangements we maintain are particularly important as they provide us with

additional resilience that means that we are not entirely reliant on the availability of our own resources during major incidents.

### **Business disruptions**

There are a number of identified infrastructure and workforce related risks that are relevant to the Brigade. These can largely be divided into two categories: those risks that have the potential to place high levels of demand on the operational service (major incidents and emergencies) and those risks that have the potential to disrupt the service (business disruptions).

The Brigade has established business continuity arrangements in place. Since 2005 we have been undertaking a formal business continuity programme which has led to the successful identification of the activities that are critical to the organisation, enabled us to explore the dependencies that exist between them and has assisted in the development and review of business continuity plans.

For example the NRR identifies the threat of an influenza pandemic as one of the greatest risks to the United Kingdom. During an influenza pandemic, we would expect to see absence rates in the range of 25 per cent to 50 per cent over a period of fifteen weeks, with staff absences reaching 12 per cent to 15 per cent over the peak weeks. Undoubtedly an event like this would impact on the size of the available workforce, but given that absence rates cannot be accurately predicted in advance of a pandemic, the Brigade's influenza and business continuity plans have been designed to be flexible frameworks that can be scaled to fit any pandemic, regardless of the absence rate and overall size of the operational workforce.

In addition to the business continuity requirements of the Civil Contingencies Act 2004, fire and rescue authorities also have a statutory duty under Section 7 of the Fire and Rescue Services Act 2004 to "secure the provision of the personnel, services and equipment necessary to efficiently meet all normal requirements". To meet the requirements of this duty we have contingency arrangements to deploy emergency fire crews and fire appliances capable of delivering services within a defined concept of operations.

These arrangements were tested over two strike days in 2010 and proved successful in terms of providing the contingency level of cover they were designed for. Other events like industrial action

short of a strike have also tested our response to resource disruptions and although our contingency arrangements were not deployed on these occasions, our internal arrangements were. As with the two strike days, the response arrangements that were deployed on these occasions proved themselves to be effective.

Through this plan, we will review, update and test our business continuity response to ensure that our arrangements for managing the consequences of influenza pandemics and other staff shortage risks remain fit for purpose. We will work to develop suitably robust internal business continuity arrangements with the aim of reducing our reliance on a contracted provision in the future

### **Emergency Planning**

Our current emergency planning responsibilities are detailed in the accompanying Regulations to the Civil Contingencies Act 2004 and are:

- On behalf of all London's local authorities, to maintain emergency plans in relation to pan-London emergencies.
- To carry out exercises in relation to pan-London plans for local authorities.
- To provide training in relation to the plans for local authorities.

Our Emergency Planning team supports London's sub-regional resilience forums, the borough resilience forums responsible for emergency planning at the local level and the strategic response arrangements of London's local authorities by providing the London Local Authority Co-ordination Centre (LLACC). Based at our 999 Control Centre in Merton, south London, the LLACC performs a range of activities varying from acting as a single point of contact for other agencies on behalf of local authorities through to facilitating pan-London strategic coordination of local authority activities. The Centre's two key functions are providing up-to-date and accurate information for local authorities to make strategic decisions and coordinating the activities of all local authorities in line with the strategy. A number of London-wide incidents such as poor weather conditions have clearly demonstrated the need for collaborative response arrangements. We believe the LLACC satisfies this criterion. It has established itself as a credible solution to underpin London local authority strategic response arrangements and we will continue to look at ways in which these arrangements can be built on to broaden the services provided by the LLACC.

### **Event planning**

London hosts a wide variety of regular high profile and large-scale events like the Notting Hill Carnival, Trooping the Colour and New Year's Eve celebrations and in addition there are many other events including protest marches and large open-air concerts. All of these events require careful operational planning to ensure that emergencies can be responded to and dealt with effectively. We will continue to provide operational planning for these events and seek to make improvements wherever possible; for example we are introducing the small initial response vehicles used in the Olympic Park into some of our plans to remove the need to tie up fire engine crews in the midst of crowded events.

## Changing behaviours

One of the biggest factors in the number of fires is the behaviour of people. By changing these behaviours we believe we can reduce the number of fires and the number of false alarm calls.

### Home fire safety visits

A home fire safety visit, where firefighters visit people in their homes to provide fire safety advice and fit free smoke alarms, is our main tool to improve fire safety in the home. But a smoke alarm cannot prevent a fire – it can only alert the occupant that a fire may have started.

The best way of reducing the potential for fires to occur is to change the behaviour of residents and we will continue to concentrate on how we can continue to improve fire safety awareness. We will also evaluate our home fire safety visits programme to monitor its impact and ensure it continues to improve fire safety awareness and reduces the opportunity for fires to occur.

### Current Brigade target groups

For more than a decade, we have used numerous information data gathering and analysis tools to identify those most at risk from fire. Using this information, in 2011/12 we were able to target more than 47,000 high risk households for home fire safety visits to provide free smoke alarms and information on how to prevent and protect people from fire. We will continue our work in this field, making use of new data and technology where appropriate.

### Using social media to reach new target groups

Social media provides a unique opportunity to work

with groups that are hard to reach using more traditional methods of delivering community safety information and advice.

More than one in three households in the capital fit into a bracket we describe as Young Educated People in London. This group makes up nearly one in three of all households in the capital and is responsible for a quarter of all fires. Yet trying to encourage this group to change their behaviour to reduce fires has proven a particularly difficult challenge as they do not respond effectively to direct forms of communication such as local newspapers or our home fire safety visits. We will use social media to encourage behavioural change in this group. We will also look at how we can use social media to help Londoners protect themselves from fire, as well as helping the public to avoid the travel and business continuity interruptions of fire.

### Reducing false alarms

We recognise the value of fire alarms in protecting people from fire and reducing fire deaths and injuries. During 2011/12, we received nearly 41,000 automatic fire alarm calls (AFAs) of which nearly 28,000 were to non-domestic properties. Only one in fifty of the calls we received to these properties turned out to be caused by a fire.

We want to encourage the proper use and management of automatic fire alarm systems to make sure those responsible for them have the right

### Reducing false alarms

- More than a third of Brigade attendances turn out to be false alarms, and attendance caused by an automatic fire alarm (AFA) is the most frequent attendance made by the Brigade. We recognise the value of fire alarms in protecting people from fire and reducing the numbers of fire deaths and injuries, however, fire alarms which sound when there is no fire can be a sign of poor fire safety management, so we want to encourage the proper use and management of these systems.
- We plan to start recovering our costs from the owner or operator of the locations where more than 10 false alarm calls are attended in a rolling 12-month period.
- Once a premises has become chargeable all subsequent false alarms would generate a charge. If, at a later date, the number of such calls reduces to nine or less in the previous 12 months and the owner has set up suitable fire safety arrangements then we may waive the charge.
- Increase the charge from £260 to £290 per fire appliance per hour. Our charges are based on recovering our costs only.

processes in place to reduce the number of false alarms. We also want owners to introduce arrangements where the reason for the fire alarm sounding is investigated before calling the Brigade.

We will review our approach to attending AFAs by recovering our 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. This change does not apply to smoke alarms fitted in peoples' homes.

A large number of false alarm calls are from members of the public who believe that our attendance is required, but on arrival at the scene is found not to be the case. We still urge the public to call us if they believe there may be a fire or other emergency. But to try to further reduce the number of false alarms we will introduce a pilot project in which the Brigade 999 control operator leads the caller through a series of pre-determined questions which, depending on the answers given, offers guidance to the operator on an appropriate level of response.

We are also considering the introduction of a pilot project in which three of our Mini Cooper initial response vehicles would be located in the Borough of Camden and the City of Westminster and would be the first vehicle to respond to a call from an automatic fire alarm.

### **Releasing people from lifts**

The Brigade will always attend a shut in lift call if it is an emergency. It has been three years since we revised our approach to shut in lift incidents by investigating whether the Brigade's emergency attendance was necessary (we call this 'call filtering') and introducing recovery of costs. The policy change was to reduce our attendance at these incidents because it had become clear that some lift owners and operators were relying on the Brigade's

services instead of ensuring that they had adequate maintenance and release arrangements in place. There has been a dramatic decrease in the number of shut in lift calls. We believe the change in policy has been successful and we will now further adjust our approach. Our 999 control operators will now also filter out non-emergency calls, including those to premises that have their own lift release arrangements. Additionally, where we know that lift owners have their own arrangements in place to release people who are trapped, we will call them to see if they are attending the incident. If so, we will not attend.

### **Checking for fire risks**

Antisocial behaviour is the main cause of deliberate fires. Many of them occur in areas of social deprivation, but discarded domestic furniture and rubbish, fly-tipping, unsecured rubbish bins and unmonitored open spaces across London provide materials and opportunities for those wishing to start deliberate fires.

We have already been successful in reducing deliberate fires but to achieve further reductions our station-based staff will carry out regular visits to areas where communities have suffered a high number of deliberate fires. These visits are mainly aimed at reducing the materials that become the fuel for deliberate fires and improving the security around buildings that could be the target of a deliberate fire like unoccupied offices and shops. We will also use the opportunity to identify where people are sleeping in inappropriate places.

### **Focusing and integrating our youth work**

We have invested heavily over the years in our work with young people and our commitment to the value of this work is set to continue. We believe that working with young people at an early age can make a massive difference as they absorb our messages

### **Shut in lift calls**

- We are looking to achieve a further reduction in the number of unnecessary attendances by fire crews to shut in lift calls, particularly to those that are the result of inadequate lift management and maintenance arrangements.
- We plan to do this by improving our call filtering arrangements at our emergency Control centre to further filter calls which are not emergencies or to premises which have their own lift release arrangements. For premises which have their own lift release arrangements, the fire crew will telephone the lift owner's engineers before they leave the station to check if and when they are attending.
- We are also looking to recover our costs in such a way as to ensure that lift owners that have effective management and release arrangements are not charged if we attend.
- There are examples where lift management arrangements are effective, but the Brigade is called because people trapped in lifts panic or choose to call the Brigade rather than the lift owner's engineer. On occasions, this means that the Brigade is called, but arrives after the person has been released by the lift owner's own engineers. We will only charge when crews actually release someone from the lift, rather than just attending the premises and check that there is no one inside it.

and share them with their families and friends. Our educational visits to schools have reached well over a million primary school children since 2001. We currently have four main youth services: a schools education programme, the Juvenile Firesetters Intervention Scheme, a cadets programme and the Local Intervention Fire Education (LIFE) scheme.

In 2011/12 we reviewed and evaluated all of our youth work to determine the value of the investment made by the Brigade in these schemes and made a number of improvements. All of our youth work is highly valued by the young people and their parents/carers. We will undertake further work to look at our separate youth activities and bring them together under the LIFE brand so they represent a more coherent and integrated approach, better focussed on our objectives and those of our partners.

Our relationship with the Prince's Trust continues to provide opportunities for us to engage with a wide range of young people on Prince's Trust programmes. We have signed a memorandum of understanding between us and the Trust that demonstrates our shared ambition for this work to continue.

## Building relationships

Building relationships, working with and influencing others are fundamental to our work and an important way to help achieve our objectives. We can't always identify the vulnerable members of society on our own so our partners need to be a gateway to those we wish to target with our fire safety work. Our work with the business sector aims to ensure that new buildings are constructed with inbuilt fire safety measures and our work with our emergency services partners helps to protect London. We recognise that with reducing resources in some sectors of the economy, working efficiently together can ensure that both sides get something out of the partnership.

### Working with London's boroughs

There are many forums in place at a borough level that give our staff the opportunities to contribute to their work. Our borough commanders are involved in many of these, including local strategic partnerships and crime and disorder reduction forums which seek to promote and improve community safety. We are asking elected members in borough councils to consider what they can do to support our work in reducing the number of fires and fire deaths and how we can work together to make improvements.

Some of the key issues we are working with London's boroughs and other partners like social housing providers include:

**Health and well-being:** The London boroughs now have a duty to establish a forum where leaders from health and social care work together to improve the health and well-being of their local population and reduce inequalities. Health and wellbeing boards will take up their statutory functions by April 2013. We believe our work in the community is of considerable value in this field and that our borough commanders should be non-statutory members of the boards. This will ensure

that, wherever relevant, the risks of fire to vulnerable people are recognised and addressed in the actions they take.

**Hoarding:** Hoarding material and possessions in the home presents a number of risks. With a great deal of material, much of which may be flammable, stored in the property there is a greater risk to the resident both in terms of the chances of a fire starting and escape being hampered. There are also risks to neighbours, with fires in cluttered premises likely to spread quickly and the severity of the fire compounded by access difficulties for firefighters.

Work has begun which will give our firefighters a greater understanding of how to recognise, respond to and record instances of hoarding when visiting premises and when attending a fire. Our borough commanders are working with their local partners to identify individuals that may be at risk and are being trained to use a nationally-recognised method of classifying these properties. We also intend to begin a wider communications strategy to raise awareness of the dangers of hoarding, both to members of the public and to our firefighters.

### Targeting those most at risk

- We will give our firefighters a greater understanding of how to recognise, respond to and record instances of hoarding and they are being trained to use a nationally-recognised method of classifying these high-risk properties.
- We are working with local planning authorities and have asked the Mayor to look at the problem of 'beds in sheds' and other unsuitable buildings being used as sleeping accommodation as part of his revised housing strategy.
- We will collect and share evidence on the cost-effectiveness of sprinklers in both single domestic properties and large blocks and 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.
- We will work with social alarm receiving centres that provide remote monitoring service for older, disabled or vulnerable people to improve the service for dealing with emergency calls and offer training and information on fire survival guidance for their operators.
- We will continue to work with the London Safeguarding Adults Network and a wide range of other organisations that work with vulnerable or disadvantaged groups to let health and social care professionals know about the advice and guidance we can give to minimise the risk of death or injury from fire.



**Unsuitable sleeping accommodation:** Evidence is emerging of a growth of 'beds in sheds' and other unsuitable buildings being used as accommodation. Over the last three years there have been more than 230 fires in buildings that appeared to have people living in them when they should not have been, causing four deaths and 45 serious injuries. There is also an increased risk to our firefighters if they need to fight fires or rescue people in buildings that were never intended to be used as sleeping accommodation.

We are working with local planning authorities and have asked the Mayor to look at the problem as part of his revised housing strategy. We are also calling on Londoners to inform their local council housing team or the Brigade if they see signs that people are living in places that are clearly not meant to be inhabited.

### **Sprinklers**

Sprinklers can be very effective in helping to put fires out quickly. By doing so they can help reduce the numbers of deaths and injuries from fire, reduce the risks to firefighters and reduce the costs and disruption fire causes to the community and businesses. Unlike domestic smoke alarms which, as the name suggests, are activated by smoke, sprinkler systems are activated by the heat of a fire and as a result are unlikely to operate in unwarranted circumstances.

In recent years the cost of installing sprinkler systems appropriate for residential premises has fallen. We believe that sprinklers can provide cost-effective protection, particularly in blocks of flats where the type of occupancy, such as many people with reduced mobility, means there is higher risk of death or injury.

This belief is shared by others. From September 2013, all new and converted residential properties in Wales are to be fitted with sprinkler systems. In 2011, Sheffield City Council fitted sprinklers in a 38-year old social housing block occupied mainly by older residents. Work on the 13-storey block was completed without the residents moving out of their homes. The 47 flats were fitted with sprinklers at a total cost of just over £55,000 at an average of just under £1,150 per flat. The cost of annual maintenance will be £250 per year and the combined cost of installation and maintenance of sprinklers comes to a cost per flat of £40 a year over a 30-year timescale.

Over the life of this plan, we will collect and share evidence and continue to campaign on the cost-effectiveness of sprinklers in both single domestic properties and blocks of flats. We will campaign and 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.

### **Fire safety intelligence**

We have a dedicated programme of providing advice and guidance to our partner organisations, the business community and the public on how they can comply with fire safety law. To support this, we believe that sharing data and intelligence with other regulators will help us identify the places with the greatest risk to life. Studies have shown that people who fail to comply with the relevant legislation in one area may also neglect them in others and we are beginning to look at the people responsible for the premises rather than the premises itself. Our day-to-day work often identifies people who own multiple properties either directly or through one or more companies they are involved with. Databases containing company information can help us identify directors and officers of companies and details of sole traders. Where a company or an individual has a track record of failing to comply with the law in one place we can then identify others they run or manage to check compliance with fire safety legislation.

We will work with other regulators such as the Health and Safety Executive, environmental health officers and local authorities to obtain and share this information. Significant and/or persistent failure to comply with the law places people at risk and we will consider steps to ensure the law is complied with and take legal action against the person responsible. We may also publicise our action as a warning to others.

### **Working with telecare providers**

A number of organisations provide a 'telecare' remote monitoring service for older, disabled or vulnerable people. Past incidents involving telecare type monitoring services have identified a range of individual operating processes and call handling standards, with reports of communication delays or unavailability. We will work with the social alarm receiving centres to improve the service for dealing with emergency calls and offer training and information on fire survival guidance for their operators. We will also review our emergency response to calls of this nature.

### **Working with carers**

The people that are at risk from fires are often considered 'at risk' for a number of other reasons such as health, mobility or social issues and many of them are from vulnerable or disadvantaged groups. In 2011/12, nearly one in three of those dying in fires had been receiving some form of care. By reaching the people that provide this care we believe we can reduce casualties further. We are working with the London Safeguarding Adults Network and a wide range of other organisations to let health and social care professionals know about the advice and guidance we can give to minimise the risk of death or injury from fire. We will also continue to focus our prevention and protection activities on ensuring that people living in care homes and in sheltered housing are as safe as possible.

### **Working to make road users safer**

The Brigade has always attended road traffic accidents when required, though it was only made a statutory duty in the Fire Services Act 2004. The Brigade attends around 3,500 road traffic accidents each year. Together with the London Ambulance Service and the Metropolitan Police, the Brigade frequently plays an important role at road traffic accidents, carrying out activities like using specialist cutting equipment to release people trapped in vehicles and making roadways safe after accidents. We are committed to improving road safety in London and intend to use our staff time effectively to be increasingly proactive in our prevention work. A strategy is being developed that will see increasing involvement with a wide range of statutory and other stakeholder groups on promoting messages and implementing educational events across London that highlight the consequences of dangerous driving and demonstrating how the Brigade releases people trapped in cars. We also support the Mayor's proposal for a Road Safety Reference Board for London.

### **Working with developers and the building industry**

With the scale and range of new building development in London, we are well placed to influence industry and government in the development and maintenance of standards and legislation to provide safer buildings for their occupants. This also makes a contribution to helping generate economic benefit for London.

We will continue to engage with the building industry, fire engineers and architects to improve construction quality and to influence building design by increasing the use of fire safety measures that reduce the size and spread of fire through a building.

A recent example of our involvement includes The Shard, currently western Europe's tallest building. Future projects include: Wembley City, a large commercial, leisure and residential project around the stadium; the Nine Elms regeneration project which will include the new US Embassy; and the Thames Gateway development. There are also major plans to develop and improve the capital's infrastructure in the coming years with projects such as Crossrail, London's 'super sewer', and the high-speed rail link to Birmingham. We will continue to work with developers to help ensure the infrastructure improvements are completed in a safe and secure environment and seek financial contributions from them towards the costs of providing this support.

### **Collaborating on petrol legislation**

We are the largest petrol licensing authority in the UK and have formed a number of Primary Authority Partnerships with major operators of petrol filling stations through which we provide advice to both our business partners and other licensing authorities. In the next few years we will continue to work with the government's Better Regulatory Delivery Office to promote the scheme, encourage more petrol station operators to become our partners, continue to provide advice to our business partners and develop inspection plans that other UK licensing authorities should adopt when inspecting sites operated by our partners.

## Responding effectively

London Fire Brigade has one of the best emergency responses to all types of incident in the UK. The quality, dedication and professionalism of our staff is one of the main reasons the Brigade is held in such high regard. In 2011/12 firefighters attended over 116,500 incidents (including 500 to neighbouring brigades) as a result of around 190,300 emergency calls. Just under half of these incidents were false alarms (48 per cent), more than a quarter (28 per cent) were non-fire incidents (i.e. special services), with fires accounting for less than a quarter (23 per cent). The number of incidents we attend has been falling year on year. Over the last 10 years the number of incidents we attend has fallen by over a third. This reduction reflects the prevention and protection work we have been doing, and the introduction of policies to reduce demand for us to attend calls that are not real emergencies.

### Providing the right response

When we attend an emergency incident, the response we make needs to be the right one. This means having the right arrangements to:

- Receive and deal with the emergency call as speedily and accurately as possible.
- Send the appropriate number and type of fire engine, with the right number of trained staff in each crew so they can get to work on arrival.
- Get to incidents as quickly as possible.
- Get other specialist resources to incidents as quickly as needed.
- Work quickly and safely to resolve the incident.

Safety of the public and firefighters is of paramount importance during incidents but we also recognise the needs of local businesses and organisations. We understand the importance of keeping London on the move and we will ensure that our operations keep disruption to a minimum wherever we can. A recent demonstration of this is the emergency response to a major fire in Dagenham. On the same day as the 2012 Olympics' closing ceremony, and with the eyes of the world on the capital, the skill and professionalism of the Brigade's firefighting was on show for the world to see. Throughout the fire, we were still able to attend incidents across London, the fire cover we were providing at the Olympic venues was not affected and the incident had no impact on the closing ceremony itself.

We will retain our current standards for the time it takes for fire engines to arrive at incidents and, where reasonably possible, improve performance in

places which are currently receiving a service outside of our target performance. We have had our own London-wide standards since 2004/05 and the current standards since 2008/09. The standards are set out in the box below. They are amongst the best in England and our performance is one of the best in the country.

### Our changing emergency response

The majority of our fire stations are in places that reflect the national attendance standards set by government based on the risk from fire decades ago. These attendance time standards for fire engines were originally set in 1947 and were based on the risk to property rather than people. They only applied to fires, not any other incident. The standards were not removed until 2004. Building construction at the time the standards were set meant that in densely packed areas fires could easily spread to neighbouring buildings and these spreading fires needed large numbers of fire engines to control them.

There were four standards covering London. For some parts of central London (two per cent of London) three fire engines were required for every call to a fire (there were no standards for other types of emergency). Two of them had to arrive in five minutes, and the third in eight. In parts of outer London (70 per cent of London), the standards were very different, with some areas getting only one fire engine in 8-10 minutes, and some areas (17 per cent), a fire engine in 20 minutes.

Times have changed. Many buildings are now

#### London's attendance standards

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.

constructed with fire risks in mind, using fire-resistant materials and built-in features such as fire alarms. The likelihood of a fire spreading is now low, but until 2004 we were still required to comply with the old 1947 standards.

In 2004 the government changed the rules and allowed fire and rescue authorities to set their own standards for how long it took to get a fire engine to an emergency reflecting current risks. As a result of this, London's standards now apply to any emergency call we attend all over London so our target is to get the same number of fire engines to an emergency in outer London as in inner London and in the same length of time.

### **Attendance of a third and other appliances**

Around 88 per cent of all incidents can be resolved by the attendance of one or two fire engines. A third (or more) fire engines will either be required as part of the initial attendance to an incident or will be requested later by the incident commander depending on the nature or development of the incident. In 2011/12 well over half of third appliance attendances were calls to automatic fire alarms where its assistance was not required.

There is no standard for the arrival of the third fire engine though we aim to get these fire engines (and other resources) to emergency incidents as quickly as possible.

On average, our fire engines are used around seven per cent of the time attending emergency incidents, whilst our busiest fire engine is occupied just over 16 per cent of the time. Ambulances, in contrast, spend over 80 per cent of the time attending emergencies. This means that our firefighters are far less operationally busy than before, and we are concerned that many are not getting the experience of attending and dealing with real incidents, including serious fires. Training can only partly compensate for real experience. The public would be concerned if doctors, nurses or teachers were getting very little face-to-face time with patients and pupils.

The types of vehicles we use have also changed, with traditional fire engines and ladders supplemented by specialist vehicles and equipment such as those for urban search and rescue. This has put extra pressure on firefighters in terms of training and maintaining a wider range of different skills.

### **The principles we use to plan where we need fire stations and fire engines**

We need to keep under review how we provide a response to emergency incidents in London. We must consider the falling number of incidents we are attending, and the experience our firefighters get of attending incidents, and make a judgement about the right number of fire stations and fire engines needed to keep Londoners and firefighters safe.

In considering how many fire engines and fire stations we need and where they should be located, we take a range of factors into account, including:

- Keeping the response times of our first and second fire engine to a minimum when attending serious incidents across London.
- Maintaining or improving achievement of our attendance standards for our first and second fire engines in London's boroughs.
- Keeping at least one station in every borough.
- We organise emergency cover on a London-wide basis, but we understand that local residents and businesses see these issues in terms of the places where they live and work.
- The possibility of extending the system of alternate crewing, in which the crew of a fire engine can also crew a specialist vehicle based at their fire station instead. This is described in more detail later in the Plan.
- Ensuring we can get enough firefighters to an incident quickly so that they can work safely.
- Protecting those fire stations we would want to keep; those that are modern, multi-purpose and already provide good facilities for our staff.
- Taking account of any restrictions fire stations have in terms of the numbers of vehicles or staff they can accommodate.
- Accommodating the plans we have to improve fire stations over the next few years.
- Allowing for other vehicles and activities based at our fire stations that might be difficult to relocate.
- Ensuring that we have firefighters in the right places to undertake vital community safety work with our target 'at risk' groups.
- The relative cost, efficiency and resilience of stations with two fire engines rather than one.

In practice, some of these factors mean that we have identified 28 fire stations we think are particularly valuable in our wider estate of 112 land stations and we would seek to protect these stations from closure in any future reconfiguration.

## Using computer-based modelling

In the section entitled *Risk in London* we explained how the Brigade uses operational modelling experts to find the best location for our fire stations and fire engines and testing those locations by replicating different types of incidents.

Once we have modelling outcomes that meet our needs, we undertake a sensitivity analysis on them. This will look at the impacts of any changes in terms of:

- The numbers of potential casualties (including fatalities), rescues and fire severity.
- The potential impacts on 'at risk' groups (including deprivation).
- Potential future changes in demand (increases and/or decreases in incident volumes).
- Extended duration or simultaneous incidents.

The practical impacts (e.g. fire station space considerations, special appliance deployments) of any change are again reviewed.

The final part of the process is for the London Fire Commissioner to apply his professional judgement to ensure that any proposals are professionally sound and to ensure that we have sufficient resources, for example, to deal with extreme events, and that they are, where possible and reasonable, sensitive to the pace of change that service recipients will feel able to absorb.

The principles and approach outlined above forms the basis for the modelling we do which has informed our plans for the number and location of our fire stations and fire engines over the lifetime of this Plan.

## Changes to fire stations and fire engines

The Brigade currently has 169 fire engines located at 112 land stations. The location of fire stations and fire engines has largely been determined by the former national standards of fire cover which were in place for over 50 years until 2004. Fire authorities are now able to determine what response standards they consider appropriate; response arrangements and standards can be determined locally.

The level of resources available to the Authority to deliver its services may fall over the next few years. In that context, it is prudent to consider whether or not the Authority could continue to deliver its services with fewer resources.

There is no absolute right level of resource, and there are no benchmarks to use in order to assess what an appropriate level of resource would be. It is for the London Fire Commissioner and the Authority to determine, having regard to a range of factors, what they consider appropriate.

The Commissioner believes that it is possible to deliver the Brigade's emergency response service with fewer resources. It is possible to maintain London-wide attendance performance within current standards for the first and second appliances, and secure performance improvements in some boroughs where they are currently outside the target, or have significantly worse standards than other places. Any change in the level of resources needs to be planned carefully and modelling has helped to do this.

Detailed work has been completed in support of this plan which involves the closure of some stations, the removal of the second fire engine from some stations, and the addition of a second fire engine at some stations with a single fire engine.

### Reduction to 155 pumping appliances at 102 fire stations

Stations impacted	22
One fire engine stations closed	8
Two fire engine stations closed	2
Stations losing a fire engine	7
Stations gaining a fire engine	5
Fire engines fewer (net)	14

The overall impact of the plan is to maintain London-wide performance well within current attendance standards:

- First appliance performance London-wide would increase by 13 seconds to an average of 5m: 33s.
- Second appliance performance London-wide would increase by 10 seconds to an average of 6m: 32s.

However, some of the achievable performance improvements at borough level are significant:

- Only six boroughs would fail to meet the six minute standard for first appliance (seven boroughs currently fail), and four of these are within 15 seconds of the target, all boroughs are within 30 seconds of the target. The slowest average first appliance performance would be in Enfield (at 6m:26s).

- Only one borough would fail the second fire engine standard of eight minutes (Kingston at 8m:32s); five boroughs currently fail to meet the average standard.

All boroughs would achieve the first appliance standard of 95 per cent to arrive within 12 minutes

### **Changes to our fleet of fire rescue units**

The Brigade currently has a fleet of fire rescue units (FRUs) to deliver a range of technical rescue skills. The rescue capabilities of these vehicles are grouped into three types to cover skills such as attendance at road traffic accidents, water rescue, rescuing people from height (line rescue) and urban search and rescue. They are based at stations across the Brigade area known as technical centres.

The number of FRUs in the LFB fleet has increased from five to 16 over the last twelve years. As a result of this increase, FRUs are now in operational use on an average of four per cent of their time, with the number of FRU mobilisations reducing by 600 over the last three years. Reduction of the FRU fleet from 16 to 14 can be implemented without undermining the level of resilience.

The current crewing level for an FRU is five qualified staff. Apart from one type of incident, all of the incidents attended by an FRU require four or less qualified staff. The exception is for level 2 line rescue incidents which require five people. However, this type of incident also requires more equipment than can be stowed on one FRU and as a consequence, two FRUs with the line rescue attribute are always mobilised. The minimum

crewing level for fire rescue units can therefore be reduced from five to four without affecting our attendance to incidents or our ability to operate existing safe systems of work.

### **Reviewing our special appliance attendance to incidents**

The resources the Brigade sends when receiving a 999 call vary according to a range of factors such as potential risk to life, the type of property and whether the building contains any hazardous substances. This information is held centrally in our mobilising system and calls to a particular property or location will generate a pre-determined attendance of fire appliances, equipment and officers to specific incident types and events.

There have been significant improvements in information technology and data collection since the last major review of these arrangements and we now increasingly make use of information gathered from a range of sources including incidents, appliance and staff movements to plan, measure and monitor our activities. This work has shown that the level of operational use from pre-determined mobilisations is generally low for some of our specialist vehicles such as, hose laying lorries and bulk foam units. We will change our mobilising arrangements so that future deployment of these vehicles would be at the request of the incident commander.

### **Our plans for London's emergency response**

- Closures of 10 fire stations at:
  - Belsize, Bow, Clerkenwell, Downham, Kingsland, Knightsbridge, Silvertown, Southwark, Westminster and Woolwich.
- Removal of the second fire engine from seven fire stations at:
  - Chingford, Clapham, Hayes, Leyton, Leytonstone, Peckham and Whitechapel.
- The addition of a second fire engine to five fire stations at:
  - East Greenwich, Hendon, Orpington, Stanmore and Twickenham.
- Removal of the fire rescue unit from two fire stations at:
  - Hornchurch and Millwall
- Reduce the minimum crewing level on our fire rescue units from five to four.
- We will recover our costs from other fire services for providing assistance.
- We will change our mobilising arrangements so that future deployment of hose laying lorries and bulk foam units would be at the request of the incident commander.
- We will seek a Mayoral-led review of emergency services on the River Thames.
- We will work with airport authorities to reduce the incidence of false alarms

## **A potential Olympic legacy**

During the 2012 Olympic and Paralympic Games the Brigade used five Mini Coopers in the Olympic Park to provide a low key and non-disruptive response in situations where there were likely to be large crowds of people. Known as initial response vehicles and provided on a sponsorship basis, they were crewed by two firefighters and converted to carry items of Brigade equipment such as extinguishers and emergency care equipment.

The vehicles proved highly successful during the Games period and we will continue to use them in a similar way, potentially providing an initial response to automatic fire alarm calls and drawing attention to our community safety campaigns at large events in London. We will also consider whether there is a role for other smaller vehicles in providing our emergency response.

## **Working with neighbouring fire services**

The Brigade has had long-standing mutual assistance arrangements with its neighbouring fire and rescue services to attend fires and other incidents in each other's area, usually when the neighbouring fire service's resources are closer to the incident or when additional support is needed. Recent years have seen a shift in the balance of incidents attended between London and our neighbouring fire and rescue services, with levels of assistance provided to London generally falling and assistance from London to neighbouring fire and rescue services increasing. The Fire and Rescue Services Act 2004 enables us to charge for providing these mutual assistance arrangements and we intend to do so.

## **Airports**

The three main airports in the Greater London area, Heathrow, City and Biggin Hill, are regulated by the Civil Aviation Authority (CAA). The CAA defines the independent rescue and firefighting services required at each location, primarily to save life in the event of an aircraft emergency, with the Brigade providing additional resources as necessary. The CAA has no requirement to provide firefighting resources for airport buildings or to deal with other non-aircraft incidents and these types of incidents are dealt with solely by the Brigade.

Following discussions with the Brigade, the British Airports Authority (BAA) have reviewed their policy on automatic fire alarms and from January 2013 will investigate fire alarm calls at Heathrow on site in the first instance. This is expected to significantly reduce

the number of fire alarm calls received to the terminal buildings.

Heathrow fire station is on a site leased from BAA which is currently due to expire in 2016. Any proposals for BAA's intended use for the site may depend on the outcome of the government's Aviation Policy Framework, which may not now be published until 2015. In addition, EU regulations for firefighting arrangements at airports are also anticipated in January 2014. It remains to be seen what their impact of these developments may be on the Brigade. We hope that they will provide opportunities for more collaborative working with airport fire services.

## **Fireboat and river review**

Part of the Mayor's vision for travel in London includes making better use of the Thames. We will recommend to the Mayor that there should be a thorough review of the powers, kit and capability of all the emergency responders working on the river. We will also ask the Mayor to explore the potential for sharing the cost and service provision.

## **Enhanced role in medical care**

We will look to further our role in providing a first aid capability. In particular we will investigate with the London Ambulance Service the potential for us to co-respond to heart attack patients where this would improve the chances of survival.

## Using our powers

Our aim to stop fires and other emergencies happening may sometimes require intervention beyond the work we do analysing the incidents we attend, building our relationships with other partners, changing behaviours, and how we respond. In these cases, we will use our influence to get changes in the law where there would be a significant improvement in fire safety. We were instrumental in the introduction of fire safer cigarettes, which should see a fall in the number of fires and casualties caused by smoking materials.

Our enforcement work ensures that action is taken to protect people and secure compliance with the regulatory system. The term 'enforcement' has a wide meaning and applies to all dealings between the Authority and those on whom the law places a duty. Guidance on this role is given by government.

### Enforcing fire safety law

Although thousands of buildings in London are subject to fire safety laws, we do not aim to visit all of them. Our approach is to concentrate our inspection programme on those buildings which pose the greatest risk to safety from fire and use our enforcement powers, including prosecution, when necessary. We are bringing together all the data we have about the likely risk of fire in buildings, gathered from fire safety inspections, fire investigation and our operational activities. When we combine this information with knowledge from fire safety officers and firefighters, we will prioritise our programme of inspections and audits towards buildings where there is the greatest risk of fire occurring; where there may be the most casualties; where significant consequences may occur if a fire does happen; and/or our regulatory advice makes a significant improvement to the overall safety of those who use the building.

Access to accurate, relevant and up-to-date information is essential to plan our inspection programme, evaluate its effectiveness and identify trends that we can use to focus resources. We will continue to develop and review this information using data from a wider range of sources and developments in information technology. In addition, we will research and identify ways in which the business community can easily access information and guidance on their regulatory responsibilities and common trends and issues on the cause, origin and spread of fire.

### Providing advice and influence

We have extensive experience in giving practical advice and investigating the cause and spread of fire. Our work programme seeks to influence those responsible for making fire safety law and those who design buildings so that, as far as possible, fire safety measures, such as sprinklers, are installed in buildings where the risk justifies it.

We also work with architects, engineers and planners to enable the safe use of innovative design and new technology and support the development of effective engineered solutions which improve fire safety.

### Heritage buildings in London

London possesses an immensely rich built fabric of outstanding historic, archaeological and architectural interest, comprising approximately 40,000 listed buildings, with around nearly 2,000 at grade I and Grade II\*, 1,000 conservation areas and four World Heritage Sites (Maritime Greenwich, Royal Botanical Gardens at Kew, Tower of London and Westminster Palace, Westminster Abbey and Saint Margaret's Church). We take our responsibilities for these buildings seriously and, where appropriate, they will be subject to regular fire safety inspections (although not where they are Crown properties as fire safety in these buildings is the responsibility of the government), and familiarisation visits by our crews with tactical and/or contingency plans developed where appropriate.

We recognise that because of their construction and layout, fires in these buildings can spread more quickly and frequently require significant damage control work. We will continue to work with English Heritage and other relevant parties to ensure that not only are they appropriately protected but that we also continue to have robust and effective joint plans in place for us to deal with fires quickly and effectively and protect their often invaluable contents if a fire does occur. Because of the often resource intensive nature of firefighting operations at heritage buildings we have also assessed our ability to provide additional resources in an effective timescale should they be required and are satisfied that appropriate arrangements are in place.



These plans make sure our incident commanders are fully aware of the range of risks present and the significance of the site being attended.

### **Primary Authority Partnerships**

The Primary Authority scheme has been introduced by the government as part of its intention to reduce the regulatory burden on business. Primary Authority status allows a local authority to form a statutory partnership with a company to provide advice to other businesses and local authorities working in the same sector. The government is considering extending the Primary Authority Scheme to cover enforcement of the Regulatory Reform (Fire Safety) Order 2005 carried out by fire authorities. This means that one fire and rescue authority (FRA) could act as the responsible authority for all the branches of a particular business (e.g. a supermarket chain) regardless of the location of those branches. This could mean an FRA from outside London being responsible for fire safety matters in all branches of the supermarket within London (and elsewhere).

Across the country, 14 fire authorities, with partners from a variety of business sectors, will pilot two approaches; a non-statutory scheme and the statutory scheme. London is taking part, piloting statutory partnerships with SSP Ltd and Enterprise Inns.

### **Understanding complex buildings**

A key priority for us is the safety of our firefighters when attending incidents and to reduce the risk when working inside buildings. We need to understand construction methods, possible failure mechanisms and influence improvements in building design and associated fire safety measures. The design of the building and its layout can have a direct impact on firefighter safety and effectiveness and we will continue to work with industry bodies and sit on technical standards committees to gather data and promote firefighter safety as a key consideration in future developments.

Following the inquests into the deaths of the six people who lost their lives in the Lakanal House fire in July 2009 the Coroner wrote to a number of organisations, including the Brigade, making recommendations.

The Coroner acknowledged the work that the Brigade has already undertaken as a result of our experience at Lakanal House, including introducing a range of new initiatives, policies and equipment

that have improved our planning and response to incidents involving high rise premises.

We have looked closely at the Coroner's recommendations and will be taking steps to address some of the issues raised, including:

- Clarifying and reinforcing fire safety messages for people living in high rise buildings.
- Optimising the way that the Brigade gathers information and clarifying what crews should highlight and record when they carry out familiarisation visits.
- Implementing recommendations from our own review into command support levels at incidents and enhancing the command training provided to our officers.
- Introducing a new training solution that will improve operational staff awareness of control practices and procedures, including those associated with fire survival guidance.

In addition to the specific actions being taken by the Brigade in response to the Coroner's Rule 43 recommendations it has been agreed by the Authority that we will establish a Member Working Group that will review and oversee the Brigade's actions associated with the Lakanal House incident. The membership of this group will include a representative from the Authority's 3 main political groups and senior officers who have detailed knowledge of the Lakanal House incident and subsequent inquests. The outcomes from this Member Working Group will be reported to the Authority's Strategy Committee.

We have called for further governmental guidance on a number of areas, including: which areas of domestic premises can be described as 'common parts' and how those responsible for the building might comply with the relevant fire safety legislation for those areas; compliance with the building regulations for windows in residential tower blocks; the building regulations covering the spread of fire outside a building; testing and maintaining firefighter controls for lifts; and how those responsible for complex buildings can make sure that the property is suitably risk assessed. We will use our powers to inspect those complex buildings which pose the greatest risk and work in partnership with local authorities and other housing providers to deliver essential improvement in building standards where appropriate.

The Greater London Authority's Planning and Housing Committee conducted a review into issues

around fire safety in London's residential buildings, with a particular focus on timber frame structures and tall buildings and made recommendations to the Mayor of London and the government. Many of the report's recommendations are aimed at other bodies, notably the government in terms of improving Building Regulations, but where applicable, actions which we can take will be reflected in our fire safety work.

### **Charging for services and information**

The Fire and Rescue Service Act 2004 (as amended by the Localism Act 2011) gives us the ability to charge for certain services and information. We currently charge £260 per hour (plus VAT) to send a fire engine to those incidents where we seek to recover our costs, such as charging lift owners for releasing people shut in lifts. We have revised the way we calculate the cost of providing these services, which will increase from £260 to £290 per hour (plus VAT). The increase complies with the rules of cost recovery under the law. This rate will be used in cases where we decide to recover our costs for other services, such as for repeat attendances at false alarms caused by faulty equipment.

### **Fire Investigation**

Finding out how and why a fire started and how it spread is essential in future development of areas such as the design and layout of buildings and materials, firefighting equipment and tactics and whether a crime may have been committed. Our fire investigators use an extensive range of methods and techniques to determine the origin and cause of fires and their development. Subject matter experts in their field, the expertise of our fire investigators is increasingly called upon in coroners' courts and other legal processes. They identify and report any problems associated with building construction and materials, fire safety, or trends in accidental fires or arson.

The data collected by our fire investigators is recorded and reported to both internal departments and external authorities. Detailed reports are produced for all significant incidents, including fires where fatalities occur, and this work may be used in highlighting issues such as potentially unsafe items of equipment that are reported to manufacturers and trading standards offices. If circumstances warrant, we will publicise our findings such as in July 2011 when the Brigade issued an urgent warning of a fire risk related to certain fridge freezer models and in January 2013 when we called for tougher standards to make highly flammable insulation used in fridges and freezers safer from fire.

## Changing ourselves

One of our strategic aims is to use our resources flexibly, efficiently and effectively, continuously improving the way we use public money. Over the life of this plan we will continue to challenge and review the way we work, investigating other ways of improving our services and looking at the benefits new technology can bring in delivering an efficient and cost-effective service to London.

### Crewing our vehicles

We have no plans to change the current normal or minimum number of crew on our regular fire engines.

We currently use a system called alternate crewing at some of our fire stations. As well as fire engines, these stations also have one or more specialist vehicles to provide resources such as additional fire hoses or foam. These specialist vehicles are not required as frequently as normal fire engines and so are crewed by firefighters from that station's fire engine. We have found this to be an efficient use of our resources and will extend the arrangements to the following types of special appliance that are infrequently used:

- Urban search and rescue modules (USAR) that attend collapsed structures.
- Scientific support units (SSU) which aid and support our scientific advisors in identifying hazardous materials.
- The remaining two incident response vehicles. Seven of the nine vehicles are already alternately crewed.

We will also consider the introduction of alternate crewing of either our fire and rescue units or the fire engine with which it is located.

### Replacing our vehicles

The Brigade's fleet of fire engines is due for replacement between 2014 and 2020 as vehicles reach the end of their life span. We are now engaging in a new strategy for replacing our fleet that will look at both their procurement and ongoing maintenance. We will also continue to look at opportunities for change in the size, types and numbers of appliances to reflect developments in areas like operational needs, methods and performance. We will also look at how we deploy our appliances, environmental performance and health and safety matters.

### Local maintenance of fire stations

Firefighters take pride in the appearance of their fire station and many have expressed the desire to carry

out station repair and maintenance work themselves. This work, which is carried out by contractors, is currently managed centrally to achieve economies of scale. But during the life of this Plan, we will look at the effectiveness and efficiency of our arrangements for station cleaning, routine repairs and maintenance.

### Providing reassurance

However we deploy our fire stations and fire engines, there will always be areas in London where it will take us longer to get there. We have said earlier in this plan that risk from fire is related more to factors such as deprivation and lifestyle than to attendance times but we understand the concerns of residents and will increase our community safety work in these areas, including visits to schools, inspections for fire risks and working with local partners such as neighbourhood watches and wardens to increase community safety awareness.

### Deploying operational officers

Many of the incidents we attend require the attendance of senior officers in addition to the initial station-based response. The attendance of senior officers to incidents is generated by our mobilising system based on agreed protocols, policies or procedures or may be requested by the incident commander at the scene. This may be for a range of reasons, such as to monitor the operational performance of crews and incident commanders, the spread of a fire requiring more resources, the discovery of previously unidentified risks, health and safety issues or to provide specialist tactical advice. Over the three year period to March 2012, senior officers were needed at 15,600 incidents. As a result of analysing the actual incident data for officer mobilisations over the last three years we will reduce the minimum number of officers required for each 24 hour shift from 35 officers to 30, and consider the introduction of a return to duty system in which off-duty officers could be recalled to supplement the officer rota in times of excessive operational demand.

We will consider whether officers with specialist attributes should continue to be routinely mobilised to incidents or whether they should be sent only

when requested by the incident commander. We will continue to review the effectiveness of these deployments over the lifetime of the plan.

### **More time for other duties**

Fire station crews spend part of their time becoming familiar with buildings in the local area around their station. The outcomes of these visits are captured in a database that identifies buildings that may pose a greater risk and is available to all crews anywhere in London via mobile data terminals in our fire engines. Current policies like the reduction in calls to people shut in lifts and those in this plan such as an expected reduction in calls to faulty automatic fire alarms, are expected to free up more time for outside duties such as familiarisation visits, community safety and fire safety inspections of commercial buildings. Familiarisation visits to assess potential risks and hazards are an important and ever-increasing part of a firefighter's work and we will introduce a local indicator to measure their volume.

### **Maintaining our competence and safety**

Making sure our staff continue to develop and maintain the skills and abilities necessary to do their job is essential if they are to stay safe. We acknowledge that this is more than simply having access to quality training and refresher training and through recruitment and placement procedures we ensure that our staff have the necessary abilities to do their jobs and that their competence is maintained through effective monitoring.

Training plans reflect the core skills that our crews need to work safely at operational incidents. Maintaining and monitoring these skills ensures that we have the right balance of staff available for operational deployment. We also manage risk by identifying premises that may pose an operational risk to crews. This information is recorded by crews on a database along with tactical plans which all fire crews are able to access when attending an operational incident.

### **Working arrangements**

To provide a round-the-clock service, our fire station-based staff work a two shift, four-watch system at stations. In May 2011 we introduced new start and finish times for our station-based staff, increasing the length of the day shift from 9 to 10.5 hours and reducing the length of the night shift from 15 to 13.5 hours.

The changes to start and finish times have been successful in achieving our goal of increasing the time spent on operational training and community safety work and we will continue to monitor their effectiveness. There are no plans to make any further changes to these arrangements, although the Commissioner would be willing to consider representations from staff representatives on the matter.

### **Resting accommodation at stations**

We have listened to the views of our staff and there are no plans to replace beds with resting platforms at fire stations during the life of this plan.

### **Sustainability**

The most widely accepted definition of sustainable development, and the one adopted by LFB, remains that of the United Nations - development that meets the needs of the present without compromising the ability of future generations to meet their own needs. What this means specifically for London Fire Brigade is that we take a proactive and balanced approach to managing the impact that our activities have on the environment, society and the economy across six key themes:

- Climate change.
- Environment and resources.
- Community safety.
- Health, safety and well-being.
- Economic prosperity.
- Equality and social inclusion.

We aim to lead on sustainable development within the UK fire and rescue service. Our second Sustainable Development Strategy includes

### **Reviewing the way our staff work at incidents**

- We will extend alternate crewing arrangements to other types of special appliance that are infrequently used.
- We plan to reduce the number of officers providing operational cover from 35 officers to 30 per 24 hour shift and consider the introduction of a return to duty system in which off-duty officers could be recalled to supplement the officer rota in times of excessive operational demand.
- We will continue to review the effectiveness of these changes over the lifetime of the plan.

reducing our CO<sub>2</sub> emissions by 32 per cent from 1990 levels (when accurate information was first published) over the next three years, ahead of Mayoral targets for London. We will also continue to offer three business apprenticeships per year and identify innovative ways to improve the environmental performance of our vehicle fleet through the European funded project called FIRED-uP. A sustainability policy will pull together the work across the Brigade and a Brigade-wide environmental management system will help us manage environmental compliance.

We work closely with the Environment Agency to ensure ongoing compliance with environmental legislation, and engage proactively with other regulatory bodies and key stakeholders. These include, among others, utility companies, Natural England, English Heritage and local authorities. We commonly share sustainability best practice and experience across the GLA group.

### **Our commitment to equality and diversity**

We were the first fire and rescue service to reach the highest level (Level 5) of the Local Government Equality Standard and were instrumental in developing the Equality Framework for the Fire and Rescue Service, in which we achieved an *Excellent* rating. As a public authority we are subject to the general equality duty of the 2010 Equality Act which requires us to:

- Foster good relations between communities.
- Eliminate discrimination.
- Advance equality of opportunity.

Over the life of this plan we will develop a programme of work to ensure that we continue to provide a model of excellence in fulfilling our obligations under the Act. We will commit ourselves to positively mainstreaming equalities and diversity into all aspects of our policy making, service delivery and employment to deliver the highest quality service and best value for money that we can to one of the most diverse cities in the world. We will:

- Ensure that equality analyses support our corporate initiatives and strategies;
- Continue to self-assess against the Fire and Rescue Service Equality Framework;
- Increase the diversity of our workforce at all levels and in all occupational groups, where opportunities arise through recruitment and progression;

- Continue to prioritise home fire safety visits to high risk people and places;
- Continue the programme of delivering fire safety workshops to primary school children and monitor the percentage of school visits to high risk areas;
- Support the diverse base of suppliers accessing our contract opportunities through procurement procedures;
- Ensure that all new build fire stations include community facilities;
- Consolidate our youth activities and target our interventions at young people most at risk; and
- Increase awareness of fire safety for those who manage sheltered accommodation and care homes.

### **Improved value from our support services**

Our fire and rescue staff are essential to ensure the delivery of our front line fire and rescue services.

We believe that the in-house services we provide are excellent but we also acknowledge the need to explore other ways of providing these services to maintain or improve services, or deliver efficiencies, including outsourcing them to another provider or making arrangements with other bodies to share them if this results in a more efficient service.

Specialist functions in the areas of IT and Property have been outsourced for many years. From April 2012 all of our training services have been supplied externally and the maintenance of our current 999 mobilising system is expected to start in 2013, with a new system planned the following year. A Private Finance Initiative (PFI) funded project will see the provision and facilities management of nine new fire stations and other options for outsourcing or sharing our property portfolio and services are being considered.

We have already entered into shared service arrangements with the GLA, the Mayor's Office and Transport for London for a range of services. Other initiatives are under discussion and we will continue to explore further options for shared services arrangements if doing so will deliver value for money.

### **Leadership**

A key principle of our Leadership Strategy is 'Leadership is for Everyone'. We need to make sure leadership is communicated at every level of the organisation. Leadership workshops explaining what leadership means for teams and individuals have

been delivered at all levels of the organisation from director to firefighter and we will work closely with our training provider to align all leadership and managerial development and training closely to our leadership model. We are also in discussion with our training provider to produce a London-based executive leadership programme which will be aimed at our strategic managers.

### **Training**

Due to our existing training facilities becoming increasingly unsuitable to support the range, complexity and volume of our training requirements, in April 2012 we outsourced our training to Babcock Training Limited. Babcock will provide two new training facilities in the east and west of London, the first of which will be available from February 2014. The new facilities will be supported by nine existing training facilities, refurbished to deliver a wide range of training locally.

More flexibility in planning our training will be introduced, including more evening and weekend training, while greater use of computer-based training will reduce the need for tutor-led training away from the workplace. Regular monitoring and review of the contract will take place to ensure its cost-effectiveness.

### **A new mobilising system**

Making sure emergency calls are handled quickly and the resources despatched promptly is a vital part of the service we provide. In July 2012 we signed a contract for a new mobilising system operated from our new 999 control centre in south London. The new system is due to go live in the summer of 2014 and is expected to deliver a number of features designed to improve attendance times and support initiatives for reducing the number of shut in lift and false alarm calls.

### **Effective use of the Authority's estate**

The Authority's estate consists of 112 land stations, one river fire station, training facilities, an operations centre and our headquarters building in Southwark. The largely freehold estate is characterised by a significant number of ageing buildings (a third of which are Listed) and require repairs and improvements estimated at some £140m. An asset management plan completed in 2012 found that only 54 per cent of the fire stations were considered suitable and that over 40 per cent were more than 60 years old.

Our key objective is to ensure that our fire stations and other buildings are fit for purpose; in a satisfactory condition; and energy efficient. We are also continuing to implement a programme of making our fire stations more accessible to the public as places where the local community can go for fire safety advice and information. Work on a new West Norwood fire station is due to start in March 2013 and a Private Finance Initiative (PFI) funded project will see the Brigade receive £51.5m to rebuild nine of our stations. Eight are being rebuilt on their existing sites and Mitcham fire station will be built on a new site we have acquired.

We will continue to look at ways in which our property services can be delivered more efficiently and this is progressing in parallel with opportunities for collaboration and shared services with other members of the GLA group. The scope for improvement and savings will focus on the further combination of property services, increasing efficiencies from our suppliers and using the buying power to be gained from larger scale contracts.

### **Internal communications**

We need to continue to deliver strong and trustworthy internal communications to ensure a well-informed workforce. Following a review of internal communications a number of improvements are being delivered including a new staff intranet that will give greater opportunities for our staff to interact with each other and the rest of the organisation. Face to face communications will also remain a consistent method of informing, sharing and engaging with staff over the next few years.

### **Industrial Relations**

Seeking to achieve change by agreement with our trades unions is an essential part of good industrial relations. We are committed to ensuring that we engage and consult with our trades unions at the earliest possible opportunity and are committed to applying the National Joint Council's protocol on good industrial relations, including wherever possible to secure all change by agreement, and to reduce those occasions where that cannot be achieved.

We have a well-developed industrial relations structure covering all staff groups, which includes regular joint committee meetings with the recognised trades unions, together with channels for informal communication. We are currently conducting an external review to identify what further improvements could be made to both formal

and informal relations with our trades unions in order to achieve a higher level of consensus with our trades unions and working with them to deliver the outcomes set out in the plan.

### **The Brigade Museum**

The London Fire Brigade Museum in Southwark is home to a unique collection of historical fire engines, equipment and artefacts. Visitors to the Museum are given a guided tour in which the importance of fire safety is given prominence along with the wide range of items on display and a large proportion of our visitors are school parties. We are exploring options for the future of the Museum, including securing a permanent home for the collection and seeking charitable status as a recognised historical and educational resource that supports London Fire Brigade in making London a safer city.

## Getting the message out

Communicating what we do to our partners, our staff, the people we wish to target and the public is crucial if we want to achieve our objectives and make a difference. The rapid rise of new technology and developments in web and social media give us the opportunity to inform more people about more issues, risks, and developments in a shorter space of time.

### Social media

In a little under six years, social media has gone from an unknown phenomenon to one that now forms part of many Londoners' lives on a daily basis. The civil disturbances in 2011 demonstrated the need for all emergency services and the public sector at large to be aware of the importance of social media.

We began using twitter and Facebook in 2010 and have since established the second largest community of social media followers of any UK local or regional public sector organisation. However, we are not complacent and we are acutely aware that the number of 'Likes' and followers is irrelevant unless their engagement and influence in sharing what we say can be harnessed to affect behavioural change and provide information to Londoners that keeps them safer from harm.

By sharing accurate information we are able to reassure the public that our firefighters are responding, and what they are responding to, while at the same time offering an effective insight into the real impact of incidents. Social media platforms have given us an opportunity for greater two-way dialogue and opinion sharing on a scale the Brigade has never seen before.

### Campaigning

We have developed a number of campaigns to support our aims and objectives and by using social media we have been able to better target and increase our audiences on a number of key areas including:

- Reducing non emergency calls to people shut in lifts.
- Reducing calls to incidents that other agencies (like the RSPCA) should be called to attend, like non-emergency animal rescues.
- Reducing kitchen fires caused by people drinking alcohol and cooking.

We have also seen a noticeable reduction in calls to the Brigade during events like bonfire night, where live social media updates of incidents being attended have spread successfully.

During the 2012 Olympic and Paralympic Games the Brigade used social media to share incident

information on several occasions, providing immediate reassurance at a time of heightened public and media attention. The reaction to firefighters working during the Olympic and Paralympic Games was also clearly demonstrated by interaction and feedback via social media channels.

Social media opportunities to Like, Share, Comment and access online information using a variety of creative methods offer a range of engagement opportunities the Brigade is keen to develop. We will build on the wide-ranging ways in which we can gauge how people feel about our work and increase opportunities for the public to play their part in keeping Londoners safe.

We will also look at how to best use social media in the future, including how to respond to people using it during incidents (even reporting incidents) and how social media can be used more widely by the organisation now that it has been firmly established as an effective communications tool.

### Transparency

We publish a wide range of data about our activities which is available on our website. The information is consistent with government guidance and includes details of payments costing £250 or more, our land and property and our organisation's structure charts. Also included are senior officers' pay, expenses, interests and gifts and hospitality for Authority Members and top managers. We also publish a disclosure log of information provided in response to requests under the Freedom of Information Act and provide data as part of the Mayor's City Dashboard. We remain committed to publishing a wide range of information about the organisation and its performance.



## Budgets and the service

### Our funding

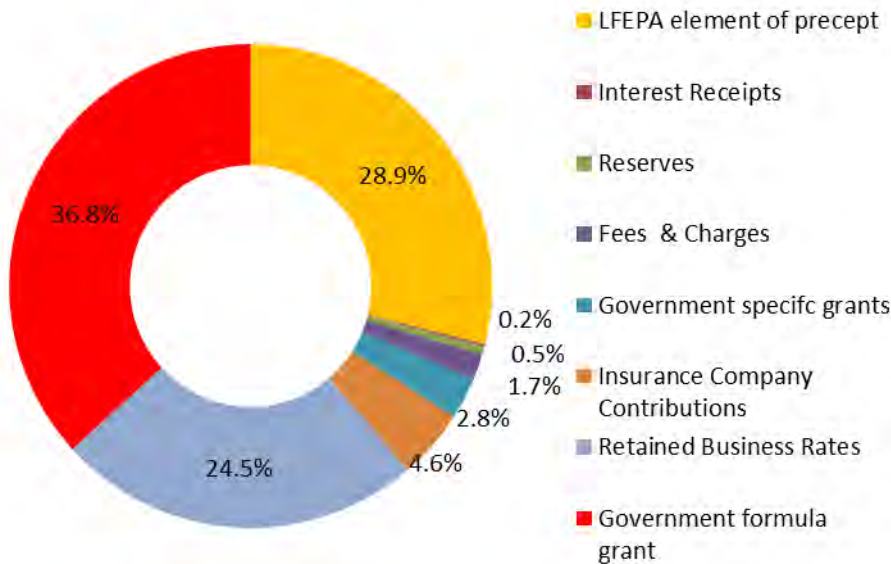
Most of our funding comes from government grant and London council tax. We get some income for services that we charge for and some of our specific services are supported by a grant. After that, in 2013/14, 37 per cent of our funding (£163.5m) will come from a revenue support grant from the Department for Communities and Local Government (DCLG), 25 per cent (£108.9m) via the new system of retained business rates, and 29 per cent (£128.4m) from the Mayor's share of London council tax.

### The financial challenge

During the period from 2009/10 to 2013/14 we have implemented £71m of budget savings. All our budget assumptions and planning are based on the

government's comprehensive spending review in 2010 which asked the fire service nationally to save 25 per cent over the four years to April 2015.

We have now been advised of our provisional grant settlements for 2013/14 and 2014/15 by DCLG. We did well compared to other fire and rescue services; however the position now is that we need to find significant savings in both years, particularly so in 2014/15, as the government has back loaded the funding reductions into that year: our revenue support grant from the government is being reduced by £21.5m. The Mayor has said that he will aim to protect LFEPA from additional grant cuts in 2015/16.



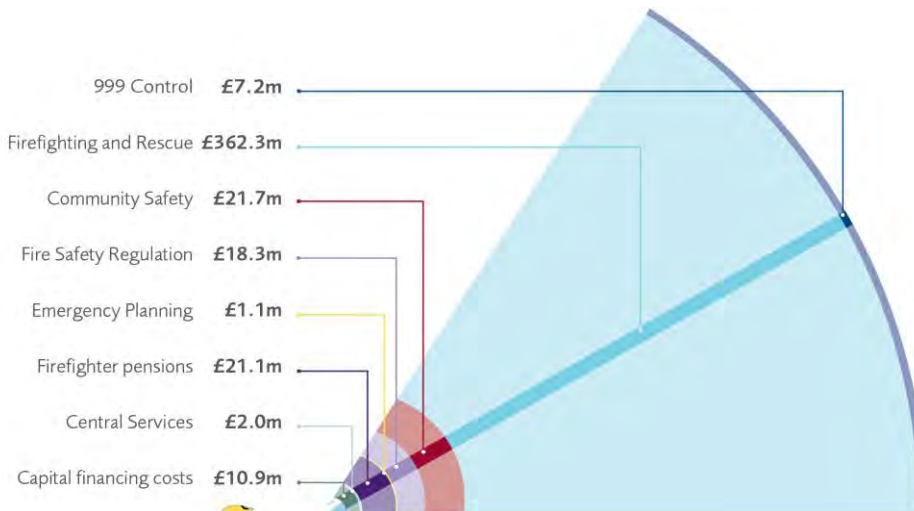
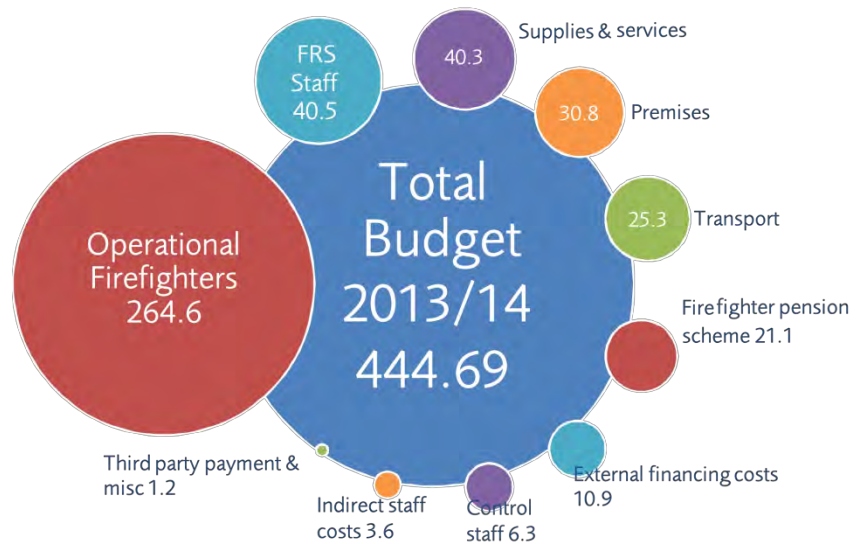
### How we are funded

This chart shows how LFEPA's costs are covered in 2013/14, with some 90 per cent of costs covered by government (formula grant and business rates) and council tax.

## What drives our costs?

LFEPAs expenditure in 2013/14 is predominantly on staffing, at around 70 per cent of total expenditure, as shown in this diagram.

Note. The diagram below shows LFEPAs budget 2013/14 in £millions, excluding special grants and other forms of income.



## What do we spend our money on?

This chart shows how much money we will spend on delivering different aspects of our services in 2013/14.

Note: The cost of support services has been apportioned to 999 Control, firefighting and rescue, community safety, fire safety regulation, and emergency planning, in line with Chartered Institute of Public Finance and Accountancy (CIPFA) guidance.



## Our long-term investment programme

We also have a programme for long-term investment, mainly on fire stations. We fund this by using money from selling assets we no longer need, special grants from central government and borrowing.

<b>Capital Programme Summary</b>	<b>2012/13 Original Budget</b>	<b>2013/14 planned</b>	<b>2014/15 planned</b>	<b>2015/16 planned</b>
	<b>£ m</b>	<b>£ m</b>	<b>£ m</b>	<b>£ m</b>
<b>Current ICT projects</b>	0.5	0.3	0.0	0.0
<b>Current property projects</b>				
Fire station refurbishments	2.5	4.7	2.2	1.6
Extending fire stations	0.4	0.0	0.0	0.0
Strengthening station yards and forecourts	0.6	0.5	0.0	0.0
Sustainability projects	2.3	1.5	0.6	0.6
Minor improvement programme	1.0	0.8	0.6	1.0
Other property projects	1.0	0.8	0.9	1.0
<b>Work in the pipeline</b>				
Fire station refurbishments	1.4	0.7	2.6	5.7
Other property projects	0.9	0.7	0.7	0.3
<b>New proposals</b>				
ICT projects	0.3	0.7	0.4	1.1
Property projects	0.4	0.3	1.1	0.3
Other projects	0.9	3.2	6.2	0.0
Programme contingency	1.2	1.3	1.3	0.9
<b>Total investment programme</b>	<b>13.3</b>	<b>15.4</b>	<b>16.5</b>	<b>12.3</b>

## How we'll know it's working

Our performance management framework provides an integrated approach to the planning, delivery, monitoring and evaluation of our activities. At the heart of the framework is this London Safety Plan, and the headline targets and commitments within it, which are designed to guide and focus the key activities of the Brigade over the next few years. These commitments are supported by an annual action plan so that we can measure how we are progressing and make sure we stay on track. The actions in the plan feed into departmental, team and personal plans, and form an important part of our framework to make sure everyone is working towards the same key commitments. More detail can be found in Appendix 1, '*Our actions and targets*'.

### **Performance, governance and scrutiny**

A regular cycle of performance monitoring and reporting at all levels of the organisation ensures that we are constantly aware of how we are performing and where we need to improve.

Our performance management framework is underpinned by corporate governance arrangements to check the systems of internal control in place. These arrangements are in place to clarify our objectives, risk management arrangements, performance management processes and financial controls. We also carry out several programmes of audit work to check the adequacy of controls, and this is coordinated by Internal Audit and our Audit and Assurance Group.

Scrutiny of our performance and achievement against objectives is conducted by officers through our Corporate Management Board, and by Members through the Committee structure that makes up London Fire and Emergency Planning Authority. The London Assembly also reviews our performance on a quarterly basis, providing focus on specific areas that are of interest to the Mayor, the Greater London Authority, and the public.

### **Managing our risks**

We face a number of strategic risks which could affect our ability to deliver services, and we need to manage these to ensure that we can continue to meet our objectives. These include things like ensuring the safety of our staff, managing our budget effectively, and dealing with the threat of industrial action.

Our approach to risk management is defined through our Risk Management Strategy which sets out the framework for consistent management of risks throughout the Brigade. Risk management forms part of our performance management system and risk owners are called to account in order to provide assurance that we are managing our risks

appropriately and that we can continue to operate our services.

### **Annual performance indicators and service measures**

Alongside our three-year headline indicators, we also agree a suite of performance indicators (with targets) and service measures (without targets) each year.

## Consultation on the draft Plan

Extensive consultation was carried out on the draft fifth London Safety Plan. The consultation period ran for 15 weeks, from 4 March to 17 June 2013 and included 24 public meetings across London attended by over 1300 people. Meetings were advertised in local newspapers, with posters, direct emails, through social media and with press coverage.

Over 1,800 people took part in an online questionnaire on the London Fire Brigade website and nearly 400 posted questionnaires to us. A further 102 letters and emails were received from organisations, politicians, members of LFB staff and members of the public in response to the consultation. Every response was considered before final decisions on the plan were made.

For more information about the consultation, the responses it received and the decision-making process please go to [www.london-fire.gov.uk/lsp5.asp](http://www.london-fire.gov.uk/lsp5.asp).

## Appendices

1. Our aims, objectives, risks, commitments and targets
2. Equality analyses
3. Sustainable development impact assessments

## Our aims, objectives, risks, commitments and targets

### Our vision

We want to make London a safer city and our vision is to be a world class fire and rescue service for London, Londoners and visitors.

### Our six aims are:

- **Aim 1 - Prevention**  
Engaging with London's communities to inform and educate people in how to reduce the risk of fires and other emergencies.
- **Aim 2 – Protection**  
Influencing and regulating the built environment to protect people, property and the environment from harm.
- **Aim 3 – Response**  
Planning and preparing for emergencies that may happen and making a high quality, effective and resilient response to them.
- **Aim 4 – Resources**  
Managing risk by using our resources flexibly, efficiently and effectively, continuously improving the way we use public money.
- **Aim 5 – People**  
Working together to deliver high quality services and to create a safe and positive environment for everyone in the organisation.
- **Aim 6 – Principles**  
Operating in accordance with our values and ensuring that safety, sustainability, partnership and diversity run through all our activities.

### Our strategic objectives

We have fifteen strategic objectives which support and align with our six aims. These are:

- To reduce fires and the impact they have (Aim 1).
- To target people most at risk (Aim 1).
- To regulate buildings, and other places, to protect people from fire (Aim 2).
- To influence planners, designers and decision makers to improve safety for Londoners (Aim 2).
- To improve and deliver our plans, developed with partners, to address identified risks (Aim 3).
- To use our resources in a flexible and efficient way arriving at incidents as quickly as we can (Aim 3).
- To minimise costs and provide value for money for Londoners, working with others where we can (Aim 4).
- To manage our performance and continuously improve the services we deliver (Aim 4).
- To develop a positive and healthy culture with strong and effective leadership (Aim 5).
- To embed ownership, responsibility and accountability at all levels of the organisation (Aim 5).
- To make sure our staff have the right knowledge and skills to do their jobs (Aim 5).
- To work with others to keep people in London safe (Aim 6).
- To increase the diversity of our workforce to ensure that we provide high quality services across London (Aim 6).
- To continue to act in a more sustainable way (Aim 6).
- To continuously review working practices in order to keep our workforce as safe as we can (Aim 6).

# Our values

Our core values reflect what we believe in as an organisation and underpin our strategic aims and objectives. They represent our standards of corporate behaviour, and the individual behaviour of our staff. By adhering to our values, we can ensure that there is a professional and supportive environment, both for staff working to deliver our objectives and those who use our services.

Our values are:

## **Fairness**

- Treating people as individuals while applying consistent standards.
- Applying the Brigade's policies and procedures appropriately and in an unbiased, impartial manner
- Recognising positive contribution.
- Listening to people and giving full consideration to their views.

## **Integrity**

- Willing to be accountable for personal and team performance.
- Having high ethical standards and behaving in accordance with them.
- Promoting the Brigade's objectives by supporting and explaining decisions.
- Showing leadership and setting a good example.

## **Respect**

- Understanding the values and opinions of others.
- Valuing and embracing diversity.
- Showing courtesy to others (our own people and the public).
- Supporting each other in our respective roles.

## **Service**

- Taking pride in making London a safer city.
- Commitment to excellence and providing a quality service.
- Providing the people of London with a service that is value for money.
- Listening to the views of those we serve.
- Being professional in all aspects of our roles.

## **Trust**

- Being open and honest with people.
- Being clear when confidences must be maintained.
- Encouraging and supporting others in taking responsibility in their roles.
- No hidden agendas.



Strategic objective

## 1.1 To reduce fires and the impact they have

### LSP5 (2013/14 action plan) commitments for this strategic objective

**5LSP1** (*Third Officer*)

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.

**5LSP2** (*Head of Fire Safety Regulation*)

We will ask the Mayor to address unsuitable sleeping accommodation and 'beds in sheds' as part of the GLA housing strategy.

**5LSP3** (*Third Officer*)

We will focus our community safety resources on preventing the most common house fires, and changing the behaviours that cause them by:

- 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.

**5LSP4** (*Third Officer*)

We will target reductions in deliberate fires by:

- 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).

**5LSP5** (*Third Officer*)

We will evaluate the volunteers' pilot scheme in Haringey during 2013/14.

**5LSP6** (*Head of Media and Internal Communications*)

We will utilise social media to help Londoners by:

- 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.

### Corporate risks for this strategic objective

No corporate risks for this objective.

## Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
Primary fires – fatalities (headline target)	55	54	53	52
Primary fires - injuries (excluding precautionary checks)	775	765	761	757
Arson incidents (all deliberate fires)	4,216	6,168	6,045	5,924
Dwelling fires – all (headline target)	6,417	6,472	6,427	6,390
All outdoor rubbish fires (NEW headline target)	5,856	7,255	6,747	6,275
Fires in care homes / sheltered housing (NEW headline target)	540	535	519	503
		490	466	442

Stretch targets in red

## Service measures (no target) for this strategic objective

Service Measures	Actual 12/13
All fires attended	20,329
All primary fires (NEW – was LI 1i)	11,487
All smaller (secondary) fires attended	8,842
Road vehicle fires – accidental (NEW)	1,086
Road vehicle fires – deliberate/unknown motive	903
Grass/open land fires – accidental (NEW)	1,733
Grass/open land fires – deliberate/unknown motive	807
Rubbish fires – accidental (NEW)	4,809
Rubbish fires – deliberate/unknown motive	1,543
Fatal fires	45
Fatalities in fires (Inc. fire not cause of death)	55
Deaths arising from fires in dwellings	40
Injuries arising from fires in dwellings	659
Dwelling fires with no smoke alarm fitted	42%

Strategic objective

## 1.2 To target people most at risk

### LSP5 (2013/14 action plan) commitments for this strategic objective

#### **5LSP7** (Third Officer)

We will focus on the dangers of hoarding by:

- training our firefighters to recognise, respond to and record instances of hoarding when visiting premises and when attending a fire; and
- developing a strategy to raise awareness amongst the public of the dangers of hoarding.

#### **5LSP8** (Third Officer)

We will continue to work with a range of partners to improve community safety. This will include:

- being active members of crime and disorder partnerships;
- 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; and
- focusing our prevention and protection activities on ensuring that people living in care homes or sheltered housing are as safe as possible.

#### **5LSP9** (Assistant Commissioner – Mobilising)

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.

#### **5LSP10** (Third Officer)

We will look at the relative effectiveness and value of all our separate youth activities. We will

- bring them together under the successful LIFE brand so they represent a more coherent and integrated approach;
- deliver at least 60 LIFE courses during 2013/14; and
- seek ways to build the programme's capacity to be self-funding and sustainable in the long term by seeking external funding.

### Corporate risks for this strategic objective

No corporate risks for this objective.

### Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
Home fire safety visits (HFSV) by LFB staff <a href="#">(headline target)</a>	<b>83,573</b>	72,500	73,000	73,500
Priority HFSV visits -high risk people/places	<b>84.5%</b>	80%	80%	80%
Priority HFSV visits	<b>58,302</b>	58,000	58,400	58,800
Time spent by station staff on community safety	<b>13.6%</b>	12%	13%	13%

## Service measures (no target) for this strategic objective

<b>Service Measures</b>	<b>Actual 12/13</b>
Number of schools visited	<b>1,051</b>
Number of school children reached	<b>96,170</b>
Proportion of schools visits in very high/high risk areas	<b>79%</b>
Participants of JFIS schemes	<b>169</b>
Participants of LIFE schemes	<b>516</b>
Participants of Community Fire Cadets scheme	<b>32</b>
LIFE participants completing course	<b>85%</b>

Strategic objective

## 2.1 To regulate buildings, and other places, to protect people from fire

### LSP5 (2013/14 action plan) commitments for this strategic objective

#### **5LSP11** (*Head of Fire Safety Regulation*)

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.

#### **5LSP12** (*Head of Fire Safety Regulation*)

We will ensure our prevention work is focussed on risk by:

- targeting our fire safety inspection and audit work at buildings where there is a higher likelihood that fire will occur;
- using all our management information about premises and occupancy types to better target enforcement;
- use the information we collect during fire investigations and post fire audits to inform our risk based inspection process; and
- 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.

#### **5LSP13** (*Head of Fire Safety Regulation*)

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.

We will do this by

- 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.

#### **5LSP14** (*Head of Fire Safety Regulation*)

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.

We will also pilot other (statutory) Primary Authority Partnerships with SSP Ltd and Enterprise Inns.

#### **5LSP15** (*Head of Fire Safety Regulation*)

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.

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.

- We will also make sure that those who live in these buildings are aware of the fire safety measures embedded in the protocol.

## Corporate risks for this strategic objective

No corporate risks for this objective.

## Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
All non domestic primary fires in RRO properties (NEW – headline target - was previously SM 9)	2,315	2,401	2,386	2,372
		2,124	2,088	2,055
All non domestic primary fires in non RRO properties	359	250		
All fire safety inspections/audits carried out	13,876	13,000	13,500	14,000
Fire safety audits / inspections - all premises never previously visited	6,262	2,000		
Inspections/audits in high risk premises	4,645	4,500	4,750	5,000
Inspection/audit time on high risk premises	38.7%	39%	40%	41%
Premises risk scored without a full audit	926	5,540		
Post fire audits conducted	2,557	3,000		

Stretch targets in red

## Service measures (no target) for this strategic objective

Service Measures	Actual 12/13
Enforcement notices served as % of all on-site inspections / audits	5%
Prosecutions made	2
Successful prosecutions	2
Prohibition notices served	43
Alleged fire risks responded to within three hours	88%

Strategic objective

## 2.2 To influence planners, designers and decision makers to improve safety for Londoners

LSP5 (2013/14 action plan) commitments for this strategic objective

### **5LSP16** (Head of Fire Safety Regulation)

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

- 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.

### **5LSP17** (Head of Fire Safety Regulation)

- 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.

### Corporate risks for this strategic objective

No corporate risks for this objective.

### Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
Consultation and advice requests received	19,242	16,000		

### Service measures (no target) for this strategic objective

No service measures for this objective.

Strategic objective

### 3.1 To improve and deliver our plans, developed with partners, to address identified risks

LSP5 (2013/14 action plan) commitments for this strategic objective

**5LSP18** (Head of Fire Safety Regulation)

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.

**5LSP19** (Third Officer)

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.

**5LSP20** (Head of Operational Resilience)

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

- 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.

**5LSP21** (Third Officer)

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.

#### Corporate risks for this strategic objective

No corporate risks for this objective.

#### Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
False alarms due to AFAs - buildings that are not dwellings (headline target)	25,580	24,301	23,086	21,932
		21,385	20,316	19,300
Shut in lift releases (headline target)	6,430	5,744	5,657	5,573
		5,154	4,999	4,849

Stretch targets in red



## Service measures (no target) for this strategic objective

Service Measures	Actual 12/13
False alarms due to automatic fire alarms (AFAs) to buildings that are not dwellings - properties with 10 or more attendances	10%
False alarms due to AFAs in buildings that are not dwellings - not attended	1,409
Fire safety interventions at premises with high incidence of unwanted fire signals	82
Shut in lift releases to properties with three or more releases	17.5%
Shut in lift releases - not attended	2,106
Shut in lift releases - attended, not as an emergency	5,219
All false alarms attended	52,312
AFAs - domestic premises	13,415
Malicious false alarms attended	1,726
Malicious false alarms not attended	2,357
False alarms – good intent (NEW)	11,570
Special services – effecting entry / exit (NEW)	6,947
Special services – flooding (NEW)	6,662
Multi-agency exercises undertaken London-wide and locally)	28

Strategic objective

## **3.2 To use our resources in a flexible and efficient way arriving at incidents as quickly as we can**

LSP5 (2013/14 action plan) commitments for this strategic objective

**5LSP22** (CAMS Project Director)

We will deliver a new mobilising system to be operational during 2014.

**5LSP23** (Head of Strategy and Performance)

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.

**5LSP24** (Head of Strategy and Performance)

We will complete a review during 2013 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.

**5LSP25** (Third Officer)

We will further improve our approach to shut in lift incidents by:

- 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.

**5LSP26** (Third Officer)

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.

**5LSP27** (Head of Strategy and Performance)

We will introduce on request mobilising for both bulk foam, and hose layer units.

**5LSP28** (Third Officer)

We will introduce 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.

### **Corporate risks for this strategic objective**

No corporate risks for this objective.

## Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
Average arrival time - first appliance	<b>05:18</b>	6 minutes	6 minutes	6 minutes
Average arrival time - second appliance	<b>06:28</b>	8 minutes	8 minutes	8 minutes
Incidents with first appliance arrival 12 minutes or less	<b>98.2%</b>	95%	95%	95%
Average time to answer an emergency (999) call	<b>1.5 secs</b>	1.4 secs	1.4 secs	1.4 secs
Emergency calls answered within seven seconds	<b>94.6%</b>	92%	92%	92%
Average time to deal with a 999 call in Control	<b>110 secs</b>	100 secs	100 secs	100 secs

## Service measures (no target) for this strategic objective

Service measures	Actual 12/13
Total emergency (999) calls handled by control	<b>178,202</b>
All special services attended	<b>32,135</b>
Special services - Road traffic accidents attended	<b>3,683</b>
Deaths arising from RTAs	<b>22</b>
Percentage first appliance arrivals within six minutes (NEW)	<b>71%</b>
Percentage second appliance arrivals within eight minutes (NEW)	<b>79%</b>

Strategic objective

## 4.1 To minimise costs and provide value for money for Londoners, working with others where we can

### LSP5 (2013/14 action plan) commitments for this strategic objective

**5LSP29** (Head of Procurement)

We will review how the principles of whole life costing can be applied to capital projects.

**5LSP30** (Head of Technical and Service Support)

We will continue to invest in our fire station property and facilities to ensure that they provide suitable bases for firefighters.

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).

**5LSP31** (Head of Technical and Service Support)

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.

**5LSP32** (Head of Procurement)

We will continue to explore where appropriate, shared service and outsourcing options for delivering further improvements in both efficiency and value for money.

**5LSP33** (Head of Technical and Service Support)

We will conduct a review of Property Services.

**5LSP34** (Head of Procurement)

We will review our fleet procurement strategy, to include both vehicle replacement and on-going maintenance.

**5LSP35** (Head of Technical and Service Support)

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.

### Corporate risks for this strategic objective

- **CRR7**  
Failure of a significant contractual relationship impacts on delivery of services
- **CRR 10**  
A short term approach to the scale of the economic challenges to come after 2012 results in poor budgeting

### Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
Undisputed invoices paid within 30 days	99.1%	98%	98%	98%
Undisputed invoices from small to medium enterprises paid within 10 days	93.4%	95%	95%	95%

## Service measures (no target) for this strategic objective

Service Measures	Actual 12/13
Cost of LFEPA per head of resident population	<b>£49.76</b>
Cost per week of LFEPA services for a Band D council tax payer	<b>£0.76</b>
Annual cashable efficiency savings made	<b>£13.56m</b>

Strategic objective

## 4.2 To manage our performance and continuously improve the services we deliver

LSP5 (2013/14 action plan) commitments for this strategic objective

**5LSP36** (*Head of Strategy and Performance*)

We will publish a wide range of information about the organisation and its performance, in line with transparency arrangements for local government.

**5LSP37** (*Third Officer*)

We will deliver the Brigade's emergency response with fewer resources. To do this we will:

- 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;
- introduce alternate crewing for our urban search and rescue modules, our scientific support units, and the remaining two incident response vehicles; and
- consider introducing alternate crewing on our fire rescue units.

**5LSP38** (*Third Officer*)

We will reduce the number of senior officers (station managers and above) required for each 24 hour period from 35 to 30, and consider further efficiency improvements to the operational in-call arrangements for senior managers.

### Corporate risks for this strategic objective

- **CRR3**  
Inability to manage the consequences of a failure or perceived failure of one or more of our mission critical activities
- **CRR5**  
Ability to effect change is limited leading to poor / ineffective resource management
- **CRR10**  
A short term approach to the scale of the economic challenges to come after 2012 results in poor budgeting
- **CRR12**  
Our response to incidents and the ways in which we operate have an environmental impact that is not appropriately managed and mitigated, and our stakeholders do not have relevant information to understand our performance
- **CRR14**  
A risk-averse culture within the organisation lessens our ability to deliver efficient and effective services

## Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
Requests for information under the DPA, FoIA and EIR fulfilled in full within the statutory time limits	94.4%	100%	100%	100%
Requests satisfied without a successful appeal	100%	95%	95%	95%

## Service measures (no target) for this strategic objective

Service Measures	Actual 12/13
Total complaints received	137
Total compliments received	440
Information access requests (FOIA, DPA) received	286

Strategic objective

## 4.3 To develop a positive and healthy culture with strong and effective leadership

LSP5 (2013/14 action plan) commitments for this strategic objective

**5LSP39** (Head of Human Resources and Development)

We will work closely with our training provider to

- 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

**5LSP40** (Head of Human Resources and Development)

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.

Corporate risks for this strategic objective

- **CRR 2**  
Disconnect between top, middle and junior management leads to a lack of consistent management affecting our ability to manage and change behaviours.
- **CRR 13**  
A breakdown in industrial relations affects our ability to deliver the service.

Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
Level of the equality standard for fire and rescue services	excellent	excellent	excellent	excellent

Service measures (no target) for this strategic objective

No service measures for this objective.



Strategic objective

## 5.1 To embed ownership, responsibility and accountability at all levels of the organisation

LSP5 (2013/14 action plan) commitments for this strategic objective

### **5LSP41** (*Head of Human Resources and Development*)

We will continue to implement our HR and Development Strategy 2010/11 – 2013/14.

In particular during 2013/14, we will:

- 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; and
- bring forward proposals for performance related pay schemes for FRS staff, as well as and station and group managers.

Corporate risks for this strategic objective

- **CRR 2**

Disconnect between top, middle and junior management leads to a lack of consistent management affecting our ability to manage and change behaviours.

Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
Working days lost as a result of sickness - operational staff	<b>4.38%</b>	3.65%	3.35%	3.35%
Working days lost as a result of sickness - control staff	<b>6.84%</b>	4.70%	4.30%	4.30%
Working days lost as a result of sickness - FRS staff	<b>2.58%</b>	2.48%	2.38%	2.38%

Service measures (no target) for this strategic objective

No service measures for this objective.

Strategic objective

## **5.2 To make sure our staff have the right knowledge and skills to do their jobs**

LSP5 (2013/14 action plan) commitments for this strategic objective

**5LSP42** (*Head of Human Resources and Development*)

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.

Corporate risks for this strategic objective

No corporate risks for this objective.

Performance indicators for this strategic objective

No performance indicators for this objective.

Service measures (no target) for this strategic objective

No service measures for this objective.

Strategic objective

## **6.1 To work with others to keep people in London safe**

LSP5 (2013/14 action plan) commitments for this strategic objective

**5LSP43** (*Third Officer*)

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.

Corporate risks for this strategic objective

No corporate risks for this objective.

Performance indicators for this strategic objective

No performance indicators for this objective.

Service measures (no target) for this strategic objective

No service measures for this objective.

Strategic objective

## 6.2 To increase the diversity of our workforce to ensure that we provide high quality services across London

LSP5 (2013/14 action plan) commitments for this strategic objective

### **5LSP44** (Strategic Advisor to the Commissioner)

We will demonstrate that we meet the requirements of the General and Specific duties of the Equality Act by:

- 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.

### **5LSP45** (Head of Human Resources and Development)

We will continue to offer three business apprenticeships per year.

### **5LSP46** (Head of Human Resources and Development)

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.

- We will achieve this through the continual review of our recruitment strategy, along with our work with government and other partner agencies.

## Corporate risks for this strategic objective

- **CRR 8**  
Failure to develop and maintain equitable behaviour in the workplace.

## Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
Top earners -				
... operational staff - women	<b>4.2%</b>	4.5%	4.5%	4.5%
... operational staff - BME	<b>7.4%</b>	10%	10%	10%
... FRS staff - women	<b>40.7%</b>	42%	45%	47%
... FRS staff - BME	<b>10.3%</b>	14%	15%	16%
... Control staff – women	<b>50.0%</b>	50%	50%	50%
... Control staff – BME	<b>0.0%</b>	7%	7%	7%
Voluntary leavers - operational staff - women	<b>3.7%</b>	In line with workforce composition		
Voluntary leavers - operational staff - BME	<b>9.4%</b>			
Voluntary leavers - FRS staff - women	<b>33.3%</b>			
Voluntary leavers - FRS staff - BME	<b>7.4%</b>			

## Service measures (no target) for this strategic objective

<b>Service measures</b>	<b>Actual 12/13</b>
Top earners -	
... operational staff - disabled staff	<b>4.2%</b>
... operational staff – LBGT staff	<b>2.5%</b>
... FRS staff - disabled staff	<b>3.4%</b>
... FRS staff – LBGT staff	<b>5.4%</b>
... Control staff - disabled staff	<b>7.1%</b>
... Control staff – LBGT staff	<b>0.0%</b>
Voluntary leavers	
... operational staff - disabled staff	<b>5.8%</b>
... operational staff – LBGT staff	<b>0.5%</b>
... FRS staff - disabled staff	<b>11.1%</b>
... FRS staff – LBGT staff	<b>7.4%</b>
Workforce composition	
... operational staff - women	<b>6.0%</b>
... operational staff - BME	<b>12.0%</b>
... operational staff - disabled	<b>2.5%</b>
... operational staff - LBGT	<b>3.5%</b>
... - FRS staff - women	<b>44.9%</b>
... - FRS staff - BME	<b>26.8%</b>
... - FRS staff - disabled	<b>7.2%</b>
... - FRS staff - LBGT	<b>4.1%</b>
... Control staff - women	<b>74.3%</b>
... Control staff - BME	<b>9.7%</b>
... Control staff - disabled	<b>7.1%</b>
... Control staff - LBGT	<b>0.9%</b>

Strategic objective

## 6.3 To continue to act in a more sustainable way

### LSP5 (2013/14 action plan) commitments for this strategic objective

**5LSP47** (Head of Technical and Service Support)

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. Overall, we will reduce our CO<sup>2</sup> emissions by 32 per cent from carbon dioxide emission levels in 1990.

**5LSP48** (Head of Procurement)

We will develop a sustainable development policy, and implement a brigade-wide environmental management system, to:

- manage our environmental compliance;
- promote best practice; and
- minimise the impact of our response activities.

**5LSP49** (Head of Procurement)

We will continue to develop our approach to responsible procurement. This includes

- 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.

**5LSP50** (Head of Procurement)

- We will identify an innovative procurement approach to improve the environmental performance of our vehicle fleet through the European funded FIRED-uP project.

### Corporate risks for this strategic objective

• **CRR 12**

Our response to incidents and the ways in which we operate have an environmental impact that is not appropriately managed and mitigated, and our stakeholders do not have relevant information to understand our performance.

### Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
Reduction in CO <sub>2</sub> emissions from buildings from 1990 levels	-19.8%	-	-	32%
Total waste recycled	75%	90%	90%	90%
Energy generated through renewable resources	4%	6%	6%	6%

### Service measures (no target) for this strategic objective

Service Measures	Actual 12/13
Total CO <sub>2</sub> emissions (kg)	17,257,881
Total waste (kg)	1,662,840
Energy consumption - water (m <sup>3</sup> )	112,420
Energy consumption – gas (kwh)	34,310,670
Energy consumption – electricity (kwh)	13,980,763

Strategic objective

## 6.4 To continuously review working practices in order to keep our workforce as safe as we can

LSP5 (2013/14 action plan) commitments for this strategic objective

**5LSP51** (*Head of Operational Assurance*)

We will concentrate on improving health and safety for our staff. In particular we will work to improve health and safety standards by:

- 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.

Corporate risks for this strategic objective

- **CRR 1**

A death or serious injury occurs as a result of our staff not operating a safe system of work.

Performance indicators for this strategic objective

Indicators	Actual 12/13	Target 13/14	Target 14/15	Target 15/16
Road traffic accidents involving brigade vehicles	496	564	TBC	TBC
Injuries, deaths and dangerous occurrences reported under RIDDOR	137	137	133	129

Service measures (no target) for this strategic objective

No service measures for this objective.

## Equality analyses

In delivering the Fifth London Safety Plan (LSP5) equality analyses have been completed for five policy areas, these being:

- Management of calls to automated fire alarms
- Working with neighbouring brigades
- Operational efficiencies
- Shut in lift incidents, and
- Targeting people at risk.

Each analysis outlines the purpose of the policy, the anticipated impact on people who share protected characteristics, and evidence to support any such impacts. Each analysis has also been updated to take account of further information collated as part of the public consultation on LSP5. This specifically includes analysis of comments provided by under represented or disadvantaged groups, and summarises general observations made by respondents as a whole.

Responses to consultation points, including any further mitigating actions are also included as part of each analysis.

A further equality analysis has also been undertaken to consider the anticipated impact on staff as a result of the operational efficiencies proposals. This analysis follows 'targeting people at risk' and is available at the end of this document:

- Staff savings.

These analyses are compiled in the order listed above.



# Equality analysis - Management of calls to Automated Fire Alarms (AFAs)

## Section 1 – Name of Policy and Reference Number (if available)

London Safety Plan 5 – Management of Calls to Automated Fire Alarms (AFAs)

## Section 2 – Purpose of Policy

Consider:

- Is the policy new or part of existing service provision
- Who is responsible for the policy, and who has assessed the proposal for its equality impacts
- Who will implement the proposal – does it fall to one team/department or is it delivered in conjunction with another department or a contractor?
- If a contractor or external supplier is involved, what actions will be put in place to ensure that they comply with the Authority's equality and diversity policies?

1. The management of calls to AFAs is an existing policy. The Brigade categorises calls to fire where on attendance there is found to be no fire as "False Alarms". These include calls from individuals which may be genuine but turn out to be incorrect (these are recorded as "false alarm, good intent") or malicious (recorded as "false alarm, malicious"). There is a third category of false alarm calls – this category is those calls that result from automatic fire alarm systems from both non-domestic and domestic premises. The Brigade received 40,839 AFA calls in total last year, 27,863 of which were to non-domestic premises. It is this last category of calls which are covered by the "Management of Calls to Automated Fire Alarms" policy.
2. The Authority approved the introduction of call filtering in 2009. Call filtering is in place between 0600 and 2100 hours, every day of the week. Callers are asked for additional information to enable the Control Operator to mobilise the correct response – this may include no mobilisation at all. Unless the caller can confirm that there is not a fire, we will attend every call to a fire alarm. Where the caller is able to confirm that the alarm is sounding in response to a fire, the full attendance is mobilised immediately, rather than the initial attendance that would have been sent in response to just a call to a fire alarm (more detail on current arrangements can be found in the supporting document number 6 – Management of calls to AFAs).
3. The proposed change to the policy is to introduce charging on the same basis as was first introduced for shut-in-lift incidents. This means that the tenth AFA incident in a rolling 12 month period would trigger a charge to the responsible person for the premises. Once a premises has become chargeable, all subsequent AFAs would generate a charge. If, at a later date, the number of AFAs at a chargeable location reduces to nine or less in the previous twelve months and the owner has set up suitable fire safety arrangements then the Brigade may waive that particular charge.
4. The Fire and Rescue Services Act 2004 provides for recovery of costs only, and charging would be made on that basis. The current Brigade charge for attendance is £260 per hour for each appliance (there is a separate proposal in LSP5 to increase this to £290 per hour). It should also be noted that there is no intention to levy charges against domestic premises or care homes: sheltered housing would not be charged as it is categorised as domestic premises. Reductions in AFA attendances in these premises will be achieved through the provision of advice and guidance, rather than the introduction of charges.

5. The Head of Operational Procedures is responsible for the operational procedure to be followed when attending AFAs. The Head of Operations, Prevention and Response is responsible for implementing the attendance procedure through the operational workforce. The Head of Fire Safety Regulation will be responsible for charging and the administration of charging through the central fire safety regulation team. The charging administrators will use data supplied by the Head of Strategy and Performance to identify which locations should be charged. The source of this data will be the Incident Management System (IMS).

### **Section 3 – What is the anticipated impact (negative, positive or neutral) on the equality groups and people who share protected characteristics?**

Consider:

- Assessment across the equality groups and any potential for differential impacts on any groups
- The identification of impacts via the consultation and what weight they should carry (after consultation)
- Positive, neutral and adverse impacts
- The extent of the anticipated impact and any actions so far identified that could either promote a positive impact or mitigate an adverse one (including policy revisions and/or additional measures that can be taken to ensure the policy can achieve its aims without risking the adverse impacts)
- How might the policy promote good relations? (Helping groups to work together/ remove barriers that isolate people from participating, etc.)
- Whether any impact has a legal consequence

6. Charging is an effective mechanism that acts as an additional incentive for premises owners and others to take their fire safety management responsibilities seriously. The charge will be consistent with statutory requirements to cover costs only and the primary aim of the change is not to generate income but to bring about improved fire safety management.
7. When a similar charging proposal was introduced for non-emergency shut in lifts incidents, this saw a decline in the number of calls attended (by almost 40 per cent) and has seen a dramatic change in behaviour from responsible lift owners. The proposal to introduce charging for persistent AFAs is anticipated to achieve a similar change in behaviour and ultimately a reduction in the number of calls attended.
8. It is therefore anticipated that the general impact of the policy change will be beneficial to most of the people who share protected characteristics, as there will be improved fire safety management in the affected buildings. Furthermore, by reducing the number of false alarm AFAs attended, this will release more time for training, community safety and emergency calls. The community as a whole will benefit from a Brigade that has firefighters with maintained skill sets; targets at risk community groups with preventative fire safety work (e.g. home fire safety visits) and is able to respond quickly and efficiently to genuine emergencies.
9. Charges will also be levied at organisations and institutions rather than individuals so this should not impact on protected groups who use services provided by the premises owner. In the long term, if persistent AFAs were not addressed, multiple payments for Brigade attendance could impact on the ability of the premises owner to provide their services (e.g. hospital or university). Small and medium enterprises may also be affected in the same way. A table showing the types of property most likely to be affected by the policy change is shown in Section 4.
10. However, we are already undertaking a significant amount of work to avoid persistent AFAs (and therefore under the new policy proposal to prevent premises from reaching the charging

threshold). The Brigade offers basic guidance and advice to those who have infrequent AFA actuations to ensure that the premises manager understands the actions to be taken to improve fire safety and reduce false alarm incidents. This work is carried out by our operational staff who have been trained to undertake this role.

11. Further work with persistent offenders is also undertaken by our Fire Safety Regulation Department to educate and encourage improved fire safety management practice. Such an approach has been undertaken with Hilton Hotels, resulting in a joint Memorandum of Understanding and improved fire safety practices which have led to a reduction of approximately one quarter of both AFA calls to the Brigade and fire incidents in their premises across London. This is set to continue along with work with external partners and Fire Alarm Monitoring Organisations to improve understanding, better management and reduced fire risk. However, the policy proposal to introduce charging is expected to act as further incentive for responsible persons to improve fire safety management at their premises.
12. The introduction of charging could result in unwanted characteristics, such as premises owners shutting off alarms to avoid charges, or removing/covering up detectors. This could impact on certain protected groups who use services provided by the premises owner in terms of being at risk from poor fire safety management. Where such evidence of poor fire safety practices is found, fire safety officers will take appropriate action under the Regulatory Reform Order 2005. This may include prosecution and publication of the offence in the media.

#### Section 4 – What is the evidence or other information in support of this?

Consider:

- The source of the data, and whether some information carries more weight than other evidence

13. The table below shows the types of property that will be most affected by the policy.

Top 20 most affected property types	Percentage of repeat calls (<10)
Hospital	49%
Student hall of residence	7%
Airport - terminal	5%
College/University	4%
Purpose built office	4%
Hostel	3%
Hotel/motel	3%
Nurses'/Doctors' accommodation	2%
Single shop	2%
Other medical establishment (including surgery)	2%
Secondary school	1%
Shopping centre	1%
Restaurant/cafe	1%
Medical/health centre	1%
Pub/wine bar/bar	1%
Infant/primary school	1%
Boarding house/B&B for homeless/asylum seekers	1%
Warehouse	1%
Club/night club	1%
Leisure Centre	1%

14. Hospitals are significantly overrepresented in terms of persistent AFA call outs. This is illustrated further by the following table which shows the nine locations with the most repeated attendances (100 or more):

Location		Number of AFAs 2011/12
St. Georges Hospital, Blackshaw Road	SW17 0QT	169
Kings College Hospital, Denmark Hill	SE5 9RS	163
Chase Farm Hospital, 127 The Ridgeway	EN2 8JL	161
Ealing Hospital, Uxbridge Road	UB1 3HW	159
Hillingdon Hospital, Pield Heath Road	UB8 3NN	143
Queens Hospital, Rom Valley Way	RM7 0AG	131
St Thomas Hospital, 249 Westminster Bridge Road	SE1 7EH	126
Homerton Hospital, Homerton Row	E9 6SR	112
Royal London Hospital, Whitechapel Road	E1 1DB	100

15. However, care should be taken when interpreting this information. While hospital sites make up all of the top nine locations with the most repeat calls, that isn't to say that all hospitals are in the same position. Through successful alarm management processes, some hospital sites have made impressive reductions in unwanted calls. An example of this is St Mary's Hospital (Westminster), which is part of the Imperial College Healthcare Trust, where AFA calls have reduced from more than 100 in 2009/10 and 2010/11 to only 2 in 2011/12. Other hospitals owned by the trust – which includes Charing Cross Hospital and Hammersmith Hospital – also have very low numbers of AFA calls.
16. St Mary's Hospital demonstrates it is possible to tackle the issue of false alarms and that this can be done with those who have the highest number of call outs. The policy change will further promote awareness of the issue of false alarms and will incentivise premises owners to focus on their fire safety management arrangements. It is worth reiterating that the policy change is about changing behaviours and not about taking money from premises owners (especially other public service providers). However, when all other routes have been exhausted, charging has been shown to be an effective factor to bring about change.
17. As hospitals are overrepresented, this may have an impact on certain protected groups who would be expected to make up a higher proportion of patients. This could include elderly people, those with a disability (including mobility) or illness, and those making use of maternity facilities. However, an adverse impact would only be expected if a hospital's services were significantly reduced due to payments made for persistent AFA call-outs. This is a very unlikely scenario as the Brigade would work hard with the relevant hospital to improve fire safety management in any case. Hospitals will also need to think about their funding arrangements and to consider the most effective use of their resources: whether it is more cost effective to ensure that appropriate fire alarm systems are in place (and are only actuated in the event of a real incident), or whether they intend to pay the charges for persistent AFAs.

## Section 5 – Who did you consult, and what was their response?

Consider:

- Who was consulted?
- Complaints and compliments about the proposal – have these been made by under represented or disadvantaged groups?
- Information suggesting that the proposal could have a differential (negative, neutral or positive) impact on certain groups of people
- Information about measures that could be taken without impacting on the aims of the policy but which mitigate adverse impacts that have been identified

18. LSP5 consultation ran for 15 weeks and was open to all. An online response form provided the main consultation tool with paper copies made available on request.
19. In terms of the management of calls to AFA policy proposals, there were 1,835 responses. Respondents to consultation showed a majority in favour of the proposal (69 per cent – 1,270 responses).
20. There was no strong representation from under represented or disadvantaged groups with regard to this proposal in particular.
21. There were very few comments about the proposal overall. From the relatively few number of additional comments, two themes did emerge. There was confusion about when exactly the

Brigade would charge for attendance to AFAs – including a concern that we'd charge for every attendance (and not at the 10<sup>th</sup> occurrence in a rolling 12 month period).

22. The second theme (albeit from a small number of respondents) had already been flagged in section 3 of this equality analysis and was a concern about premises owners shutting off alarms to avoid charges.
23. Revising the current Brigade charge for attendance is separate proposal under the Plan but it is also related to managing calls to AFAs. There was a mixed response from respondents – nearly half (49 per cent – 840 responses) agreed with revising the charge to £290 but 51 per cent or 872 responses disagreed. Those who disagreed with the proposal and who then provided a further response as to the preferred charge, favoured a lower charge of £153 (23 per cent - 66 responses) or £272 (23 per cent – 67 responses). However, in context to this proposal, the majority of respondents agreed with the introduction of charging.

### **Section Six – What changes have been identified as a result?**

Consider:

- Where an adverse impact has been identified, how could the disadvantage be minimised? What other services are in place (either existing service provision or other proposals in the Plan) to mitigate any negative impacts?
- How can or should a policy proposal be amended to address any issues identified?
- Information gained through consultation that might help define a mitigating action
- Are there any concerns arising from the data gathering/consultation/policy development that have not been taken on board and why?

24. Although respondents are generally in favour of the policy proposal, there is evidently some confusion about how the policy will be implemented. This could affect acceptance of the policy change from certain sections in the community.
25. The Plan will reiterate the main aims of the policy and that charging will only take place in terms of persistent call outs at the 10<sup>th</sup> occurrence within a rolling 12 month period. Further communication by the Brigade will also take place as the policy is implemented including the action taken by the Brigade to help prevent multiple false alarm activations. We will also seek to work with those who have persistent AFA call outs in order to implement effective alarm management arrangements similar to those obtained with St. Mary's Hospital.
26. At least one comment about charging came from a small business owner who felt he may be impacted – however this related to confusion over when charging would occur. The analysis of premises where persistent false alarms occur (see section 4 above) shows most businesses won't be affected, and again, the Brigade would seek to work with any premises owner where alarm management was proving to be a problem.
27. The concern over premises owners shutting off alarms to avoid charging is a serious one. The impact would affect all users of the premises and this could include those with protected characteristics. In the case of a hospital (which is the most common premises type where persistent AFAs are likely to occur), it could be reasonably assumed that there would be a higher usage from those who have mobility issues, age related characteristics or are making use of maternity facilities. In this case, the main mitigation measure remains our fire safety inspection work, and where necessary, prosecution in cases where neglect is found.

28. With regards to revising the current charge, the covering report to the Plan clarifies that the Brigade has no intention of 'making money' out of the proposed cost recovery charge. Furthermore, the Brigade cannot, by law, make any profit when it levies charges for services; it can only recover its costs. The increase to £290 complies with the rules of cost recovery under the law.

## Section Seven – How will these changes be implemented?

Consider:

- What monitoring, evaluation or review systems will be put in place to carry out regular checks on the effects of the policy/service proposal?
- How will changes be implemented (i.e. what, who, by when) and still enable delivery of the policy or service proposal objectives?
- How will the monitoring ensure it delivers the impacts identified or that any mitigation initiated is working?

29. A similar review system to that used for shut in lift incidents will monitor the effects of the AFA policy proposal. The number of incidents and the charges made will be reported to Committee as per the Brigade's normal performance reporting arrangements. This will inform Members as to whether the expected impact (i.e. a reduction in the number of false AFA calls) is happening. It will also allow trends or anomalies to be identified and any policy redress to get the service back on track.

30. Brigade officers will look for evidence of tampering with AFA systems to make sure this unintended consequence does not take place. Dependent on what is found as the policy is rolled out will help inform any further mitigating actions. This may include the publication of offenders as well as sharing information with other agencies.

31. As a result of the consultation responses, there are no changes to the original policy proposal. However, the policy will be reviewed for its impact on a quarterly basis as part of performance monitoring, and further refinements of the policy may be considered as part of future proposals.



# Equality analysis - Working with neighbouring brigades

## Section 1 – Name of Policy and Reference Number (if available)

London Safety Plan 5 – Working with neighbouring brigades

## Section 2 – Purpose of Policy

Consider:

- Is the policy new or part of existing service provision
- Who is responsible for the policy, and who has assessed the proposal for its equality impacts
- Who will implement the proposal – does it fall to one team/department or is it delivered in conjunction with another department or a contractor?
- If a contractor or external supplier is involved, what actions will be put in place to ensure that they comply with the Authority's equality and diversity policies?

1. Providing mutual assistance to neighbouring brigades was originally provided for by the Fire Services Act 1947 in which "a fire authority may make arrangements with any other fire authority...so as to secure, by the provision of services...the discharge of all or any of the first-mentioned fire authority's functions...in respect of all or any part of its area". Mutual assistance was also set out in Sections 13 and 16 of the later Fire and Rescue Services Act 2004. Mutual assistance normally falls within (1) pre-arranged and pre-determined attendance to individual premises or areas; and (2) resources to complement the local FRS attendance (or non-attendance) if requested.
2. The Brigade has long standing informal mutual assistance arrangements with its neighbouring fire and rescue services (Kent, Surrey, Royal Berkshire, Buckinghamshire, Hertfordshire and Essex). Since the introduction of the 2004 Act, discussions have taken place with neighbouring fire and rescue services to enter into formal agreements for cross-border response services. Our current policy is not to charge for providing these services.
3. Recent years have seen a shift in the balance of incidents attended between London and neighbouring fire and rescue services (further details on attendance figures are given in Section 4). With the exception of all but one fire authority (Hertfordshire), London has traditionally provided more assistance than it has received. This assistance is mainly provided by crews from stations in close proximity to the Greater London boundary. There were 585 attendances made by London crews during 2011/12 to neighbouring brigades (and 282 attendances made by other neighbouring brigades to calls in the Greater London area). The 585 attendances equates to around 0.5 per cent of the total number of attendances made by LFB during 2011/12.
4. In light of the cost incurred in providing this level of response to other Brigades, the new policy proposes to introduce charging for attendance at incidents provided in other brigade areas. The charge would be consistent with statutory requirements to cover costs only and is currently set at a rate of £260 per hour per appliance, (although the Plan also separately proposes changes to this charge which would see it increase to £290). Further information on the background to this policy proposal can be found in the supporting document number 9 '*Working with neighbouring brigades*'.
5. The Head of Strategy and Performance is responsible for the policy. Data collection in terms of incidents attended and the impact of the implementation of the policy will be conducted by the Business Intelligence team in the Strategy and Performance Department. Charging for incidents attended to neighbouring brigades will be raised by the Operational Risk (Pre-Determined

Attendance) team in the Strategy and Performance Department.

### **Section 3 – What is the anticipated impact (negative, positive or neutral) on people who share protected characteristics?**

Consider:

- Assessment across the equality groups and any potential for differential impacts on any groups
- The identification of impacts via the consultation and what weight they should carry (after consultation)
- Positive, neutral and adverse impacts
- The extent of the anticipated impact and any actions so far identified that could either promote a positive impact or mitigate an adverse one (including policy revisions and/or additional measures that can be taken to ensure the policy can achieve its aims without risking the adverse impacts)
- How might the policy promote good relations? (Helping groups to work together/ remove barriers that isolate people from participating, etc)
- Whether any impact has a legal consequence

6. It is the statutory duty of all fire and rescue services to make provision for responding to emergencies, whether that response is provided by themselves or whether they discharge it through another provider. As a result, the policy proposal cannot introduce an unintended consequence of non-attendance (to avoid being charged). All emergency incidents must be responded to whether this is carried out by the 'home' brigade or a neighbouring one – a 'nil' response is not an option. It is therefore anticipated that the general impact of the new policy will be neutral across all people who share protected characteristics. There will be no change in actual attendance (regardless of who responds), therefore no protected groups should be impacted by this policy. Additionally, charges will be applied to neighbouring brigades for attendances made, and not individuals.
7. The policy change is intended to build on existing mutual arrangements and will promote further dialogue between LFB and neighbouring brigades. This will result in formal agreements which could also lead to reciprocal charges being imposed by neighbouring brigades on LFB. This is explored further in Section 4 in terms of its impact on the Brigade and our services – however, in terms of impact on people who share protected characteristics, it should be reiterated that the anticipated impact is neutral (no change).

## Section 4 – What is the evidence or other information in support of this?

Consider:

- The source of the data, and whether some information carries more weight than other evidence

8. Based on the current charge for attendance and the number of attendances made, using 2011/12 figures, the introduction of charging neighbouring brigades would generate income of around £237,000 per annum. In the event that neighbouring authorities decided to charge the Brigade for reciprocal arrangements, the cost would be in the region of £102,000, leaving the Brigade with a net surplus of around £135,000, less administrative costs. Therefore, it is not anticipated that Brigade services will be impacted, should reciprocal charges be brought by neighbouring brigades. However, this situation could give rise to claims that the Brigade is taking money from other fire and rescue services, impacting upon the neighbouring brigades' ability to deliver their services.
9. In response to this, fire and rescue services are funded on the basis of discharging their statutory duty. In securing this funding, the respective fire and rescue services should take into account how they intend to respond; whether they attend incidents or whether they intend to use the services of a neighbouring brigade. The Brigade maintains regular contact with its border fire and rescue services, and seeks to influence neighbouring integrated risk management plans to ensure that LFB policy changes are reflected where necessary in the planning assumptions of others. To this end, the policy change cannot result in non-attendance, and as such, members of the public, including those who share protected characteristics should experience no change to current service provision (a neutral impact).
10. The annual data regarding attendances made into and from other neighbouring brigades is provided below:

### Attendances into/from other brigade areas – annual data

Pumping appliances		Actual				estimated
Resource From	Incident ground	2008/09	2009/10	2010/11	2011/12	2012/13
Buckinghamshire	London	1	2	8	3	-
London	Buckinghamshire	17	25	31	67	53
Essex	London	82	88	96	70	55
London	Essex	161	209	154	189	163
Hertfordshire	London	92	107	115	79	86
London	Hertfordshire	25	30	14	27	14
Kent	London	42	54	74	20	10
London	Kent	104	81	69	84	58
Royal Berkshire	London	22	11	20	12	10
London	Royal Berkshire	15	16	9	14	41
Surrey	London	67	78	165	98	43
London	Surrey	175	125	52	204	223
County	London	306	340	478	282	204
London	County	497	486	329	585	552

Note: Estimated figure for 2012/13 is based on 5 months data to April to August 2012

## Section 5 – Who did you consult, and what was their response?

Consider:

- Complaints and compliments about the proposal – have these been made by under represented or disadvantaged groups?
- Information suggesting that the proposal could have a differential (negative, neutral or positive) impact on certain groups of people
- Information about measures that could be taken without impacting on the aims of the policy but which mitigate adverse impacts that have been identified

11. LSP5 consultation ran for 15 weeks and was open to all. An online response form provided the main consultation tool with paper copies made available on request.
12. In terms of the working with neighbouring brigades proposal, there were 1,805 responses and majority of respondents disagreed with the proposal (64 per cent – 1,154 responses).
13. There was no strong representation from under represented or disadvantaged groups with regard to this in proposal in particular.
14. There were few additional comments about the proposal. However, from those who disagreed with the policy, the opposition was mainly based on two objections: (a) the Brigade should not be making money from other fire services; and (b) it will delay attendance as services determine who is responding. Both of these points had already been recognised in section 3 of the equality analysis.
15. Revising the current Brigade charge for attendance is separate proposal under the Plan but it is also related to working with neighbouring brigades. There was a mixed response from respondents – nearly half (49 per cent – 840 responses) agreed with revising the charge to £290 but 51 per cent or 872 responses disagreed. Those who disagreed with the proposal and who then provided a further response as to the preferred charge, favoured a lower charge of £153 (23 per cent - 66 responses) or £272 (23 per cent – 67 responses). However, in context to this proposal, the majority of respondents were against charging.

## Section Six – What changes have been identified as a result?

Consider:

- Where an adverse impact has been identified, how could the disadvantage be minimised? What other services are in place (either existing service provision or other proposals in the Plan) to mitigate any negative impacts?
- How can or should a policy proposal be amended to address any issues identified?
- Information gained through consultation that might help define a mitigating action
- Are there any concerns arising from the data gathering/consultation/policy development that have not been taken on board and why?
- 

16. The general opposition to the proposal has been noted. However, the two themes arising from the relatively few comments provided also reflect confusion about the intentions of the policy and how it will be implemented. Nevertheless, this could affect acceptance of the policy from certain sections of the community – this would be an adverse impact.
17. The Plan will reiterate the main aims of the policy. The covering report to the Plan clarifies that the Brigade has no intention of 'making money' out of the proposed cost recovery charge. Furthermore, the Brigade cannot, by law, make any profit when it levies charges for services; it can only recover its costs. The proposal is to recover the cost of the LFB attending in neighbouring

brigades, because of the increase in such attendances over the years, particularly as neighbouring brigades have closed stations close to the London boundary. It is only fair to the London taxpayer that such costs are recovered.

18. In terms of the perception that response times would increase as neighbouring brigades may consider whether to ask for assistance is very unlikely to be realised. As section 3 asserts, it is the statutory duty of all fire and rescue services to make provision for responding to emergencies. The policy cannot therefore introduce an unintended consequence of non-attendance, and a delayed response is also unlikely. Challenges to the charges could happen but this would happen after the incident. The Brigade also has inter-regional liaison meetings with neighbouring brigades and any charging challenges would be resolved at these meetings. As a result, the impact of the policy will remain neutral across the community including those with protected characteristics.
19. Whilst the Brigade notes the opposition to the proposal, the objections and reasons for the opposition (where provided) have been based on a perceptions that it is a money making opportunity and that service provision will be delayed/affected.

### **Section Seven – How will these changes be implemented?**

Consider:

- What monitoring, evaluation or review systems will be put in place to carry out regular checks on the effects of the policy/service proposal?
- How will changes be implemented (i.e. what, who, by when) and still enable delivery of the policy or service proposal objectives?
- How will the monitoring ensure it delivers the impacts identified or that any mitigation initiated is working?

20. The Brigade will monitor attendances into and from other brigade areas as part of its normal performance management arrangements. This will include any impact on the duration, type and frequency of attendance. The Brigade will also monitor the rate of cost recovery charges collected against the rate of charges paid to other services. This will help inform whether there are any changes to the balance of attendances, especially in the months immediately after implementation. Performance monitoring will also allow officers to set an appropriate review period for any further refinements of the policy.

21. The Brigade will continue with its normal liaison arrangements with neighbouring services to confirm and discuss operation of the policy. This will ensure that the policy continues to meet the service proposal objectives.

# Equality analysis - Operational efficiencies

## Section 1 – Name of Policy and Reference Number (if available)

London Safety Plan 5 – Operational efficiency proposals

## Section 2 – Purpose of Policy

Consider:

- Is the policy new or part of existing service provision
- Who is responsible for the policy, and who has assessed the proposal for its equality impacts
- Who will implement the proposal – does it fall to one team/department or is it delivered in conjunction with another department or a contractor?
- If a contractor or external supplier is involved, what actions will be put in place to ensure that they comply with the Authority's equality and diversity policies?

1. This equality analysis assesses the impact of the proposed operational efficiency proposals put forward as part of the London Safety Plan (LSP5). This analysis deals with the anticipated impact on people with protected characteristics in the community and not internal staffing impacts. The impact on Brigade staff is considered under a separate equality analysis as part of this document.
2. Following consultation, the proposals and therefore the content of this analysis has changed accordingly (from the earlier analysis conducted in January 2013).
3. The London Fire Emergency and Planning Authority (LFEPA) under section 3 of the Local Government Act 1999 "must make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness." The Commissioner has overseen a careful review of the number and location of fire stations and fire appliances. There has also been a consideration of some special appliances, including the arrangements for their crewing. In that review, the following factors were prioritised or examined:
  - The need to minimise aggregate London-wide 1<sup>st</sup> and 2<sup>nd</sup> appliance response times to serious incidents (i.e. those incidents requiring two or more appliances, excluding false alarms), based on the current estate;
  - The opportunity to improve performance in boroughs with response time performance that has been consistently outside of target;
  - Safe systems of work for firefighters;
  - The desirability of retaining at least one station in every borough;
  - That alternate crewing had demonstrated effectiveness where it has been introduced and that there is potential to extend this way of working; and
  - The physical quality and utility of each fire station.
4. The results of this review led originally to a 151 appliances and 100 stations option being put forward as a proposal to be consulted on.
5. The outcome from the consultation revealed that most people did not believe that the Brigade should make any operational savings. Some believed that savings could be made elsewhere. Further details on the outcomes and themes from the consultation are given in the covering report to the Plan, and in the later sections of this equality analysis.
6. As a result of further work since the close of consultation, the Commissioner has put forward a proposal to reduce the Fire Rescue Unit (FRU) resource, the details of which are provided in the

covering report to the Plan. The FRU saving equates to approximately £5.6 million and consists of a reduction of 84 FRU posts at technical centres and the removal of two FRU vehicles from service, resulting in a reduction of another 48 FRU posts.

7. From this alternative saving, it is proposed to keep two stations open that were originally proposed for closure and to replace two of the appliances originally proposed for removal. This results in an amended 155/102 operational efficiencies proposal.
8. The result of the amended proposal means that there would be a deletion of 552 operational posts; 360 station based posts, 132 FRU posts and 60 posts from alternate crewing proposals.. The impacts on stations and pumping appliances are summarised below:

22	Stations are impacted
8	One appliance stations close
2	Two appliance stations close
7	Stations lose a fire engine
5	Stations gain a fire engine
14	Appliances fewer (net)

9. The Deputy Commissioner is the owner of the operational efficiency review and will co-ordinate the implementation of the proposal with the Head of Operations, Prevention and Response through the LSP5 implementation team.

### Section 3 – What is the anticipated impact (negative, positive or neutral) on the people who share protected characteristics?

Consider:

- Assessment across protected characteristics and any potential for differential impacts on any groups
- The identification of impacts via the consultation and what weight they should carry (after consultation)
- Positive, neutral and adverse impacts
- The extent of the anticipated impact and any actions so far identified that could either promote a positive impact or mitigate an adverse one (including policy revisions and/or additional measures that can be taken to ensure the policy can achieve its aims without risking the adverse impacts)
- How might the policy promote good relations? (Helping groups to work together/ remove barriers that isolate people from participating, etc)
- Whether any impact has a legal consequence

10. It is the statutory duty of all fire and rescue services to make provision for responding to emergencies. As a result, the 155/102 proposal cannot introduce an unintended consequence of non-attendance. In addition, the original review parameters, means that every London borough will still have at least one fire station.
11. The next concern to address is that the proposal will lead to a deterioration in the provision of emergency cover by the Brigade.
12. Under the operational efficiencies proposals there would be the:
  - Closure of 10 fire stations at: Belsize, Bow, Clerkenwell, Downham, Kingsland, Knightbridge, Silvertown, Southwark, Westminster and Woolwich.
  - Removal of the second fire engine from seven fire stations at: Chingford, Clapham, Hayes, Leyton, Leytonstone, Peckham and Whitechapel.
  - Addition of a second fire engine to the fire stations at: East Greenwich, Hendon, Orpington, Stanmore and Twickenham.
13. In summary, the overall impact of the complete package is:
  - London-wide – 1<sup>st</sup> appliance modelled performance would deteriorate by 13 seconds to 5:33 and 2<sup>nd</sup> appliance performance would deteriorate by 10 seconds to 6:32, but both would remain well within the six and eight minute targets.
  - Six boroughs (one fewer than currently) would remain outside the 1st appliance standard (Barnet, Bromley, Enfield, Harrow, Hillingdon and Hounslow) although four of those boroughs are within 15 seconds of the standard.
  - Only one borough (four boroughs fewer than currently) would fall outside the 2nd appliance standard (Kingston upon Thames).
14. In absolute terms for 1<sup>st</sup> appliance attendance times:
  - The following boroughs would see performance worsen, although in some cases by as little as one second and none by more than 45 seconds:  
Camden, City of London, Greenwich, Hackney, , Hillingdon, Islington, Kensington and Chelsea, Lambeth, Lewisham, Newham, Redbridge, Southwark, Tower Hamlets, Waltham Forest, Wandsworth, Westminster.
  - The following boroughs would see performance improve (between one and eight seconds):  
Barnet, Brent, Bromley, Harrow, Hounslow and Richmond upon Thames.
  - The following boroughs would see no change:  
Barking and Dagenham, Bexley, Croydon, Ealing, Enfield, Hammersmith and Fulham, Haringey, Havering, Kingston upon Thames, Merton and Sutton.



15. In absolute terms for 2<sup>nd</sup> appliance times:

- The following boroughs would see performance worsen, although in some cases by as little as one second and none by more than 58 seconds:  
Bexley, Camden, City of London, Enfield, Hackney, Hammersmith and Fulham, Hillingdon, Islington, Kensington and Chelsea, Lambeth, Lewisham, Newham, Redbridge, Southwark, Tower Hamlets, Waltham Forest, Wandsworth and Westminster.
- The following boroughs would see performance improve (between two seconds and one minute 20 seconds):  
Barnet, Brent, Bromley, Greenwich, Harrow, Hounslow and Richmond upon Thames
- The following boroughs would see no change:  
Barking and Dagenham, Croydon, Ealing, Haringey, Havering, Kingston upon Thames, Merton and Sutton.

16. Reducing the numbers of stations would mean that physical access to the closed stations is removed. However, each borough is served by a Borough Commander, and local community and partnership initiatives, particularly those that target people most at risk will remain in place, either delivered centrally or by area teams. Removing the station will not affect this important work, and there will be no anticipated impact on people with protected characteristics. Indeed our prevention and protection work is focussed on those who are most at risk, many of whom will share protected characteristics, and this will continue to be our priority.

17. As mentioned earlier, the impact of the operational efficiencies proposals on staff is considered in a separate equality analysis as part of this document. However it is expected that the posts to be deleted will be achieved through natural wastage. This will have an impact on the diversity profile of the Brigade although the exact impact cannot be known at this stage, as the staff who will leave will not necessarily be at the stations that will close. Nevertheless, as recruitment is expected to be restricted to accommodate the change, this could negatively impact on the Brigade's equality objective to "increase the diversity of our workforce at all levels and in all occupational groups." This is not expected to be addressed until the situation regarding opportunities for progression in the Brigade changes.

## Section 4 – What is the evidence or other information in support of this?

Consider:

- The source of the data, and whether some information carries more weight than other evidence

18. The following table shows the performance impacts at borough level of the 151/100 option for first and second fire engine attendance:

<i>All times in mm:ss</i>	Average Modelled Base 169/112		Average Modelled Option 155/102		Impact	
	Borough	1 <sup>st</sup> to All	2 <sup>nd</sup> to All	1 <sup>st</sup> to All	2 <sup>nd</sup> to All	1 <sup>st</sup> to All
London-wide	5:20	6:22	5:33	6:32	0:13	0:10
Barking and Dagenham	5:30	5:40	5:30	5:40	0:00	0:00
Barnet	6:14	8:23	6:07	7:41	-0:07	-0:43
Bexley	5:40	6:15	5:40	6:16	0:00	0:01
Brent	5:52	6:31	5:50	6:21	-0:02	-0:10
Bromley	6:16	8:20	6:11	7:30	-0:05	-0:50
Camden	4:41	6:00	5:26	6:26	0:45	0:26
City of London	5:04	5:58	5:24	6:56	0:21	0:58
Croydon	5:23	6:46	5:23	6:46	0:00	0:00
Ealing	5:41	6:28	5:41	6:28	0:00	0:00
Enfield	6:25	6:55	6:26	6:58	0:00	0:02
Greenwich	5:28	7:01	5:52	6:50	0:25	-0:11
Hackney	4:45	5:08	5:18	5:46	0:33	0:38
Hammersmith and Fulham	5:13	6:21	5:13	6:22	0:00	0:01
Haringey	5:40	5:51	5:40	5:51	0:00	0:00
Harrow	6:17	8:26	6:09	7:34	-0:08	-0:52
Havering	5:40	7:10	5:40	7:10	0:00	0:00
Hillingdon	6:13	7:19	6:16	7:41	0:03	0:22
Hounslow	6:05	6:53	6:04	6:51	-0:01	-0:02
Islington	4:43	5:12	5:08	6:04	0:25	0:52
Kensington and Chelsea	4:39	5:42	4:54	5:55	0:15	0:13
Kingston upon Thames	5:56	8:32	5:55	8:32	0:00	0:00
Lambeth	4:33	4:56	4:40	5:26	0:07	0:30
Lewisham	4:47	6:03	5:08	6:09	0:22	0:05
Merton	5:46	7:42	5:46	7:42	0:00	0:00
Newham	5:11	5:48	5:28	5:57	0:17	0:09
Redbridge	5:36	6:54	5:37	7:02	0:01	0:08
Richmond upon Thames	6:07	9:02	6:00	7:42	-0:07	-1:20
Southwark	4:43	5:24	5:05	5:51	0:22	0:27
Sutton	5:56	7:15	5:56	7:15	0:00	0:00
Tower Hamlets	4:32	5:24	4:55	6:11	0:23	0:47
Waltham Forest	5:31	6:53	5:35	7:40	0:04	0:47
Wandsworth	5:18	6:11	5:19	6:17	0:01	0:06
Westminster	5:08	5:55	5:48	6:17	0:40	0:23
Within Target (Out of 33)	26	28	27	32		

19. Note: All times are shown to the nearest second; some impacts will be affected by rounding.

20. Impacts of the proposal on boroughs as a whole have been outlined in section 3. In terms of impacts on users of the service, it is difficult to quantify the exact effect on people who share protected characteristics. The Brigade targets its fire safety work on lifestyles of individuals rather than groups of people who share protected characteristics. This is because information about incidents collected by the Brigade indicates that the behaviour and lifestyles of individuals remains one of the primary factors in the number of fires that LFB attends. Whilst it is true that certain lifestyles identified as being at higher risk will also contain people who share protected characteristics, belonging to a protected characteristic group in the first place does not place individuals at risk.
21. The protected characteristic profile of each borough can be approximated using census information from ONS as a guide to indicate which boroughs may have significant numbers of certain characteristics. From this information, the impacts of the 155/102 proposal on these people can be considered (see below). However, it should be noted that the census information is only a guide.

#### Ethnicity –London boroughs placed in the top five for each ethnic group

Borough Name	White	Mixed	Black	Asian	Chinese	Other	Non-White
Barnet	2 <sup>nd</sup>				1 <sup>st</sup>	4 <sup>th</sup>	
Brent				3 <sup>rd</sup>		3 <sup>rd</sup>	2 <sup>nd</sup>
Bromley	1 <sup>st</sup>						
Camden					4 <sup>th</sup>		
Croydon	5 <sup>th</sup>	1 <sup>st</sup>	4 <sup>th</sup>				4 <sup>th</sup>
Ealing						2 <sup>nd</sup>	3 <sup>rd</sup>
Enfield		5 <sup>th</sup>				5 <sup>th</sup>	
Harrow				4 <sup>th</sup>			
Havering	4 <sup>th</sup>						
Lambeth		2 <sup>nd</sup>	1 <sup>st</sup>				
Lewisham		3 <sup>rd</sup>	3 <sup>rd</sup>		5 <sup>th</sup>		
Newham			5 <sup>th</sup>	1 <sup>st</sup>			1 <sup>st</sup>
Redbridge				2 <sup>nd</sup>			5 <sup>th</sup>
Southwark		4 <sup>th</sup>	2 <sup>nd</sup>		3 <sup>rd</sup>		
Tower Hamlets				5 <sup>th</sup>	2 <sup>nd</sup>		
Wandsworth	3 <sup>rd</sup>						
Westminster						1 <sup>st</sup>	

22. From the boroughs above, the performance impact of the 155/102 option is as follows:
- First appliance – average attendance time*
- Four boroughs would have an improvement (Barnet, Brent, Bromley, and Harrow) ranging from two seconds (Brent) through to eight seconds (Harrow).
  - Four boroughs would have no change and these are Croydon, Ealing, Enfield, and Havering.
  - Nine boroughs would have a slower average time (Camden, Lambeth, Lewisham, Newham, Redbridge, Southwark, Tower Hamlets, Wandsworth and Westminster) ranging from one second (Redbridge and Wandsworth) through to 45 seconds (Camden).
- Second appliance – average attendance time*
- Four boroughs would have an improvement (Barnet, Brent, Bromley and Harrow) ranging from 10 seconds (Brent) through to 52 seconds (Harrow). For Harrow, this improvement brings the second appliance within the eight minute attendance standard.

- Three boroughs would have no change and these are Croydon, Ealing and Havering.
- Ten boroughs would have a slower average time (Camden, Enfield, Lambeth, Lewisham, Newham, Redbridge, Southwark, Tower Hamlets, Wandsworth, and Westminster) ranging from two seconds (Enfield) through to 47 seconds (Tower Hamlets).

23. However, it should also be noted that seven of the boroughs listed above (Camden, Lambeth, Lewisham, Newham, Southwark, Tower Hamlets and Wandsworth) remain better than the London-wide average for both first and second appliance attendance.

#### Faith – London boroughs placed in the top five for each faith group

Borough Name	Christian	Buddhist	Hindu	Jewish	Muslim	Sikh	Other	None	Not Stated	Non-Christian
Barnet		1 <sup>st</sup>		1 <sup>st</sup>			3 <sup>rd</sup>		4 <sup>th</sup>	1 <sup>st</sup>
Brent		2 <sup>nd</sup>	2 <sup>nd</sup>		4 <sup>th</sup>		2 <sup>nd</sup>			5 <sup>th</sup>
Bromley	2 <sup>nd</sup>							3 <sup>rd</sup>		
Camden				5 <sup>th</sup>					1 <sup>st</sup>	
Croydon	1 <sup>st</sup>						4 <sup>th</sup>		5 <sup>th</sup>	
Ealing		3 <sup>rd</sup>	4 <sup>th</sup>			1 <sup>st</sup>	5 <sup>th</sup>			2 <sup>nd</sup>
Enfield	3 <sup>rd</sup>									
Greenwich		4 <sup>th</sup>								
Hackney				2 <sup>nd</sup>						
Harrow			1 <sup>st</sup>	3 <sup>rd</sup>			1 <sup>st</sup>			
Hillingdon						3 <sup>rd</sup>				
Hounslow						2 <sup>nd</sup>				
Islington									3 <sup>rd</sup>	
Lambeth	5 <sup>th</sup>							1 <sup>st</sup>		
Lewisham								5 <sup>th</sup>		
Newham			5 <sup>th</sup>		1 <sup>st</sup>	5 <sup>th</sup>				4 <sup>th</sup>
Redbridge			3 <sup>rd</sup>	4 <sup>th</sup>	3 <sup>rd</sup>	4 <sup>th</sup>				
Southwark		5 <sup>th</sup>						4 <sup>th</sup>		
Tower Hamlets					2 <sup>nd</sup>				2 <sup>nd</sup>	3 <sup>rd</sup>
Waltham Forest					5 <sup>th</sup>					
Wandsworth	4 <sup>th</sup>							2 <sup>nd</sup>		

24. From the boroughs above, the performance impact of the 155/102 option is as follows:

#### *First appliance – average attendance time*

- Five boroughs would have an improvement (Barnet, Brent, Bromley, Harrow and Hounslow) ranging from one second (Hounslow) through to eight seconds (Harrow).
- Three boroughs would have no change and these are Croydon, Ealing and Enfield.
- Thirteen boroughs would have a slower average time (Camden, Greenwich, Hackney, Hillingdon, Islington, Lambeth, Lewisham, Newham, Redbridge, Southwark, Tower Hamlets, Waltham Forest, and Wandsworth) ranging from one second (Redbridge and Wandsworth) through to 45 seconds (Camden).

*Second appliance – average attendance time*

- Five boroughs would have an improvement (Barnet, Brent, Bromley, Harrow and Hounslow) ranging from two seconds (Hounslow) through to 52 seconds (Harrow).
- Two boroughs would have no change and these are Croydon and Ealing.
- Thirteen boroughs would have a slower average time (Camden, Enfield, Hackney, Hillingdon, Islington, Lambeth, Lewisham, Newham, Redbridge, Southwark, Tower Hamlets, Waltham Forest and Wandsworth) ranging from two seconds (Enfield) through to 52 seconds (Islington).

25. However, it should also be noted that nine boroughs listed above (Camden, Hackney, Islington, Lambeth, Lewisham, Newham, Southwark, Tower Hamlets and Wandsworth) remain better than the London-wide average for both first and second appliance attendance.

**Deprivation – London boroughs placed in the top five for deprivation indices**

Borough Name	Average LSOA Rank <sup>1</sup>	Rank of Average LSOA Rank
Hackney	28,228	1
Newham	28,081	2
Tower Hamlets	26,409	3
Islington	25,889	4
Waltham Forest	25,648	5

26. From the boroughs above, the performance impact of the 155/102 option would mean that each borough would see a slower first and second appliance average attendance time ranging from 4 seconds (Waltham Forest) and 33 seconds (Hackney) for the first appliance, and 9 seconds (Newham) through to 52 seconds (Islington) for the second appliance. However, with the exception of the second appliance average attendance time at Waltham Forest, all these boroughs remain better than the London-wide average for both first and second appliance attendance. Furthermore, the second appliance average attendance time at Waltham is still within the eight minute attendance standard.

**Age – London boroughs placed in the top five for residents aged 60 and over**

Borough Name	Number of residents aged 60 and over	Rank of Number of residents aged 60 years and over
Bromley	70,529	1
Barnet	64,344	2
Croydon	61,404	3
Havering	56,838	4
Enfield	52,485	5

<sup>1</sup> LSOA – Lower Super Output Area – this is a data set used by the Office of National Statistics to determine an overall index of multiple deprivation scores and rankings

27. From the boroughs above, the performance impact of the 155/102 option is as follows:

*First appliance – average attendance time*

- Two boroughs would have an improvement (Bromley and Barnet) ranging from 5 seconds (Bromley) through to 7 seconds (Barnet).
- Three boroughs would have no change and these are Croydon, Havering and Enfield.

*Second appliance – average attendance time*

- Two boroughs would have an improvement (Bromley and Barnet) ranging from 43 seconds (Barnet) through to 50 seconds (Bromley). This significant improvement for both boroughs brings the second appliance within the eight minute attendance standard.
- Two boroughs would have no change and these are Croydon and Havering.
- One borough would have a slower average time and this is Enfield (2 seconds).

28. However, it should be noted that two boroughs listed above (Croydon and Havering) remain inside the six minute first appliance attendance standard, and all boroughs meet the eight minute second appliance average.

**London boroughs placed in the top five for residents with health issues and disabilities**

Borough Name	Number of residents with day-to-day activities limited	Rank of Number of residents with limited day-to-day activities	Borough Name	Number of residents with long term health issues/ disability	Rank of Number of residents with long term health issues/ disability
Croydon	53,113	1	Croydon	33,106	1
Barnet	49,903	2	Barnet	30,924	2
Enfield	47,979	3	Bromley	29,772	3
Ealing	47,779	4	Enfield	29,312	4
Bromley	46,323	5	Ealing	28,320	5

29. From the boroughs above, the performance impact of the 155/102 option is as follows:

*First appliance – average attendance time*

- Two boroughs would have an improvement (Barnet and Bromley) ranging from 5 seconds (Bromley) through to 7 seconds (Barnet).
- Three boroughs would have no change and these are Croydon, Ealing and Enfield.

*Second appliance – average attendance time*

- Two boroughs would have an improvement (Bromley and Barnet) ranging from 43 seconds (Barnet) through to 50 seconds (Bromley).
- Two boroughs would have no change and these are Croydon and Ealing.
- One borough would have a slower average time and this is Enfield (2 seconds).

30. However, it should be noted that two boroughs listed above (Croydon and Ealing) remain inside the six minute first appliance attendance standard, and all boroughs meet the eight minute second appliance average.

31. In terms of gender and gender reassignment, the Brigade only has census data relating to the resident population and the numbers of males and females in each borough. The Brigade does not hold any data on gender reassignment numbers. As such, it is not possible to consider the impact on this protected characteristic group.

32. Looking across most of protected characteristic groups, the 155/102 option would introduce a range of impacts for the London boroughs that place in the top 5 for people with these characteristics. Some boroughs would have improved attendance, others would remain the same, and some would get worse. However, even where attendance times are slower as a result of the proposal, some boroughs are still better than the London-wide averages for first and second appliance attendance, and the majority remain inside the six and eight minute attendance standards respectively.
33. It is anticipated that the effect of the changes will be the same across the community. As previously stated, information collected by the Brigade indicates that lifestyle is much more of a factor in determining the level of risk of fire rather than protected characteristics. However, some individuals who share protected characteristics will also lead lifestyles that increase their risk to fire – as such, it is possible that the operational efficiency proposals will impact these people negatively.
34. The Brigade has also conducted a sensitivity analysis on the proposals to assess the impact of the proposals on incident types, locations or other factors (e.g. population groups). Further information is provided in the covering report to the Plan. A number of these analyses are especially relevant to people who share protected characteristics. However, it should also be noted that for all of these analyses, there are a relatively low volume of people involved, and the results need to be treated with some caution.

#### *2010 population in the 10 per cent Deprived LSOAs*

35. This analysis looks at the index of multiple deprivation with areas that are considered to be in the top 10 per cent most deprived. In terms of specific boroughs, Greenwich sees the largest impact for first appliance average range cover increasing to 5 minutes 45 seconds but remaining within the 6 minute standard. For second appliance range cover, Waltham Forest sees the largest impact increasing to 6 minutes and 18 seconds but remaining within the 8 minute standard.

#### *P1 Postcodes – Group M and Group N households*

36. The Brigade's Incident Risk Analysis Toolkit (iRAT) helps target community safety activity by analysing and identifying those lifestyle characteristics which mean that people are more likely to experience a fire or suffer the consequences of the fire in the home. We call these P1 (priority one) households. In particular, Group M – elderly people reliant on state support and Group N – young people renting flats in high density social housing, make up a large number of our P1 households. In terms of specific boroughs, Hackney sees the largest impact for first appliance average range cover increasing to 5 minutes 26 seconds but remaining within the 6 minute standard. For second appliance range cover, Waltham Forest sees the largest impact increasing to 6 minutes 44 seconds but remaining within the 8 minute standard.

#### *Annual persons involved (fatalities, injuries and rescues)*

37. For all fatalities, injuries and rescues (which will also include people who share protected characteristics), in terms of specific boroughs, Camden sees the largest impact for first appliance average range cover increasing to 4 minutes 51 seconds but remaining within the 6 minute standard. For second appliance range cover, Waltham Forest sees the largest impact increasing to 7 minutes 7 seconds but remaining within the 8 minute standard.

#### *High rise incidents*

38. Some consultation responses from those with a disability raised concerns about living in high rise housing. In terms of specific boroughs, Havering sees the largest impact for first appliance average cover increasing to 5 minutes 50 seconds but remaining within the 6 minute standard. For the second appliance cover, Waltham Forest sees the largest impact increasing to 7 minutes 34

seconds but remaining within the 8 minute standard.

39. However, the Brigade's focus on prevention and protection work aims to mitigate negative impacts as a result of the 155/102 option as it targets those who are most at risk. A range of proposals targeting certain lifestyles forms a central part of the London Safety Plan, and the equality analysis for 'Targeting people at risk' is also available as part of this document. This details the anticipated positive impacts on people who share protected characteristics, and this work will continue to be our priority.

## Section 5 – Who did you consult, and what was their response?

Consider:

- Who did you consult?
- Complaints and compliments about the proposal – have these been made by under represented or disadvantaged groups?
- Information suggesting that the proposal could have a differential (negative, neutral or positive) impact on certain groups of people
- Information about measures that could be taken without impacting on the aims of the policy but which mitigate adverse impacts that have been identified

40. LSP5 consultation ran for 15 weeks and was open to all. An online response form provided the main consultation tool with paper copies made available on request.

41. There was a strong objection to any reduction to fire stations, fire engines or firefighters (94 per cent –2,010 responses) across all respondents and the range of concerns are addressed in the covering report to the Plan.

42. In terms of the under represented or disadvantaged groups, two groups stand out from the analysis. Respondents over 60 years of age were slightly less likely to disagree that protection of response time standards should be the most important priority (71 per cent (266 responses) against 75 per cent (1,223 responses) for under 60s). However, the level of disagreement was still high.

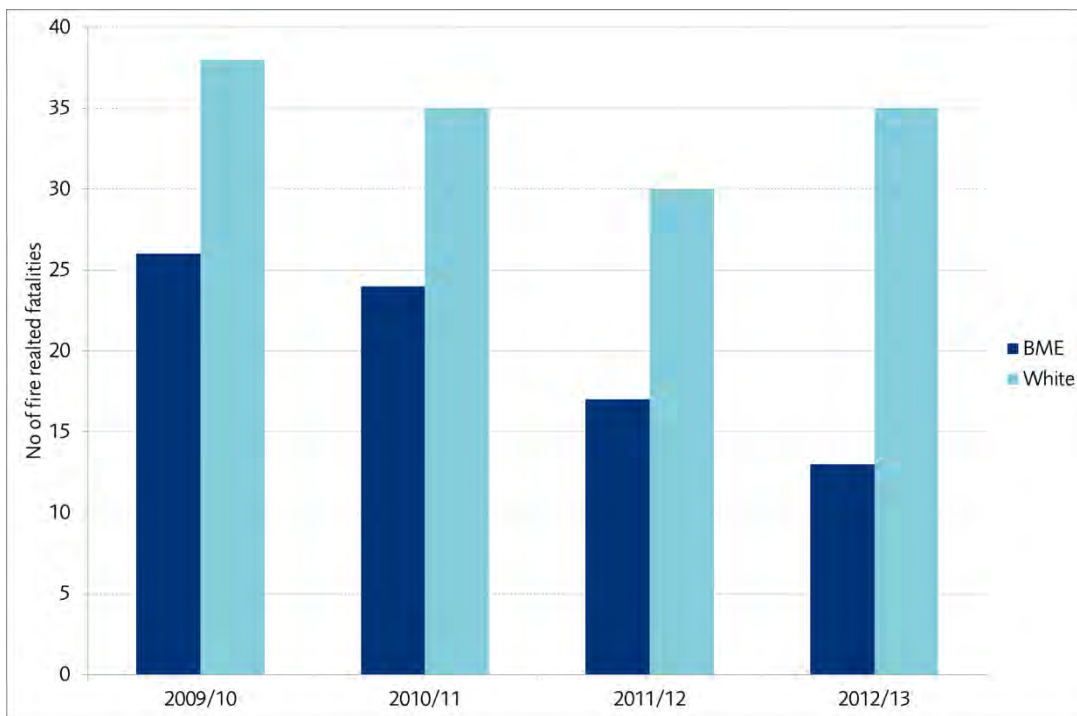
43. In contrast, respondents who considered themselves to have a disability were more likely to disagree with protection of the response time standards as the most important priority (80 per cent (204 responses) against 73 per cent (1,285) for those without a disability). Those with some form of disability were also more likely to disagree that there should be a single response time for all of London (68 per cent (171 responses) against 54 per cent (944) responses for those without a disability).

44. Another concern emerged from the LSP5 public meetings - there was a perception that ethnic minorities and those living in deprived areas were at higher risk of dying in fires and the operational efficiency proposals would detrimentally impact these protected groups. This is a serious concern and we have taken the opportunity to review the information we have on fire deaths.

45. In the four years from 2009/10 to 2012/13 (the period where we have detailed information on the ethnicity of those involved in fatal fires), 63 per cent of fatalities were identified as 'White' and 37 per cent from a BME group. These proportions are similar to the general population of London where the 2011 Census recorded 50.9 per cent of Londoners as being 'White' suggesting that ethnic origin (as a single factor) doesn't adversely affect fire risk.

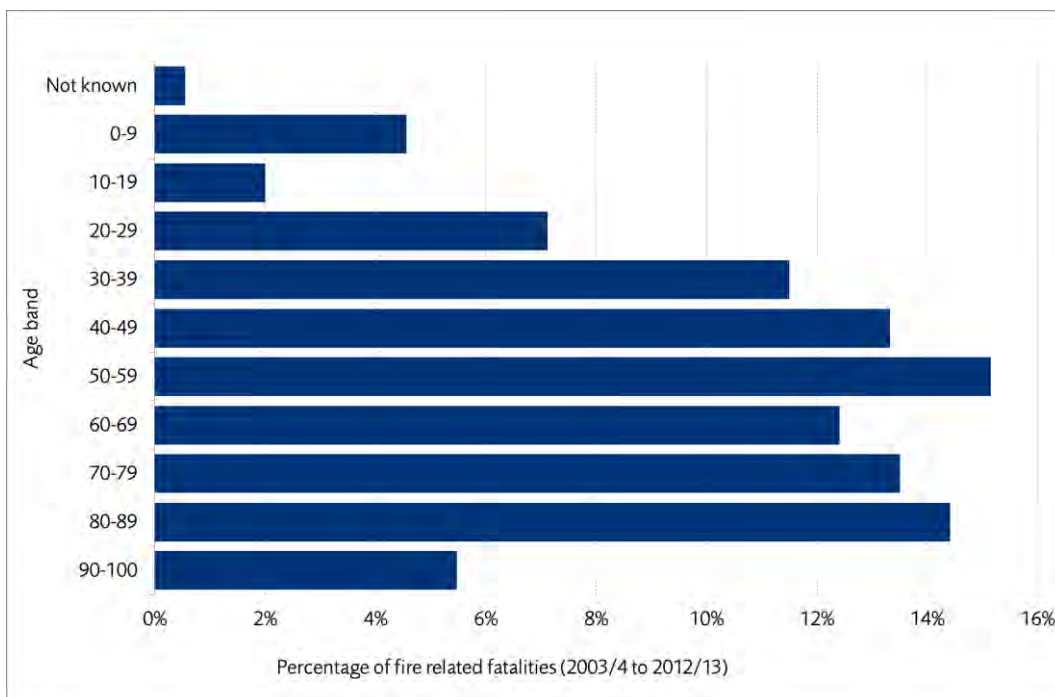


**Fire related fatalities – BME and white ethnicity – 2009/10 – 2012/13**



46. Nearly half of the people killed in fires (46 per cent) are aged over 60. The chart below shows the proportion of fire deaths by ten year age bands over the last ten years.

**Fire related fatalities by ten year age band – 2003/4 to 2012/13**



47. Our information shows that age is more of a relevant factor when it comes to fire risk rather than ethnicity, and the Plan contains a number of proposals to work with professional bodies who provide services for elderly people to raise fire safety awareness and reduce the risk.

## Section Six – What changes have been identified as a result?

Consider:

- Where an adverse impact has been identified, how could the disadvantage be minimised? What other services are in place (either existing service provision or other proposals in the Plan) to mitigate any negative impacts?
- How can or should a policy proposal be amended to address any issues identified?
- Information gained through consultation that might help define a mitigating action
- Are there any concerns arising from the data gathering/consultation/policy development that have not been taken on board and why?

48. It is clear that the opposition to the operational efficiencies proposals was based on a disagreement to any reduction in fire stations, fire engines and firefighters.

49. The Brigade has listened to the concerns of the public and as mentioned earlier, officers have undertaken a review of the proposals and put forward an amended operational efficiencies package. The changes and impacts have been reflected in sections one to four of this equality analysis.

50. The Brigade will also seek to provide reassurance and further mitigation measures as the operational efficiencies proposals are implemented. Community safety work will continue to be a priority and the impact of many of our 'targeting people at risk' proposals focussing on fire prevention will make a significant difference in these areas. We will also seek to focus on familiarisation activity so that firefighters have greater knowledge of the type and layout of buildings in their area, as well increasing the visibility of firefighters on the street.

51. We will also take note of the concerns raised by those with a disability and again will seek to provide further mitigation measures. We already carry out a range of community safety activity focussing on raising fire safety awareness for those with a disability. We will continue to target this group as part of our targeting people at risk proposals. This will include working with health and social care professionals, 'telecare' providers and other organisations who work with those with social, mobility or health issues.

52. The perception about ethnic minorities and those living in deprived areas being at higher risk of dying in fires is understood but information about incidents collected by the Brigade indicates that the behaviour and lifestyles of individuals is more significant and remains one of the primary factors in the number of fires that LFB attends. Whilst it is true that certain lifestyles identified as being at higher risk will also contain people who share protected characteristics, belonging to a protected characteristic group in the first place does not place individuals at risk. Fire death figures given in section five also show that fire deaths are proportionate to the ethnic profile of London. The highest number of fire deaths still occurs in the largest ethnic group which is white.

53. Age is also a significant factor in fire related fatalities. Any fire death remains a real concern for the Brigade and the Plan contains targets and proposals to reduce this number further.

## Section Seven – How will these changes be implemented?

Consider:

- What monitoring, evaluation or review systems will be put in place to carry out regular checks on the effects of the policy/service proposal?
- How will changes be implemented (i.e. what, who, by when) and still enable delivery of the policy or service proposal objectives?
- How will the monitoring ensure it delivers the impacts identified or that any mitigation initiated is working?

54. The operational efficiencies proposals will be implemented through a dedicated implementation team managed by the Deputy Commissioner.

55. The impact of the operational efficiencies proposals will be monitored through the Brigade's normal performance management arrangements. This will include the impact on attendance times, the seriousness and duration of incidents and the effects of mitigating actions such as community safety work and familiarisation visits.

# Equality analysis - Review of shut in lift policy

## Section 1 – Name of Policy and Reference Number (if available)

London Safety Plan 5 - Review of shut in lift policy

## Section 2 – Purpose of Policy

Consider:

- Is the policy new or part of existing service provision
- Who is responsible for the policy, and who has assessed the proposal for its equality impacts
- Who will implement the proposal – does it fall to one team/department or is it delivered in conjunction with another department or a contractor?
- If a contractor or external supplier is involved, what actions will be put in place to ensure that they comply with the Authority's equality and diversity policies?

1. The policy details the objectives of the Brigade's arrangements for reducing the number of instances (or duration) of people shut in lifts. As part of the Third London Safety Plan (2008-11), the Authority approved the introduction of call filtering and charging to reduce the number of shut in lift (SIL) incidents and the Brigade's attendance to them. The primary aim of the policy was not to generate income; rather it was to reduce the instances (or duration) of shut in lift incidents so that Brigade resources could concentrate on priorities which we know have more of an impact on the community. This includes preventative community safety work, and dealing with emergency calls.
2. Call filtering already takes place to determine: (a) if the lift occupant is likely to be seriously ill (a medical emergency) in which case the Brigade will immediately respond to make an emergency attendance, or (b) or if no-one is in danger whether the lift owner's routine release arrangements are attending. If no other arrangements are in place, then the Brigade will attend at normal road speed, which will incur a charge.
3. The proposed changes to the policy are: (1) to further filter non-emergency calls or calls to premises which have their own lift release arrangements – this will avoid duplicate attendance where the Brigade attends as well as any local release arrangements; (2) for premises in boroughs with dedicated systems, the crew should telephone the lift owner's engineers to check if and when they are attending; and (3) only charging when crews actually release someone from a lift.
4. The Head of Operations, Prevention and Response is responsible for the policy, and will be responsible for the implementation of the policy through the staff at Brigade Control and at fire stations. Data collection in terms of incidents attended and the impact of the implementation of the policy will be conducted by the Business Intelligence team in the Strategy and Performance Department.
5. The original policy was assessed for its equality impacts in 2009. This assessment concluded that disadvantaged groups would benefit from the policy through better use of Brigade resources, and in the longer term, better reliability and maintenance of lifts. This assessment was conducted in line with equality best practice prior to the Equalities Act 2010. The Equality Act 2010 introduced the concept of people who share protected characteristics, expanding the areas for consideration under analysis, as well as emphasising the importance of mitigating actions. It also requires public authorities to advance equality of opportunity and foster good relations between people who share a relevant protected characteristic and people who do not share it. Much of the work carried out to introduce the original policy in a responsible and inclusive manner would now be classified as effective mitigating measures to offset any adverse impacts of the policy change.

6. In conducting the new assessment, we have taken the opportunity to update the original assessment to ensure we have considered the impact on people who share protected characteristics and this is covered in Section 3.

### **Section 3 – What is the anticipated impact (negative, positive or neutral) on people who share protected characteristics?**

Consider:

- Assessment across protected characteristics and any potential for differential impacts on any groups
- The identification of impacts via the consultation and what weight they should carry (after consultation)
- Positive, neutral and adverse impacts
- The extent of the anticipated impact and any actions so far identified that could either promote a positive impact or mitigate an adverse one (including policy revisions and/or additional measures that can be taken to ensure the policy can achieve its aims without risking the adverse impacts)
- How might the policy promote good relations? (Helping groups to work together/ remove barriers that isolate people from participating, etc.)
- Whether any impact has a legal consequence

7. The previous introduction of call filtering and charging in 2009 has led to a change in behaviour in some boroughs which has been to the benefit of the community through ensuring that there are proper lift maintenance processes in place, and in some cases, dedicated local lift release arrangements implemented. Wandsworth Council is an example of a local authority which has met the Brigade's original requirements and now feels that it is not necessary for the Brigade to attend any non-emergency shut in lift incidents to their premises within the borough.
8. The general impact of the original policy change will have been beneficial to most of the people who share protected characteristics. By releasing more time for training and community safety, the community as a whole has benefitted from a Brigade that has firefighters with better maintained skill sets; targets at risk community groups with preventative fire safety work (e.g. home fire safety visits) and is able to respond quickly and efficiently to genuine emergencies.
9. However, it is possible to surmise that there may be an adverse impact on certain people who share protected characteristics regarding disability, age, and those living in deprived areas. These are explored below.
10. Call filtering means that people trapped in a lift potentially have to wait longer before being released and may become agitated by that experience. Obtaining data as to which people with protected characteristics might be most impacted by this change is very difficult. There is an argument that it would affect all groups equally. However, it is not unreasonable to assume that the protected characteristics where this may have the greatest impact are to those with a disability (as those with mobility issues will form a higher percentage of lift users); people who are elderly (as elderly people would also be expected to form a higher proportion of lift users) and people who live in deprived areas where there is a higher likelihood of poorly maintained lifts.
11. The review of the shut in lift policy introduces three new policy change proposals:
- (i) to further filter non-emergency calls or calls to premises which have their own lift release arrangements;
  - (ii) where there are such arrangements, to check whether the local engineers are attending; and

- (iii) only charging when crews actually release someone from the lift (rather than charging just for attending the premises and effecting entry into a lift car to check that there is no one inside it).

12. The overall impact of the new policy proposals will not impact these groups any more than the policy does currently – it should only add a negligible amount of time to the incident response time while the Brigade filters the call or awaits a confirmed response from the local release arrangement. This relies on the Brigade continuing to obtain the correct details about the incident. However, there remains the same potential adverse impact on the protected characteristic groups identified above that the 2009 policy change introduced.

13. The current policy and the proposed changes are intended to further encourage responsibility for proper maintenance and update of lift facilities instead of relying on the Brigade as the default release option. This builds on the long lead time and gradual implementation of the original policy change, discussions with landlords and lift owners, the work of Borough Commanders, and earlier communications by the Brigade to London boroughs and Arms Length Management Organisations (ALMOs) to encourage those who had not already done so to establish their own shut in lift arrangements. Adverse impacts in the short term should be addressed by working with local authorities and housing associations to tackle issues around shut in lift incidents. The long term strategy also involves the Brigade speaking to lift owners and building developers to look at how lifts are used, and how breakdowns can be minimised. As well as better communication, the existing charging arrangements ultimately act as an additional incentive for lift owners and others to take their responsibilities seriously.

14. Even where local lift release arrangements are in place, there will still be a public perception barrier to overcome. There are examples where local lift management arrangements are effective, but the Brigade is called because people trapped in lifts may panic or choose to call the Brigade rather than the lift owner's engineer. On occasions, this means that the Brigade is called, but arrives after the person has been released by the lift owner's own engineers. The further proposal to only charge when crews actually release someone from a lift should act to encourage those who already have local lift release arrangements in place to maintain them. Where the lift owner has taken every reasonable measure to avoid the Brigade being called, officers do not believe that levying a charge is reasonable and recognise that it could discourage lift owners. This would work against the policy objectives of driving down calls and acknowledging good quality management arrangements.

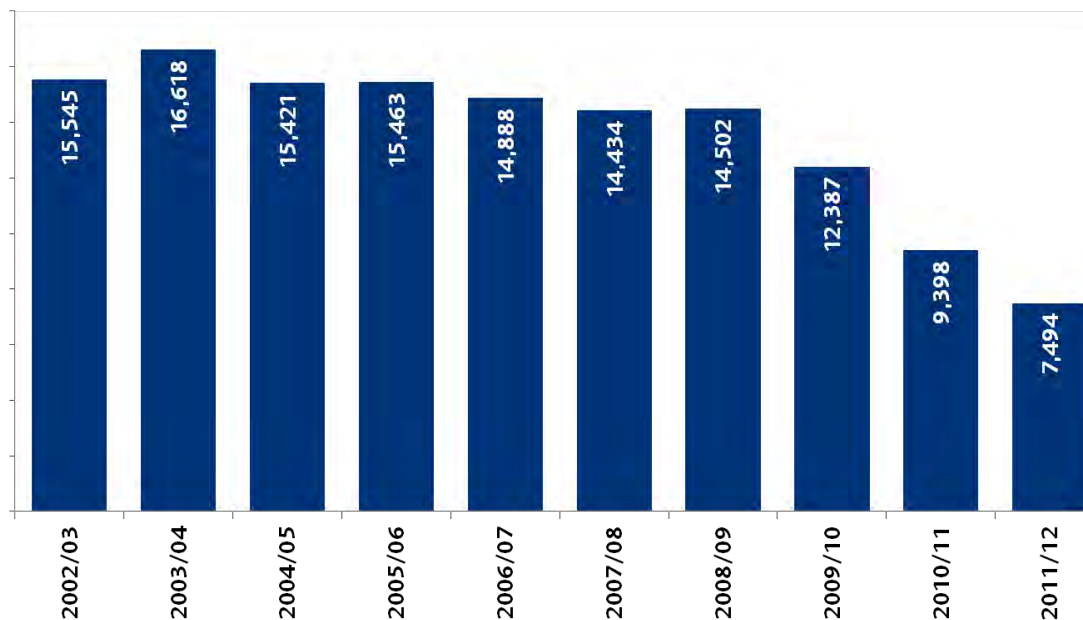
15. Overcoming public perception can be achieved through effective communication and the Brigade will work with boroughs and ALMOs in providing advice to secure safe and efficient lift operations.

## Section 4 – What is the evidence or other information in support of this?

Consider:

- The source of the data, and whether some information carries more weight than other evidence

16. From figures kept by the Brigade, the impact of the call filtering and charging for shut in lift incidents has reduced attendance from over 12,000 incidents attended in 2009/10 to just under 7,500 attendances in 2011/12.
17. Where charging has occurred, the majority of these have been levied to borough councils, ALMOs and housing associations. The overall impact of the original policy change has produced the desired affect of reducing the number of incidents attended by the Brigade. The proposed further changes to the policy are intended to continue the downward trend in terms of incidents attended and to incentivise others to establish their own local lift maintenance facilities.
18. The policy has bought about a significant reduction in the number shut in lift incidents attended. The chart below shows the number of incidents over the past ten years. Since the charging policy was introduced, incidents have reduced by around half.



19. In terms of analysing the impact on people with protected characteristics, it is difficult to show the breakdown across groups as limited information in terms of people released from lifts is collected by the Brigade – some diversity data is collected for people who are released from lifts as a medical emergency (i.e. under an emergency attendance) but the amount of data collected is not large enough to make a reasonable assumption about the profile of other people released from lifts.

20. The top five boroughs with the most shut in lift attendances are shown in the table below.

Borough Name	3 year average All shut in lifts	Rank (of all 33 boroughs)	3 year average to persons not in distress	Rank (of to persons not in distress)
Tower Hamlets	1,023	1	828	1
Southwark	1,001	2	782	2
Westminster	905	3	753	3
Camden	883	4	730	4
Hackney	795	5	655	5

21. Assuming that people with protected characteristics would be most impacted by the policy changes, the following London boroughs rank highest in terms of the following factors<sup>2</sup>:

**London boroughs placed in the top five for the largest number of purpose built flats or tenement:**

Borough Name	Number of Purpose-built flats or tenement	Rank of Number of Purpose-built flats	3 year average All shut in lifts	Rank (of all 33 boroughs)	3 year average to persons not in distress
Tower Hamlets	84,970	1	1,023	1	828
Westminster	79,734	2	905	3	753
Southwark	77,954	3	1,001	2	782
Lambeth	65,091	4	509	6	405
Hackney	60,517	5	795	5	655

**London boroughs placed in the top five for the largest amount of social rented housing units from the council (local authority):**

Borough Name	Number of Social rented units from council (Local Authority)	Rank of Number of Social rented properties	3 year average All shut in lifts	Rank (of all 33 boroughs)	3 year average to persons not in distress
Southwark	37,628	1	1,001	2	782
Lambeth	25,496	2	509	6	405
Islington	25,014	3	451	7	365
Hackney	24,163	4	795	5	655
Greenwich	22,878	5	324	10	243

<sup>2</sup> adapted from data from Office for National Statistics, licenced under the Open Government Licence v.1.0



**London boroughs placed in the top five for deprivation indices:**

Borough Name	Average LSOA Rank <sup>3</sup>	Rank of Average LSOA Rank	3 year average All shut in lifts	Rank (of all 33 boroughs)	3 year average to persons not in distress
Hackney	28,228	1	795	5	655
Newham	28,081	2	191	15	147
Tower Hamlets	26,409	3	1,023	1	828
Islington	25,889	4	451	7	365
Waltham Forest	25,648	5	81	27	62

**London boroughs placed in the top five for residents age 60 and over:**

Borough Name	Number of residents aged 60 and over	Rank of Number of residents aged 60 years and over	3 year average All shut in lifts	Rank (of all 33 boroughs)	3 year average to persons not in distress
Bromley	70,529	1	98	25	62
Barnet	64,344	2	151	19	105
Croydon	61,404	3	141	21	103
Havering	56,838	4	66	29	46
Enfield	52,485	5	262	12	181

**London boroughs placed in the top five for the largest number of residents where day to day activities are limited:**

Borough Name	Number of residents with day-to-day activities limited	Rank of Number of residents with limited day-to-day activities	3 year average All shut in lifts	Rank (of all 33 boroughs)	3 year average to persons not in distress
Croydon	53,113	1	141	21	103
Barnet	49,903	2	151	19	105
Enfield	47,979	3	262	12	181
Ealing	47,779	4	225	13	163
Bromley	46,323	5	98	25	62

22. The census information can give us an indication of where the impact of the policy change is likely to be greatest, but it should be noted it can only be used as a guide.

23. Given the higher number of purpose built flats, it is not surprising that Westminster, Southwark, Tower Hamlets and Hackney feature prominently in the number of shut in lift incidents attended.

<sup>3</sup> LSOA – Lower Super Output Area – this is a data set used by the Office of National Statistics to determine an overall index of multiple deprivation scores and rankings

While there is no particularly overrepresented characteristic in terms of age or mobility, Hackney and Tower Hamlets are high in the deprivation indices. In addition, Southwark and Hackney also have a larger proportion of social rented housing. It is not unreasonable to therefore consider that people living in these areas may also have to contend with poorly maintained lifts.

24. In terms of age and mobility, Barnet, Croydon and Bromley, feature strongly here. However, in terms of shut in lifts incidents attended across the 33 London boroughs, they rank 19, 21 and 25 respectively, and are at the lower end of the scale for volume of incidents.
25. As stated above, the Brigade does not record details about the people who are released for non-emergency shut in lift incidents. We are however able to make a reasonable approximation for the most likely characteristic of those people by matching our data with Mosaic lifestyle data. Using the location of the incidents and matching it with the lifestyle data, we know that around 70 per cent of our incidents happen in areas described as "Young people renting flats in high density social housing" (Mosaic Group N). Three per cent of the incidents are in places described as "Elderly people reliant on state support". Whilst this is a small proportion of incidents, this group (Group M) make up less than two per cent of London so are slightly overrepresented for these incidents.
26. The census data suggests that work and communication by the Brigade will need to be focussed on opening dialogue and changing behaviours in the boroughs where there are naturally a higher number of incidents but also where social deprivation is over represented in order to reduce attendance, and ultimately better reliability and maintenance of lifts.
27. The census data will also be compared against consultation information received following the official publication of the London Safety Plan 5. This will further help to inform the Brigade about assumptions made, and to consider what changes, if any, need to be made to the policy implementation.

## Section 5 – Who did you consult, and what was their response?

Consider:

- Who was consulted?
- Complaints and compliments about the proposal – have these been made by under represented or disadvantaged groups?
- Information suggesting that the proposal could have a differential (negative, neutral or positive) impact on certain groups of people
- Information about measures that could be taken without impacting on the aims of the policy but which mitigate adverse impacts that have been identified

28. LSP5 consultation ran for 15 weeks and was open to all. An online response form provided the main consultation tool with paper copies made available on request.
29. In terms of the shut in lift proposals, the majority of respondents agreed with the proposal (62 per cent – 1,123 responses). There was no strong representation from under represented or disadvantaged groups with regard to this proposal in particular.
30. There were very few additional comments provided about the shut in lift proposals. A few related to confusion about what the change to the policy was proposing – a very small number of respondents thought that the Brigade would not attend at all. Others commented that they still preferred rescue by fire service (which had already been identified in this equality analysis under section three) and this was related to an opinion that the Brigade should treat incidents of people trapped in lifts as an emergency.

## Section Six – What changes have been identified as a result?

Consider:

- Where an adverse impact has been identified, how could the disadvantage be minimised? What other services are in place (either existing service provision or other proposals in the Plan) to mitigate any negative impacts?
- How can or should a policy proposal be amended to address any issues identified?
- Information gained through consultation that might help define a mitigating action
- Are there any concerns arising from the data gathering/consultation/policy development that have not been taken on board and why?

31. Although respondents are in favour of the policy proposal, there is some confusion about how what the refinement to the shut in lift policy is proposing. A small number of respondents believe that the Brigade will not attend at all, and this could affect acceptance of the policy change from certain sections of the community.
32. The Plan will reiterate the main aims of the policy. The covering report to the Plan confirms that there are no plans to stop attending calls to release people shut in lifts. The agreed policy will continue (i.e. the use of call filtering to determine whether there is an emergency, ensuring that callers have engaged any local lift release arrangements advertised in lifts, fire engines travelling not on blue-light where no emergency exists, etc.). The adjustments to the policy are to reflect the good work that many organisations have done to put in place their own arrangements for lift releases.
33. Further communication will also take place with community groups as the policy is implemented. Whilst the Brigade could treat every shut in lift incident as an emergency, this would go against the aims of the original policy change to ensure that there are proper lift maintenance processes in

place from responsible lift owners. The successful impact of the original policy change has been outlined in section 4 of this equality analysis. Revoking the original policy would see incidents rise and would impact negatively on the time available for community safety work which has delivered real benefits in terms of fire safety awareness and the downward trend in the number of fires occurring across London. Community safety work delivers a real benefit to vulnerable people and this includes some people who share protected characteristics.

34. That some respondents would still prefer attendance by the Brigade even where there are effective local lift release arrangements in place, is a difficult one to answer. It is a reflection of the professionalism of the Brigade's services and the reassurance that they provide to people. The Brigade will continue to work with lift owners, ALMOs and boroughs to secure safe and efficient lift operations, and will ask lift owners to reassure the community that these arrangements are fit for purpose and can be relied upon.

### **Section Seven – How will these changes be implemented?**

Consider:

- What monitoring, evaluation or review systems will be put in place to carry out regular checks on the effects of the policy/service proposal?
- How will changes be implemented (i.e. what, who, by when) and still enable delivery of the policy or service proposal objectives?
- How will the monitoring ensure it delivers the impacts identified or that any mitigation initiated is working?

35. The Brigade will continue to monitor attendance at shut in lift incidents as part of its normal performance management arrangements. The number of incidents will be reported to Committee to inform Members as to whether the expected impact (i.e. further reductions in the number of shut in lift incidents attended) is happening. It will also allow trends or anomalies to be identified. Should any data emerge about the impact that the policy change is having on people with protected characteristics, this will also be considered.

36. It is anticipated that the refinement to the policy which recognises when there are local lift release mechanisms in place, will act as an incentive for others to implement similar measures.

37. There are no changes to the original policy proposal following consultation. However, the policy will be reviewed for its impact on a quarterly basis as part of performance monitoring, and further refinements of the policy may be considered as part of future proposals.

# Equality analysis - Targeting people at risk

## Section 1 – Name of Policy and Reference Number (if available)

London Safety Plan 5 – Targeting people at risk

## Section 2 – Purpose of Policy

Consider:

- Is the policy new or part of existing service provision
- Who is responsible for the policy, and who has assessed the proposal for its equality impacts
- Who will implement the proposal – does it fall to one team/department or is it delivered in conjunction with another department or a contractor?
- If a contractor or external supplier is involved, what actions will be put in place to ensure that they comply with the Authority's equality and diversity policies?

1. This equality analysis considers the impact of several pieces of work proposed under 'building relationships - targeting those most at risk' in the London Safety Plan 5 (LSP5) on people who share protected characteristics.
2. The national framework produced under the requirements of the Fire and Rescue Services Act 2004 (FRSA) states that "each fire and rescue authority must produce an integrated risk management plan that identifies and assesses all foreseeable fire and rescue related risks that could affect its community.....". In doing so, each authority must consider how it will identify those risks, and where and upon whom those risks could impact in the community.
3. The 'Building Relationships' section of LSP5 details a range of proposals designed to either improve the safety of the most vulnerable members of our community or to improve access to Brigade services to some of the hardest to reach members of society.
4. In determining the most vulnerable people in the community, the Brigade uses a suite of statistical analysis techniques known as the Incident Risk Analysis Toolkit or 'IRAT' to better understand where incidents occur and who is affected by them. A further layer of information is added through the use of Mosaic lifestyle profile data to see which types of people are at greatest risk from accidental fires in the home. Mosaic is a commercial product that describes households by different lifestyles. We use this information to arrive at priority postcodes so that we can target our preventative work in areas that are overrepresented in terms of their combined fire/casualty risk. This enables the Brigade to use its resources in the areas where they will have most impact. Further information on how the Brigade targets those most at risk can be found in the supporting document "*Targeting those most at risk from fire*".
5. The proposals considered by this equality analysis are as follows:
  - (a) We will give our firefighters a greater understanding of how to recognise, respond to and record instances of hoarding and they are being trained to use a nationally-recognised method of classifying these high-risk properties;
  - (b) We are working with local planning authorities and have asked the Mayor to look at the problem of 'beds in sheds' and other unsuitable buildings being used as sleeping accommodation as part of his revised housing strategy;
  - (c) We will collect and share evidence on the cost-effectiveness of sprinklers in both single

domestic properties and large blocks and 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;

(d) Alarm receiving centres provide remote monitoring service for older, disabled or vulnerable people and we plan to work with them to improve the service for dealing with emergency calls and offer training and information on fire survival guidance for their operators; and

(e) We are working with the London Safeguarding Adults Network and a wide range of other organisations that work with vulnerable or disadvantaged groups to let health and social care professionals know about the advice and guidance we can give to minimise the risk of death or injury from fire.

6. The Brigade has seven equality objectives which support the corporate aim to target those most at risk in society. Two of these objectives directly relate to the initiatives considered as part of this analysis and these are:
  - Continuing to prioritise Home Fire Safety Visits to high risk people and places; and
  - Increasing the number of fire safety audits and inspections carried out.
7. The Head of Operations, Prevention and Response will be responsible for the implementation of proposals (a), (c) and (e). The Head of Fire Safety Regulation will be responsible for the implementation of proposal (b) and the Assistant Commissioner – Mobilising will be responsible for the implementation of proposal (d). Data collection in terms of the impact of these proposals will be conducted by the Business Intelligence team in the Strategy and Performance Department.

### **Section 3 – What is the anticipated impact (negative, positive or neutral) on people who share protected characteristics?**

Consider:

- Assessment across protected characteristics and any potential for differential impacts on any groups
- The identification of impacts via the consultation and what weight they should carry (after consultation)
- Positive, neutral and adverse impacts
- The extent of the anticipated impact and any actions so far identified that could either promote a positive impact or mitigate an adverse one (including policy revisions and/or additional measures that can be taken to ensure the policy can achieve its aims without risking the adverse impacts)
- How might the policy promote good relations? (Helping groups to work together/ remove barriers that isolate people from participating, etc)
- Whether any impact has a legal consequence

8. It is anticipated that the impact of the five main 'targeting' proposals will be positive to the whole community of London, including those people who share protected characteristics, building on a range of community services already provided by the Brigade such as Home Fire Safety Visits and youth intervention schemes.
9. The Brigade targets its fire safety work on lifestyles of individuals rather than groups of people who share protected characteristics. This is because information about incidents collected by the Brigade indicates that the behaviour and lifestyles of individuals remains one of the primary factors in the number of fires that LFB attends. Whilst it is true that certain lifestyles identified as being at higher risk will also contain people who share protected characteristics, belonging to a protected characteristic group in the first place does not place individuals at risk.

10. The five main proposals considered here have also been developed under this approach – the proposals are designed to address lifestyles and individuals at high risk. By extension, this will also positively impact on certain people who share protected characteristics within these lifestyles. These are explored further below.
11. Hoarding presents a number of risks both to the resident who is at greater risk from a fire starting from the stored material, and to neighbours as fires in cluttered premises are likely to spread quickly. The severity of the fire in cluttered premises can also present access difficulties for firefighters. Research from health service providers indicates that hoarders tend to start collecting materials at a young age and more typically will be someone on their own, especially as they get older. Beyond this, it is not possible to assert that people who share protected characteristics will also be hoarders. However, it is not unreasonable to assume that neighbours of hoarders may have some protected characteristics (e.g. race, age, disability etc.). As such, the policy objective to train firefighters to understand and classify these high-risk properties, will focus on getting help to those who display these lifestyle tendencies, but also will have a positive impact on improving the safety of residents nearby, some of whom may share protected characteristics.
12. Evidence is emerging of a growth of 'beds in sheds' and other unsuitable buildings being used as accommodation. Over the last three years there have been more than 230 fires in buildings that appeared to have people living in them when they should not have been, causing four deaths and 45 serious injuries. People who share protected characteristics are likely to be overrepresented in buildings where there is unsuitable sleeping accommodation as their opportunities to live elsewhere will be restricted owing to potential financial, social, age, or language barriers. The growth of 'beds in sheds' and other unsuitable accommodation presents a fire safety hazard to people using buildings in this way, as well as to firefighters attempting to rescue people from these buildings when a fire occurs. The policy objective to work with local authorities and asking the Mayor to address this problem as part of his revised housing strategy should have a positive impact on certain people who share protected characteristics, by securing affordable, fit for purpose accommodation. The impact is likely to be greatest on those who are vulnerable, living in unsuitable accommodation and who are on low incomes.
13. Evidence collected by the Brigade shows that the installation and effective use of sprinklers saves lives. Promoting opportunities for councils and housing providers to fit sprinklers is a cost effective way of protecting the lives of residents most at risk from fire, as well as reducing the damage of fire and saving property. The installation of sprinklers helps mitigate the risk of fire across the community, however, it would also be expected to have a positive impact on people who share protected characteristics, especially those who have mobility issues, as sprinklers provide a greater opportunity to both reduce the severity of the fire and improve the chances of escape.
14. A number of organisations provide a 'telecare' remote monitoring service for older, disabled or vulnerable people. These services are provided primarily for people who share protected characteristics. The analysis of incidents involving telecare monitoring services has shown that there are a wide range of differing procedures and standards and some of these have led to communication delays or even unavailability of the service. The policy objective to work with service providers to improve their service when dealing with emergency calls, as well as providing information on fire survival guidance for their operators will have a significant positive impact for elderly, disabled or vulnerable people using these services.
15. In 2011/12, almost one in three of those dying from fire had been in receipt of some form of care. By working with the London Safeguarding Adults Network and a wide range of other health and social care organisations, the Brigade will increase access to its services to these vulnerable people,

many of whom will share protected characteristics to do with health, mobility or social deprivation. By providing advice and guidance to health care professionals, the Brigade can help minimise the risk of death or injury from fire. This will have a positive impact on people who share protected characteristics as those with health, mobility and social issues will almost exclusively be the recipients of these safeguarding services.

16. The five proposals will complement work such as partnership initiatives, schools visits and Home Fire Safety visits already conducted in the community by the Brigade to improve fire safety awareness and access to Brigade services. By targeting those most at risk, this will naturally include people who share protected characteristics and the outcome of the five main proposals is expected to have a positive impact on elderly people, those with disability, mobility or health issues, and those living in deprivation in particular.



## Section 4 – What is the evidence or other information in support of this?

Consider:

- The source of the data, and whether some information carries more weight than other evidence

17. The Brigade targets those most at risk by using a range of statistical information combined with lifestyle data obtained from Mosaic. The targeting of lifestyles has proven to be an effective in reducing the number of fires that occur.

18. The table below shows a breakdown across the Mosaic groups in terms of accidental fires and casualties in the home.

Group	Description	# of Homes	% of Homes	# of Fires (3y)	% of Fires (3y)	# of Casualties (3y)	% of Casualties (3y)	10.
A	Residents of isolated rural communities	1,170	0%	4	0%	1	0%	
B	Residents of small and mid-sized towns with strong local roots	72,131	2%	215	1%	36	1%	
C	Wealthy people living in the most sought after neighbourhoods	228,145	7%	927	5%	125	4%	
D	Successful professionals living in suburban or semi-rural homes	34,800	1%	82	0%	8	0%	
E	Middle income families living in moderate suburban semis	382,946	12%	1,436	8%	300	9%	
F	Couples with young children in comfortable modern housing	28,094	1%	77	0%	7	0%	
G	Young, well-educated city dwellers	1,020,303	31%	4,554	25%	805	24%	
H	Couples and young singles in small modern starter homes	188,927	6%	946	5%	207	6%	
I	Lower income workers in urban terraces in often diverse areas	458,907	14%	2,636	15%	531	16%	
J	Owner occupiers in older-style housing in ex-industrial areas	36,571	1%	129	1%	28	1%	
K	Residents with sufficient incomes in right-to-buy social housing	60,041	2%	245	1%	47	1%	
L	Active elderly people living in pleasant retirement locations	57,110	2%	239	1%	41	1%	
M	Elderly people reliant on state support	61,520	2%	647	4%	98	3%	
N	Young people renting flats in high density social housing	634,196	19%	5,566	31%	1,130	33%	
O	Families in low-rise social housing with high levels of benefit need	36,688	1%	213	1%	49	1%	
U		-	0%	-	0%	-	0%	
<b>London</b>		<b>3,301,549</b>	<b>100%</b>	<b>17,916</b>	<b>100%</b>	<b>3,413</b>	<b>100%</b>	

19. The two target groups are now Group M and Group N. These groups are characterised as<sup>4</sup>:

■ Group M –contains large numbers of pensioners in their later retirement years, many of whom live on low incomes in social housing or in care homes. This group contains many older pensioners who no longer have the physical and mental ability to maintain the homes and gardens in a manner which was within their capability in earlier retirement years. The majority are people who, on account of their low incomes, lived in a house on a council estate where they could never realistically look forward, on retirement, to more than the basic state pension. These people tend to live in a mix of different types of accommodation. Some live in nursing homes or in sheltered accommodation and benefit from the services of a resident warden, others in accommodation designed for semi-independent older people, such as modest bungalows on a council estate or council accommodation not designed for this Group but nonetheless quite well suited to its needs.

■ Group N – contains people on limited incomes mostly renting small flats from local councils or housing associations. Typically these are young single people or young adults sharing a flat. They may also be single people of older working age or even pensioners. Most live in properties that are not

<sup>4</sup> Multimedia Guide to Mosaic Public Sector – Summary descriptions

suited to the needs of families with children. In some areas of London, this Group contains large numbers of recent immigrants, students and young professionals, elsewhere populations are almost exclusively white. Quite a few of the larger blocks that these people live in have structural defects, and have turned out to be less attractive places to live in than their architects and planners had originally envisaged. As a result, many of them are hard to let. In the smaller blocks, especially in London and in Scotland, there are a number of parents with young children sometimes living in conditions of serious overcrowding. Not necessarily living in housing of their own choice, many residents are disadvantaged by living among neighbours who suffer seriously high levels of unemployment and sickness, and who experience low incomes and high levels of social deprivation

20. Both of these target groups contain people who share protected characteristics. Group M will have elderly people who may also have mobility issues. These people will benefit from the targeted proposals regarding sprinkler promotion, working with telecare providers, and safeguarding adult health care providers. They may also be positively impacted by the Brigade's planned focus on hoarding.
21. Group N will is likely to contain people who share protected characteristics relating to social deprivation. These people will benefit from the targeted proposal regarding overcrowding and securing fit for purpose accommodation. They may also be positively impacted by the Brigade's planned focus on hoarding and working with safeguarding adult health care providers.

## Section 5 – Who did you consult, and what was their response?

Consider:

- Who did you consult?
- Complaints and compliments about the proposal – have these been made by under represented or disadvantaged groups?
- Information suggesting that the proposal could have a differential (negative, neutral or positive) impact on certain groups of people
- Information about measures that could be taken without impacting on the aims of the policy but which mitigate adverse impacts that have been identified

22. LSP5 consultation ran for 15 weeks and was open to all. An online response form provided the main consultation tool with paper copies made available on request.
23. Given the nature and the positive anticipated impacts of the targeting people at risk proposals, there were fewer comments made overall about this section in the consultation responses. Of those that concentrated on protected groups, there were 22 responses suggesting developing better relationships with bodies involved with vulnerable groups/carers of the elderly/ social services.
24. In terms of sprinklers, the majority of respondents (57 per cent – 1,043 responses) agreed with LFB's view that borough councils and other social housing providers should be funding the installation of domestic sprinklers.
25. There was no strong representation from under represented or disadvantaged groups with regard to the targeting people at risk proposals. However, generally there was a strong theme between the perceived relationship between being able to invest in the installation of sprinklers and the need to close fire stations. Some respondents thought that the Brigade would be diverting funds from fire stations in order to pay for the fitting of sprinklers.
26. For those who opposed the sprinkler proposal, objections were based on concerns over the damage that sprinklers may cause to property from accidental operation leading to increased domestic flooding, and to some degree, the competence of those fitting the sprinkler system. A small number also objected to the potential intrusion into their home to fit sprinklers.

## Section Six – What changes have been identified as a result?

Consider:

- Where an adverse impact has been identified, how could the disadvantage be minimised? What other services are in place (either existing service provision or other proposals in the Plan) to mitigate any negative impacts?
- How can or should a policy proposal be amended to address any issues identified?
- Information gained through consultation that might help define a mitigating action
- Are there any concerns arising from the data gathering/consultation/policy development that have not been taken on board and why?

27. In terms of the partnerships suggestions from respondents, the existing proposals at paragraph 5 at (d) and (e) above will mean that the Brigade will develop further relationships with those bodies who work with vulnerable people and we welcome the support for these proposals.
28. Given that the majority of comments were about sprinklers, this section concentrates on that proposal. Although the majority of respondents are generally in favour of the sprinkler proposal, there is clearly some confusion over what the Brigade is proposing. This could affect acceptance of the policy change from certain sections in the community, and as indicated by the consultation responses, from those aged 60 or over.
29. The Plan will reiterate the main aims of the sprinkler proposal. It is not proposed that the Brigade spend money on the installation of domestic and other sprinklers (aside from some small spending on pilot projects). The proposal in the Plan is to lobby for social housing providers and others to consider the installation as part of new housing developments or refurbishment projects, and specifically in respect of identified vulnerable people. As such, the proposal in the Plan will not divert resources that would otherwise be used for maintaining fire stations, fire engine or firefighter posts.
30. The concern of respondents about intrusion into their homes is understood. However, the Brigade considers that the importance of sprinklers in saving lives outweighs these concerns. There were also a few comments about the operation of sprinklers and the concern that they will activate unnecessarily. If a sprinkler head is activated by a fire, then it is only the nearest head(s) that release water and not the entire system. In most cases the water from sprinklers causes less damage than the fire they stopped would have. Sprinklers attack fires quickly and directly so less water is needed. As they also operate the fire alarm, the flow can be quickly turned off when the fire is out. We are lobbying for sprinklers to be fitted in new housing developments or refurbishment projects so there should be no additional disruption.
31. Many of the fire deaths that occur, especially those who are priority people in terms of being at higher risk, could have been prevented by the effective installation and operation of sprinklers. The Brigade will work with councils and housing providers to both lobby for, and secure fit for purpose sprinkler installation in premises where the risk warrants it.

## Section Seven – How will these changes be implemented?

Consider:

- What monitoring, evaluation or review systems will be put in place to carry out regular checks on the effects of the policy/service proposal?
- How will changes be implemented (i.e. what, who, by when) and still enable delivery of the policy or service proposal objectives?
- How will the monitoring ensure it delivers the impacts identified or that any mitigation initiated is working?

32. The impact of the targeting people at risk proposals will be monitored through the Brigade's normal performance management systems, especially in relation to performance regarding the Brigade's targets on prevention, protection and response.

33. There are no changes to the original policy proposals. However, the targeting people at risk proposals will be regularly reviewed for their impact on a quarterly basis as part of performance monitoring, and further refinement of the policies may be considered as part of future proposals.

# Equality analysis – Staff savings

## Section 1 – Name of Policy and Reference Number (if available)

London Safety Plan 5 - Staff Savings

## Section 2 – Purpose of Policy

Consider:

- Is the policy new or part of existing service provision
- Who is responsible for the policy, and who has assessed the proposal for its equality impacts
- Who will implement the proposal – does it fall to one team/department or is it delivered in conjunction with another department or a contractor?
- If a contractor or external supplier is involved, what actions will be put in place to ensure that they comply with the Authority's equality and diversity policies?

1. LSP5 details the strategic aims and objectives of the London Fire Brigade in order to provide the most effective service to Londoners with the most efficient use of resources. As part of this, LSP5 sets out how fire cover will be maintained with reductions in operational personnel. This equality analysis looks only at the possible effect that a reduction in operational staff could have on those staff with protected characteristics. The equality impacts regarding service delivery impacts are considered in the earlier 'operational efficiencies' analysis which is also part of this documents.

## Section 3 – What is the anticipated impact (negative, positive or neutral) on the people who share protected characteristics?

Consider:

- Assessment across protected characteristics and any potential for differential impacts on any groups
- The identification of impacts via the consultation and what weight they should carry (after consultation)
- Positive, neutral and adverse impacts
- The extent of the anticipated impact and any actions so far identified that could either promote a positive impact or mitigate an adverse one (including policy revisions and/or additional measures that can be taken to ensure the policy can achieve its aims without risking the adverse impacts)
- How might the policy promote good relations? (Helping groups to work together/ remove barriers that isolate people from participating, etc)
- Whether any impact has a legal consequence

2. The proposals put forward in LSP5 are based on the assumption that any reduction in operational staffing levels will be found through voluntary redundancy and normal leavers.

3. Most operational staffing roles are generic, and are not contractually assigned to any particular station, location or function. The staffing reductions will not therefore be found necessarily from the stations affected by the proposals, but are dependent on leavers and/or who volunteers from across the organisation and with due regard to the organisation's requirement to maintain skills levels. Therefore no prediction may be confidently made about the impact on staff who share a protected characteristic as in common with all staff the pattern of distribution of staff with protected characteristics is random. There are however some scenarios that may occur that could affect the staff demographic, both positively and negatively.

4. A possible positive outcome may be that longer serving staff and those towards the end of their careers are more likely to volunteer than newer staff. Currently firefighters and junior officers commonly choose to retire at the age of 50 as their length of service and current pension provisions allow for this. Those operational staff aged 45 and over may consider that they are in a position to volunteer. There are 1958 staff who are over 45, of whom the great majority are white (1671) and/or male(1906). A few BME and women operational staff are now beginning to reach retirement age; however, many, although they are in the over 45 age bracket, joined later in their working life and may not therefore see voluntary severance as a practical option. This may consequently indirectly increase the percentage of women and BME staff in the operational workforce.
5. On the other hand, there are proportionately more women and BME staff in firefighter and junior officer roles and this could lead to a high number of staff from these groups volunteering to leave; however length of service could act as mitigation.
6. A reduction in senior officer roles may also lessen the opportunities for progression and redressing current imbalances at senior management roles. However, there are strategies which would be deployed to try and mitigate this risk.
7. 552 operation roles from Watch Manager through to Firefighter will be removed as a result of implementing LSP5. A further 56 roles will be removed (Group Manager and Station Manager) as part of the work on the deployment of operational officers. . Personal data is held with regard to all staff, however numbers of disabled staff, LGBT staff, and other staff who also share protected characteristics would be statistically insignificant within this context and changes affecting these staff would be on an individual basis and will not be attributable to the protected characteristic they share.
8. The following table shows which roles are affected and the overall, race and gender data by role:

<b>Role</b>	<b>Current Total</b>	<b>Proposed Reduction</b>	<b>Reduction %</b>	<b>BME Total</b>	<b>BME %</b>	<b>Women Total</b>	<b>Women %</b>
GM	70	8	8.8	5	7.1	2	2.9
SM	151	48	31.8	12	7.9	7	4.6
WM B	335	24	7.2	26	7.8	13	3.9
WM A	392	16	4.1	37	9.4	14	3.6
CM	728	64	8.8	85	11.7	37	5.1
FF	3846	448	11.6	504	13.1	263	6.8
<b>Total</b>	<b>5522</b>	<b>608</b>	<b>11.0</b>	<b>669</b>	<b>12.1</b>	<b>336</b>	<b>6.1</b>

9. Although staff at the stations affected by the implementation of LSP5 might not take voluntary redundancy, they will be affected by being required to relocate to another station or position. Following public consultation, there have been some changes to the stations affected by LSP5, which is discussed in the covering report.

10. The table below shows the stations affected either: (a) by closure, (b) by a reduction in pumping appliances, (c) by a change in the crewing arrangements for Fire Rescue Units (FRUs) or (d) by the removal of a FRU, and the staff currently employed at these locations:

Station	Total	BME	BME %age	Women	Women %age
Battersea (c)	62	13	20.9	0	0
Belsize (a)	22	3	13.6	1	4.5
Bethnal Green (c)	55	7	12.7	5	9.0
Bexley (c)	54	2	3.7	5	9.2
Bow (a)	43	9	20.9	3	7.0
Chelsea (c)	68	8	11.7	8	11.7
Chingford (b)	42	9	21.4	2	4.8
Clapham (b)	53	7	13.2	4	7.5
Clerkenwell (a)	51	12	23.5	4	7.8
Croydon (c)	81	11	13.5	3	3.7
Downham (a)	30	2	6.7	2	6.7
East Ham (c)	57	7	12.2	3	5.2
Edmonton (c)	81	8	9.8	6	7.4
Euston (c)	54	5	9.2	7	12.9
Hayes (b)	57	8	14.0	2	3.5
Heston (c)	80	4	5.0	1	1.2
Hornchurch (d)	53	2	3.7	1	1.8
Islington (c)	25	5	20.0	4	16.0
Kingsland (a)	45	9	20.0	2	4.4
Knightsbridge (a)	29	6	20.7	5	17.2
Leyton (b)	44	9	20.5	4	9.1
Lewisham (c)	54	6	11.1	0	0
Leytonstone (b)	44	5	11.4	0	0
Millwall (d)	53	6	11.3	6	11.3
Paddington (c)	87	9	10.3	2	2.2
Peckham (b)	48	8	16.7	0	0
Silvertown (a)	23	6	26.1	0	0
Southwark (a)	24	3	12.5	1	4.2
Wembley (c)	79	17	21.5	9	11.3
Westminster (a)	27	4	14.8	0	0
Whitechapel (b)	49	15	30.6	4	8.2
Wimbledon (c)	71	6	8.4	6	8.4
Woolwich (a)	25	1	4.0	1	4.0
<b>Total</b>	<b>1670</b>	<b>232</b>	<b>13.8</b>	<b>101</b>	<b>6.0</b>

11. The data shows that BME staff will be disproportionately affected by the changes, and women in some locations will also be also disproportionately affected.



#### **Section 4 – What is the evidence or other information in support of this?**

Consider:

- The source of the data, and whether some information carries more weight than other evidence

12. The Authority holds data on staff with regard to sex, race, disability, age, sexual orientation and religion. Specific data is not collected on the remaining protected characteristics of gender reassignment, marital/civil partnership status and maternity. The data held is supplied both at recruitment and on employment, and staff are periodically reminded to review and update the information held on them according to the requirements of the Data Protection Act.

#### **Section 5 – Who did you consult, and what was their response?**

Consider:

- Who did you consult?
- Complaints and compliments about the proposal – have these been made by under represented or disadvantaged groups?
- Information suggesting that the proposal could have a differential (negative, neutral or positive) impact on certain groups of people
- Information about measures that could be taken without impacting on the aims of the policy but which mitigate adverse impacts that have been identified

13. LSP5 consultation ran for 15 weeks and was open to all. An online response form provided the main consultation tool with paper copies made available on request.

14. From the total 2221 responses, 324 were from respondents who defined themselves as being a member of staff. The responses tended to be mixed across the range of proposals, however, there was generally more support for operational changes, with the majority of staff in favour of a single response time (55 per cent – 172 responses), and the maintenance of the current first and second response targets of six and eight minutes (55 per cent – 175 responses). However, respondents who defined themselves as being a member of staff did not agree with the protection of the response time standards as the most important priority in assessing how and where to reduce the number of fire stations, fire engines and firefighter posts (69 per cent – 220 responses), and this was based on a general opposition to any reductions in fire stations, fire engines and firefighter posts (69 per cent – 158 responses).

15. As with all the consultation responses, the views of staff have been taken into consideration in the consultation analysis, and will continue to taken into account as the staff changes are implemented.

## Section Six – What changes have been identified as a result?

Consider:

- Where an adverse impact has been identified, how could the disadvantage be minimised? What other services are in place (either existing service provision or other proposals in the Plan) to mitigate any negative impacts?
- How can or should a policy proposal be amended to address any issues identified?
- Information gained through consultation that might help define a mitigating action
- Are there any concerns arising from the data gathering/consultation/policy development that have not been taken on board and why?

16. There will be a period of engagement with the Trade Unions and affected staff in order to establish their preferences in terms of transfer to another location. There is an agreed postings policy that has been impact assessed and wherever possible every effort will be made to accommodate staff preferences. Relocation is not necessarily a negative impact in all instances, and the wishes and needs of the relocated staff will be taken into account as a priority to fill any vacancies created by voluntary redundancies and retirements, taking into account skills matching requirements.

## Section Seven – How will these changes be implemented?

Consider:

- What monitoring, evaluation or review systems will be put in place to carry out regular checks on the effects of the policy/service proposal?
- How will changes be implemented (i.e. what, who, by when) and still enable delivery of the policy or service proposal objectives?
- How will the monitoring ensure it delivers the impacts identified or that any mitigation initiated is working?

17. The impact of staff changes will be monitored and reviewed as the proposals are implemented through the Brigade's normal performance management systems, especially with regard to the Brigade's equality and diversity framework and the impact on our Principles aim and associated targets.

18. Individual meetings with affected staff will also be offered so that any adverse impact can be identified, discussed and possible mitigation measures implemented.

## Sustainable development impact assessment

In delivering the Fifth London Safety Plan (LSP5) sustainable development impact assessments have been completed for five policy areas, these being:

- Management of calls to automated fire alarms
- Working with neighbouring brigades
- Operational efficiencies
- Shut in lift incidents, and
- Targeting people at risk.

Each assessment outlines the purpose of the policy, the potential impact to the six areas of the Brigade's sustainability framework, whether any opportunities to improve or reduce negative impacts have been identified, how these changes will be implemented, and the measures that will be put in place to ensure any contractor or external supplier will comply with the Brigade's environmental and sustainability-related policies. Each analysis has also been updated to take account of further information collated as part of the public consultation on LSP5.

These assessments are compiled in the order listed above.

## Management of calls to Automatic Fire Alarms (AFAs)

<b>Name or Title of Policy/Project and Reference Number (if available):</b>	
London Safety Plan 5 – Management of Calls to Automatic Fire Alarms (AFAs)	
<b>Purpose of Policy/Project:</b>	
<p>An operational attendance at a false alarm due to an AFA is the most frequent attendance made by the Brigade, and most of these are to non-domestic buildings. Since 2005/06 (the year with the highest number of AFAs in non-domestic buildings), the number of attended AFA incidents has reduced by 23 per cent, however all AFAs account for around 35 per cent of all operational attendances.</p> <p>More than 30 per cent of AFA attendances are to locations that we attend ten or more times in a year. There are nine locations where 100 or more AFA attendances were made in 2011/12. Call filtering is already in place and where a fire is unconfirmed, one pump is initially sent to the incident. Unless the caller can confirm that there is not a fire, we attend every call we receive to a fire alarm.</p> <p>Under the Localism Act 2011, fire and rescue services may charge for reports of fire where:</p> <ul style="list-style-type: none"> <li>• The report is of fire at premises that are not domestic premises</li> <li>• The report is false;</li> <li>• The report is made as a direct or indirect result of warning equipment having malfunctioned or been mis-installed, and</li> <li>• There is a persistent problem with false reports of fire at the premises that are made as a direct or indirect result of warning equipment under common control having malfunctioned or been mis-installed</li> </ul> <p>LSP5 proposes to use this power to recover costs where the Brigade is called to persistent AFAs. The proposed approach is that the tenth AFA incident in a rolling 12 month period would trigger a charge to the responsible person for the premises. Once a premises has become chargeable, all subsequent AFAs would generate a charge. If, at a later date, the number of AFAs at a chargeable location reduces to nine or less in the previous twelve months, and the owner has set up suitable fire safety arrangements, then the Brigade may waive that particular charge.</p>	
<b>What are the potentially negative impacts or benefits against the 6 areas of LFB's sustainability framework?</b>	
<b>Equalities and Social Inclusion</b>	See separate Equality Analysis.
<b>Climate Change</b>	The proposed policy change is unlikely to result in a significant change to the Brigade's contribution to/ impact from climate change, although there may be a reduced number of emergency vehicles travelling to incidents, which would reduce carbon emissions from travel.
<b>Environment &amp; Its Resources</b>	The proposed policy change has no specific environmental implications, although there may be a reduced number of emergency vehicles travelling to incidents, which would reduce air pollution from travel.
<b>Community Safety</b>	This volume of current activity impacts on the Brigade's ability to attend other emergencies, on operational readiness training and on the ability to deliver vital community safety work. This policy change therefore has the potential to improve community safety. The introduction of cost recovery may, however, result in unwanted consequences, such as premises owners shutting off alarms to avoid charges, or removing/covering up detectors.

<b>Health, Safety &amp; Wellbeing</b>	There is unlikely to be an impact on health or wellbeing under this policy proposal, unless owners take unsafe and irresponsible measures to counter the impact, as above. All nine organisations with over 100 AFA incidents per year are hospitals, and any increased cost burden on hospitals may result in a decrease of the quality of care they can offer, however building maintenance budgets are likely to be separate from care funds.
<b>Economic Prosperity</b>	SME businesses may be adversely impacted, as they may be more likely to find meeting increased costs of alarm maintenance challenging. Brigade data shows that the second most common category for AFAs are offices and call centres, however there is no data to show the size of the businesses.
<b>What evidence or information has helped to indicate what the potential impacts will be?</b>	
Analysis of historical London fire brigade data - this approach to charging has already been successful where it has been applied to non-emergency shut-in-lift incidents; a regime that was introduced in November 2009. The effect of the shut-in-lift charging policy (alongside similarly scaled prevention interventions) has seen attendances reduce from over 12,000 in 2009/10 to less than 7,500 by the end of 2011/12 - a 40% reduction.	
<b>Did you seek to consult on the policy with any internal or external sources, and if so how have they contributed?</b>	
LSP5 consultation ran for 15 weeks and was open to all. An online response form provided the main consultation tool with paper copies made available on request.  There were very few comments about this proposal overall. In terms of sustainable development, the concern relating to economic prosperity and the perceived impact on SMEs was raised by at least one respondent. However this relates to confusion over when charging would occur. The Brigade would also seek to work with any premises owner where alarm management was proving to be a problem.	
<b>Have any opportunities for improvement or reducing negative impacts been identified?</b>	
<ul style="list-style-type: none"> <li>• The levy of a charge is proposed to be just one part of our wider approach to fire safety management. Cost recovery would be part of a wider approach to tackle mis-management of fire alarms, alongside the provision of advice and guidance, fire safety audits and enforcement action.</li> <li>• The Fire and Rescue Services Act 2004 provides for recovery of costs only. Charging would be applied on that basis and is likely to follow the standard special service charge. This would limit the impact on business, whilst acting as a deterrent for repeat incidents.</li> <li>• There is no intention to levy charges against care homes, and sheltered housing would not be charged as they are categorised as domestic premises.</li> <li>• Focus on reductions in these premises types (care homes and sheltered housing) will be through the provision of guidance and advice, rather than through the introduction of charges.</li> <li>• Where evidence of poor fire safety practices is found, including attempts to avoid charges under the proposed policy, fire safety officers will take appropriate action under the RRO.</li> <li>• Negative impacts may be reduced to some extent by effective communications with fire alarm service providers, in order that they are fully prepared for any change in policy.</li> <li>• The Brigade may promote the Chief Fire Officers' Association (CFOA) national "Policy for the Reduction of False Alarms and Unwanted Fire Signals" to fire alarm service providers.</li> <li>• Whilst hospitals are responsible for the highest repeat AFA events, some hospital sites have made impressive reductions in unwanted calls through careful management. An example of this is St Mary's Hospital (Westminster), which is part of the Imperial College Healthcare Trust, where AFA calls have reduced from more than 100 in 2009/10 and 2010/11 to only two in 2011/12. It is therefore not viewed as unreasonable to expect other hospitals to make similar reductions,</li> </ul>	

supporting them where necessary.

- All emergencies will continue to be treated as such through the filtering process. Where the caller is able to confirm that the alarm is sounding in response to a fire, the full attendance for those premises will continue to be mobilised immediately, rather than the initial attendance that would have been sent in response to a call to a fire alarm.

#### **How will these changes be implemented?**

The Head of Operational Procedures is responsible for the operational procedure to be followed when attending AFAs. The Head of Operations, Prevention and Response is responsible for implementing the attendance procedure through the operational workforce.

The Head of Fire Safety Regulation will be responsible for cost recovery and the administration of charging through the central fire safety regulation team. The charging administrators will use data supplied by the Head of Strategy and Performance to identify which locations should be charged. The source of this data will be the Incident Management System (IMS).

The impact of this policy will be monitored through regular performance reporting to the Corporate Management Board, allowing for any unforeseen adverse impacts to be identified and addressed, should they arise.

#### **If a contractor or external supplier is involved, what actions will be put in place to ensure that they comply with the Authority's environmental and sustainability-related policies?**

This proposed policy change does not involve any new contractor or supplier, as it is a modification to current operational working arrangements.

## Working with neighbouring brigades

<b>Name or Title of Policy/Project and Reference Number (if available):</b>	
London Safety Plan 5 – Working with neighbouring brigades	
<b>Purpose of Policy/Project:</b>	
<p>The Brigade has had long-standing informal mutual assistance arrangements with its neighbouring fire and rescue services (Kent, Surrey, Royal Berkshire, Buckinghamshire, Hertfordshire and Essex). Since the introduction of the 2004 Act, discussions have take place with neighbouring fire and rescue services to enter into more formal agreements. LFB's current policy is not to recover costs for this provision of cross-border services and this is also the case with all our neighbouring FRS's except Hertfordshire, who levy a charge of £292 per appliance, the LGA recommended rate for attendances. In recent years, there has been a shift in the balance of incidents attended between London and neighbouring fire and rescue services, with a general trend being that levels of assistance to London are falling and assistance from London to neighbouring fire and rescue services is increasing. With a total of less than 600 attendances in 2011/12, the level of impact on Brigade operations is not significant (this figure equates to around 0.5 per cent of the total number of attendances), however the introduction of cost recovery for attendance at cross-border incidents is now being proposed.</p>	
<b>What are the potentially negative impacts or benefits against the 6 areas of LFB's sustainability framework?</b>	
<b>Equalities and Social Inclusion</b>	See separate Equality Analysis
<b>Climate Change</b>	If LFB is required to attend additional incidents outside of the current boundary, this may result in increased carbon emissions from travel. This is, however, likely to be minimal as currently attendances outside LFB boundaries currently represent less than 1% of total attendances.
<b>Environment &amp; Its Resources</b>	Although unlikely to arise as a direct result of this policy change, if the demand on LFB to attend incidents outside of the current boundary continues to increase, this may result in increased air pollution from travel. The impacts of such a change are, however, likely to be minimal as attendances outside the LFB border currently represent less than 1% of total attendances.
<b>Community Safety</b>	There are unlikely to be any significant impacts on community safety as a result of this policy change.
<b>Health, Safety &amp; Wellbeing</b>	There are unlikely to be any significant impacts on health, safety and wellbeing as a result of this policy change.
<b>Economic Prosperity</b>	<p>Based on 2011/12 figures, the introduction of a similar rate to other fire and rescue authorities would generate income of around £237,000 p.a. Should neighbouring authorities decide to reciprocate and impose a similar level of charge on the Brigade, the cost would be in the region of £102,000, leaving the Brigade with a net surplus of around £135,000 less administrative costs.</p> <p>Further reductions in fire cover may be proposed by neighbouring fire authorities and there are moves to dynamic mobilising, so it could be prudent to implement charging to minimise impacts on LFB.</p>

<b>What evidence or information has helped to indicate what the potential impacts will be?</b>
Analysis of historical London fire brigade data.
<b>Did you seek to consult on the policy with any internal or external sources, and if so how have they contributed?</b>
LSP5 consultation ran for 15 weeks and was open to all. An online response form provided the main consultation tool with paper copies made available on request. There were few comments about this proposal overall. There were no specific concerns related to sustainable development impacts although the majority of respondents were opposed to the policy (67 per cent – 544 responses). Other themes arising from consultation about this proposal have been dealt with as part of the covering report and the equality analysis.
<b>Have any opportunities for improvement or reducing negative impacts been identified?</b>
<ul style="list-style-type: none"> <li>• Work is on-going to reduce the environmental impact of the fleet.</li> <li>• Dynamic modelling may reduce distances travelled by pumps, and therefore have a positive impact on carbon emissions/fuel use.</li> <li>• Consideration will be given to the scenario where neighbouring FRS are unwilling or unable to pay.</li> <li>• LFB will need to work with neighbouring brigades to set the terms for recovering costs, which will aim to mitigate any unintended negative impacts.</li> </ul>
<b>How will these changes be implemented?</b>
The Head of Strategy and Performance is responsible for the policy. Data collection in terms of incidents attended and the impact of the implementation of the policy will be conducted by the Business Intelligence team in the Strategy and Performance Department. Charging for incidents attended to neighbouring brigades will be raised by the Operational Risk (Pre-Determined Attendance) team in the Strategy and Performance Department. The impact of this policy will be monitored through regular performance reporting to the Corporate Management Board, allowing for any unforeseen adverse impacts to be identified and addressed, should they arise.
<b>If a contractor or external supplier is involved, what actions will be put in place to ensure that they comply with the Authority's environmental and sustainability-related policies?</b>
This proposed policy change does not involve any new contractor or supplier, as it is a modification to current operational working arrangements.



## Operational efficiencies

<b>Name or Title of Policy/Project and Reference Number (if available):</b>											
London Safety Plan 5 – Operational efficiencies											
<b>Purpose of Policy/Project:</b>											
<p>Given the need to identify significant operational efficiencies, the Authority has overseen a review of the number and location of fire stations and fire appliances, including consideration of some special appliances and the arrangements for their crewing. Following consultation, the proposals and therefore the content of this analysis has changed. The proposals affecting 22 stations are set out in LSP5, with the following outcome:</p> <table border="0"> <tr> <td style="padding-right: 20px;">8</td> <td>1 fire engine stations close</td> </tr> <tr> <td>2</td> <td>2 fire engines stations close</td> </tr> <tr> <td>7</td> <td>Stations lose a pumping appliance</td> </tr> <tr> <td>5</td> <td>Stations gain a pumping appliance</td> </tr> <tr> <td>14</td> <td>Appliances fewer (net)</td> </tr> </table>		8	1 fire engine stations close	2	2 fire engines stations close	7	Stations lose a pumping appliance	5	Stations gain a pumping appliance	14	Appliances fewer (net)
8	1 fire engine stations close										
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14	Appliances fewer (net)										
<b>What are the potentially negative impacts or benefits against the 6 areas of LFB's sustainability framework?</b>											
<b>Equalities and Social Inclusion</b>	See separate Equality Analysis										
<b>Climate Change</b>	<p>All of the stations that have been identified for possible closure have had some form of investment in energy efficiency, and/or other green technology, although this is likely to be inevitable given that over 95% of sites now have, at a minimum, energy efficient lighting and lighting controls.</p> <p>The average number of investments made at stations on the proposed list is 5.04. This compares to an average of 5.13 across the estate as a whole. Whilst current figures as to the effectiveness of these technologies are currently unavailable, these are visible symbols that help to promote the public perception of LFB as a 'green' organisation. Downham, Silvertown, and Westmister have been, or are, involved in the BEEP or RE:FIT schemes (high profile, London-wide initiatives supported by the Mayor to reduce the carbon impact of public buildings).</p> <p>Unfortunately, up to date data on actual performance at a station level is currently unavailable and it is therefore not possible to comment on the efficiency profiles of the stations proposed for closure or change.</p> <p>Given the proposed overall reduction in the size of the estate, actual performance data used to inform the Brigade's CO2 emissions target (currently 32% reduction by 2016, based on 1990 baseline) is likely to show a significant fall, however this will need to be presented carefully as it is not the direct result of energy efficiency interventions, or the installation of renewable energy generation technology. In addition, any future estate expansion will likely result in increased emissions, again requiring robust and meaningful reporting over time.</p>										
<b>Environment &amp; Its Resources</b>	All stations are rated for environmental risk, according to site characteristics and activities undertaken. Two stations on the proposed list, Kingsland										

	<p>and Southwark, are identified as high risk, due to foam storage and fuel tanks on site. The remaining eight stations are rated as 'low' risk. Certain high risk activities/functions, such as foam training, will continue to be necessary across the Brigade, therefore the proposed changes will have minimal impact on the overall environmental risk of sites and the Brigade's approach. However as a proportion of the total, the number of high risk sites will increase. There may be extra considerations to take into account when decommissioning sites with high risk features such as foam and fuel stores.</p> <p>Inevitably, any station closures would lead to the generation of waste, both in terms of the hard infrastructure and the consumables and furniture. Some of this waste, including waste electronic items, is likely to be hazardous.</p> <p>Twenty five Green Champions are based at the stations on the proposed list. These staff are instrumental in promoting sustainability amongst colleagues, and ensuring their sites are run as efficiently as possible. The Green Champion role is transferrable where individuals wish to continue. The number of Green Champions per site is not limited.</p>
<b>Community Safety</b>	Modelling work has been carried out to identify the impact on the community in the development of LSP5.
<b>Health, Safety &amp; Wellbeing</b>	<p>It is anticipated that any posts that would be deleted through the implementation of the operational efficiency option would be achieved through natural wastage (i.e. leavers, retirements, etc.). However, based on data from other organisations going through periods of change, this may have a temporary knock-on impact of reduced productivity. This is likely to extend beyond just those staff directly affected, as morale across the organisation as a whole may be affected.</p> <p>Whilst the anticipated performance impact on attendance times has been modelled to be minimal (an average London-wide increase in first fire engine attendance times of 13 seconds, and a London-wide increase in second fire engine attendance times of 10 seconds), public perception of any closures may result in anxiety within the communities that live near any affected station.</p>
<b>Economic Prosperity</b>	<p>Further details of the internal economic impact can be found in the covering report accompanying LSP5.</p> <p>If station closures are approved, there will be impacts on the amount of payments that are due under the CRC Energy Efficiency Scheme (mandatory scheme aimed at improving energy efficiency and cutting emissions in large organisations), with overall levels of payment likely to fall due to lower total energy use.</p> <p>It is not possible to estimate or apportion savings accurately at this point, but in 2011/12 we made a CRC payment of £156k to the Department for Energy and Climate Change (for energy use across the entire estate).</p>
<b>What evidence or information has helped to indicate what the potential impacts will be?</b>	
Analysis of historical London fire brigade data.	

**Did you seek to consult on the policy with any internal or external sources, and if so how have they contributed?**

LSP5 consultation ran for 15 weeks and was open to all. An online response form provided the main consultation tool with paper copies made available on request.

There was a strong objection to any reduction to fire stations, fire engines or firefighters (94 per cent – 2010 responses) across all respondents and the range of concerns are addressed in the covering report to the Plan.

In terms of sustainable development, there were relatively few comments made. However, at some of the public meetings, there was a concern about how the operational efficiencies proposals may affect the Brigade's response to the impacts of climate change such as flooding.

The Brigade, however, remains committed to maintaining its leadership position on sustainable development across the UK FRS sector, and several actions are planned to address the risk and impact of climate change over the period of LSP5. The effects of climate change will be regularly reviewed through our organisational risk management process and research will be undertaken into the impact of climate change on grass fires. We also have a target of 32% reduction in CO<sub>2</sub> emissions by 2016 (based on 1990 baseline) and continue to support the Mayor's aspirational target of a 60% reduction for London by 2025.

Several actions are planned to contribute to this, including the development of a property-specific energy strategy, station-level energy reduction targets, and continuing work to reduce the environmental impact of the fleet, through the European Union funded FIRED-uP project (<http://www.fired-up.eu/>), and evaluation of the case for electric vehicles. All of these actions are designed to improve both environmental and financial efficiency of the Brigade, reducing resource use and exposure to rising fuel costs. We will also continue to evaluate the risk posed to our operations by a changing climate, in order that we may respond appropriately.

Further details, including how these actions are to be implemented, are available in the LFB 2013-16 Sustainable Development Strategy (<http://www.london-fire.gov.uk/Documents/sustainable-development-strategy-2013-16.pdf>).

**Have any opportunities for improvement or reducing negative impacts been identified?**

- To ensure that the reduction in station numbers does not result in misleading performance figures relating to the Brigade's CO<sub>2</sub> reduction target, new ways of presenting data are to be explored within the next Sustainable Development Annual Report. New data presentation will include efficiency reporting alongside total figures, i.e. use of a normalising factor (e.g. area, number of staff) to minimise the influence of station closures/openings, and allow for more meaningful comparison over time.
- There is an on-going drive to enhance the network of station-based Green Champions.
- Local communities affected by the changes have been consulted.
- A planned decommissioning and disposal strategy will be put in place to ensure that any wastes arising from station closures are dealt with legally and as sustainably as possible. The waste hierarchy will be applied, and endeavours will be made to maximise reuse.
- The energy efficiency improvement programme will continue and efforts will focus on the remaining estate to ensure improvement over time – refer to the Sustainable Development Strategy.

**How will these changes be implemented?**

The Deputy Commissioner is the owner of the operational efficiency review and will co-ordinate the implementation of the proposal with the Head of Operations, Prevention and Response through the LSP5 implementation team.

Individual departments have responsibility for delivering the actions of the Sustainable Development

Strategy, which is monitored through the Corporate Management Board.

**If a contractor or external supplier is involved, what actions will be put in place to ensure that they comply with the Authority's environmental and sustainability-related policies?**

This proposed policy change does not involve any new contractor or supplier, as it is a modification to current operational working arrangements.

## Shut in lifts

<b>Name or Title of Policy/Project and Reference Number (if available):</b>	
London Safety Plan 5 – Shut in Lifts Policy	
<b>Purpose of Policy/Project:</b>	
<p>As part of the London Safety Plan (LSP) 2008-11, the Authority approved the introduction of call filtering and charging in order to reduce the number of instances (or duration) of people shut in lift (SIL). The primary aim of the policy was not to generate income but, by reducing the instances (or duration) of SIL incidents, to encourage lift owners and controllers to introduce effective lift maintenance and release arrangements.</p> <p>The existing policy has worked well, as the number of shut in lift calls attended has been reduced significantly over the last three years, following the policy change.</p> <p>It is now proposed that the following further measures to reduce SIL calls are included in LSP5:</p> <ul style="list-style-type: none"> <li>• Improve call filtering at Brigade Control to further filter calls which are not emergencies or to premises which have their own lift release arrangements;</li> <li>• For premises in boroughs with dedicated systems, the crew should telephone the lift owner's engineers to check if and when they are attending; and</li> <li>• Only recover costs when crews actually release someone from the lift (rather than charging for just attending the premises and effecting entry into a lift car to check that there is no one inside it).</li> </ul>	
<b>What are the potentially negative impacts or benefits against the 6 areas of LFB's sustainability framework?</b>	
<b>Equalities and Social Inclusion</b>	See separate Equality Analysis
<b>Climate Change</b>	The proposed policy change is unlikely to result in a significant change to the Brigade's contribution to/ impact from climate change, although there may be a reduced number of emergency vehicles travelling to incidents, which would reduce carbon emissions from travel.
<b>Environment &amp; Its Resources</b>	The proposed policy change has no specific environmental implications, although there may be a reduced number of emergency vehicles travelling to incidents, which would reduce air pollution from travel .
<b>Community Safety</b>	The policy is being introduced in part to encourage lift owners and controllers to put effective maintenance and release arrangements in place. There may be an indirect negative impact if lift owners attempt to release persons shut in lifts in an unsafe manner, if suitable arrangements have not been made and they are wary of being charged if they call the Brigade.
<b>Health, Safety &amp; Wellbeing</b>	There may be a negative impact on the wellbeing of persons shut in lifts through the implementation of this policy, as it could lead to longer waiting times.

<b>Economic Prosperity</b>	The vast majority of charges are currently levied to borough councils, Arms Length Management Organisations (ALMOs) and housing associations. The policy change is therefore not expected to have an adverse impact on local businesses. Whilst the primary purpose of the policy change is not to generate income, it is likely that additional funds will be generated through this policy change.
<b>What evidence or information has helped to indicate what the potential impacts will be?</b>	
Analysis of historical London fire brigade data.	
<b>Did you seek to consult on the policy with any internal or external sources, and if so how have they contributed?</b>	
LSP5 consultation ran for 15 weeks and was open to all. An online response form provided the main consultation tool with paper copies made available on request.  The main comments regarding the refinement to the shut in lifts policy related to confusion about Brigade attendance to these incidents (a few respondents thought that the Brigade would not attend at all). These comments have been addressed in the covering report and the equality analysis for the proposal. There were no specific comments relating to sustainable development.	
<b>Have any opportunities for improvement or reducing negative impacts been identified?</b>	
<ul style="list-style-type: none"> <li>• Negative impacts may be reduced to some extent by effective communications with lift owners, in order that they are fully prepared for the change in policy.</li> <li>• In February this year the Brigade wrote to boroughs/ALMOs to encourage those who had not already done so to establish their own shut in lift arrangements to avoid reliance on the Brigade to perform this function. Follow up work will be undertaken with lift owners where there are persistent SIL call outs.</li> <li>• All emergencies will continue to be treated as such through the filtering process. Additionally, if contact can not be made with the trapped person(s) it will be treated as an emergency.</li> </ul>	
<b>How will these changes be implemented?</b>	
The Head of Operations, Prevention and Response is responsible for the policy, and will be responsible for the implementation of the policy through the staff at Brigade Control and at fire stations. Data collection in terms of incidents attended and the impact of the implementation of the policy will be conducted by the Business Intelligence team in the Strategy and Performance Department.	
<b>If a contractor or external supplier is involved, what actions will be put in place to ensure that they comply with the Authority's environmental and sustainability-related policies?</b>	
This proposed policy change does not involve any new contractor or supplier, as it is a modification to current operational working arrangements.	

## Targeting people at risk

<b>Name or Title of Policy/Project and Reference Number (if available):</b>	
London Safety Plan 5 – Targeting people at risk	
<b>Purpose of Policy/Project:</b>	
<p>In order to use resources most efficiently, LSP5 is designed to target those most at risk. A number of proposals are made:</p> <ol style="list-style-type: none"> <li>Promoting a greater understanding of hoarding.</li> <li>Addressing the problem of 'beds in sheds' and other unsuitable buildings being used as sleeping accommodation.</li> <li>Promoting sprinklers as a cost-effective way of saving property and protecting the lives of residents most at risk from fire.</li> <li>Working with social alarm receiving centres to help improve the service they can offer in an emergency.</li> <li>Working with a wide range of organisations involved with vulnerable or disadvantaged groups to provide advice and guidance on minimising the risk of death or injury from fire.</li> </ol>	
<b>What are the potentially negative impacts or benefits against the 6 areas of LFB's sustainability framework?</b>	
<b>Equalities and Social Inclusion</b>	This is the area where any potential challenges/opportunities are likely to arise - see separate Equality Analysis.
<b>Climate Change</b>	These policy proposals do not represent a significant change in our climate change impact.
<b>Environment &amp; Its Resources</b>	These policy proposals do not represent a significant change in our environmental impact.
<b>Community Safety</b>	Targeting those most at risk is an approach proposed specifically to help improve community safety.
<b>Health, Safety &amp; Wellbeing</b>	Targeting those most at risk may have a positive impact on the wellbeing of vulnerable or disadvantaged members of society .
<b>Economic Prosperity</b>	These policy proposals do not represent a significant change in our economic impact, although they are designed to bring about fewer fires which will indirectly have a positive impact on Brigade resources and the local economy.
<b>What evidence or information has helped to indicate what the potential impacts will be?</b>	
Review of Sustainable Development Framework	
<b>Did you seek to consult on the policy with any internal or external sources, and if so how have they contributed?</b>	
<p>LSP5 consultation ran for 15 weeks and was open to all. An online response form provided the main consultation tool with paper copies made available on request.</p> <p>Given the anticipated positive impacts of these proposals, there were fewer comments from respondents on these matters overall. The proposals about sprinklers attracted the most attention and these have been dealt with in the equality analysis. There were no specific comments relating to sustainable development.</p>	

<b>Have any opportunities for improvement or reducing negative impacts been identified?</b>
<ul style="list-style-type: none"> <li>• See Equality Analysis.</li> <li>• Specific consultation activity with the 'at risk' groups identified, and relevant key stakeholders, to establish the most effective way of implementing these proposals.</li> </ul>
<b>How will these changes be implemented?</b>
<p>The Head of Operations, Prevention and Response will be responsible for the implementation of proposals (a), (c) and (e).</p> <p>The Head of Fire Safety Regulation will be responsible for the implementation of proposal (b).</p> <p>The Assistant Commissioner – Mobilising will be responsible for the implementation of proposal (d).</p> <p>Data collection in terms of the impact of these proposals will be conducted by the Business Intelligence team in the Strategy and Performance Department.</p>
<b>If a contractor or external supplier is involved, what actions will be put in place to ensure that they comply with the Authority's environmental and sustainability-related policies?</b>
This proposed policy change does not involve any new contractor or supplier.