The London Safety Plan

2005/2008

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LFEPA

LONDON FIRE & EMERGENCY PLANNING AUTHORITY

The London Safety Plan

The London Safety Plan 2005/08 comprises an executive summary (an action plan for 2005/06), borough profiles and five appendices, which provide more detail. These appendices are:

Appendix 1 – London and its fire and rescue service
Appendix 2 – The changes in detail
Appendix 3 – Modernisation of the fire and rescue service
Appendix 4 – What we know about risk
Appendix 5 – Our effectiveness

All of the London Safety Plan 2005/08 is available:

- on our website at **www.london-fire.gov.uk/saferlondon**
- on request by writing to: **LFEPA, LSP 2005/2008, FREEPOST SE 1956, LONDON, SE1 7BR**
- by telephoning us on **020 7587 6390**
- by emailing **saferlondon@london-fire.gov.uk**
- using our textphone service on **020 7587 4375**

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Foreword

Val Shawcross
Chair of the Authority

Ken Knight
Commissioner for Fire and Emergency Planning

Firefighting and fire prevention is changing in London. The improvements to London's fire and rescue service detailed in this plan concentrate our actions where it makes the most difference to save lives and prevent fires happening. Building on the successes of 2004, we have a clear plan to improve the level of fire cover for London as a whole. Our staff are always making a continual commitment to public safety in the capital.We are:

- carrying out more work with older and vulnerable people to make them safer at home and in their communities.
- engaging in more activity with young people to steer them away from antisocial behaviour
- further building up our equipment and training to be prepared in case of a major terrorist attack in London
- changing the Brigade's culture to a welcoming place to work – for all of London's diverse communities
- planning to try out new services in pilot schemes, for example, help for cardiac arrest victims.

This plan is an historic document and the changes are the first stages in one of the most significant transformations of London's fire and rescue service since World War II. The risks faced by the people who live and work in London have changed dramatically since then and the plan allows us to use the resources we have better, targeting those most at risk and improving the level of fire cover.

London already has one of the most efficient fire and rescue services in the world but the plan allows us to be more flexible and effective in saving lives and preventing fires in the first place. Backed by new legislation, a new national framework and the removal of prescriptive national standards of fire cover, we are able to become even more efficient and enhance our community-based fire prevention activities.

Our commitment to making sure that London Fire Brigade continues to provide an effective and safe response to emergencies 24 hours a day, 365 day a year is unchanged. We know where fires and other emergencies are most likely to occur and who is most vulnerable to them. Moving fire engines to those stations where they can make the most difference would mean that, on average, people in the capital would get a second fire engine faster than before.

At the same time, preventative work is vitally important and we are trying harder to stop fires happening in the first place and reducing the risk they pose to people if they do.

Introduction

This safety plan aims to improve the impact we can have in making London safer. Our plan will create a modern fire and rescue service which works hard to stop emergencies happening in the first place and we will always respond quickly and effectively when we are called to a fire or other emergency. We believe that prevention is better than cure. Reducing the number of fires breaking out reduces the hurt, distress, property damage and economic loss which they cause.

This plan explains the improvements we intend to implement to make London a safer city. It builds on the approach taken in our first plan as we have learnt a lot. (Our first plan, approved in January 2004, is available on our website – www.london-fire.gov.uk). The government wants all fire authorities to produce integrated risk management plans. You can find brief details about these plans in appendix 3 – *Modernisation of the fire and rescue service* which is available on our website www.london-fire.gov.uk/saferlondon. More detail is available from the Office of Deputy Prime Minister's website (www.odpm.gov.uk); take the link to Fire and then to Fire and Rescue Services.

A better idea of risk in London

We have mapped the patterns of fires and other incidents across the capital to give us a better picture of the people and places most at risk. We have used this information to develop this plan which shows how we will tackle these risks to improve our services. You can find out more about how we mapped risk in London in appendix 4 – *What we know about risk*.

This safety plan outlines what we will do in 2005/08 and an action plan for 2005/06; it gives our targets for 2005/10 and it outlines some possible future developments.

More flexibility in planning for risk

Many of the proposed changes are a result of the government's approach to modernising the fire and rescue services in the UK, based on the Fire and Rescue Services Act which came into force in October 2004 and the new National Framework, which was published in July 2004, and updated in December 2004. These give us specific additional responsibilities for responding to road traffic accidents and to other emergencies, including major emergencies or terrorism. They also allow us to be more flexible in how we plan and respond to risks, and place the emphasis on finding the best possible local solutions to identifying risk, planning to reduce it and implementing a strategy and tactics to achieve the reduction. In preparing this plan, we have taken account of the range of national developments concerning the modernisation of the fire and rescue service. These are described in appendix 3 – *Modernisation of the fire and rescue service*.

We also need to provide a service that is affordable and does not place excessive burden on London's council taxpayers.

Safety is a top priority

The safety of our staff is a top priority and we believe that the improvements in our training and equipment will help us to achieve this.

More information about what we do

This plan is produced by the London Fire and Emergency Planning Authority, which exists to make London a safer city by minimising the risks, and the social and economic costs of fires and other hazards. You can find more information about the Authority in appendix 1 – *London and its fire and rescue service*.

Our key objectives

This plan has been designed to:

Prevent: loss of life, injury, economic loss, property or heritage loss, environmental damage from fire and other emergencies.

Be effective: in ensuring a fast, effective and safe emergency response to calls for help. We should also be able to handle major and prolonged incidents (including possible acts of terrorism).

Encourage partnership: with a wide range of agencies and stakeholders.

Be flexible: so that the ability to respond to changing patterns of risk is built in.

Be efficient: and achieve the best value in all our activities. We will re-invest and use under-used resources more efficiently to improve community safety and reduce risk.

Be fair: by reflecting the diversity of London's communities, and by distributing resources according to need.

Make sure our staff are safe: by maintaining safe systems of work.

Summary of our plans

Our plan sets out a phased approach to delivering improvements over the next three years.

- We will use our improved understanding of risk and of our role to give a better standard of service for more Londoners. More people in London will get a second fire engine to their home or workplace faster than before. We will move 10 of our fire engines to other stations in the capital where they can make the most difference.
- New ways of managing the service will be introduced to free up more firefighter time to work with local communities and households to make them safer.
- Manchester Square Fire Station will be closed because nearby stations can respond quickly to calls in the area.
- We will continue to make sure that our firefighters have the training and equipment they need to respond to acts of terrorism or other major disasters. There has been a significant investment in new equipment and staff over the last two years and the range of rescue services we are able to deliver has been expanded.
- Over the past few years we have increased the number of firefighters in London. We have also invested more money in new and better fire engines, and equipment. Because we have also improved the way we work, and because we now lose fewer days to sickness, we will reduce the number of firefighters at some stations without reducing the number of fire engines there. We are responding to calls just as well as we have always done including terrorist incidents but we will now do this more efficiently.
- We will work with the London Ambulance Service (LAS) to get speedy help to cardiac arrest victims in our pilot scheme in Tower Hamlets. When people in Tower Hamlets ring 999, both a fire engine and an ambulance may be sent if someone is having a cardiac arrest.
- We will continue to rescue people from road traffic accidents, fulfilling our new statutory duty.
- We will continue with various activities that are designed to reduce the numbers of calls we receive (for example, false alarms – automatic fire alarms and hoax 999 calls, calls to lift breakdowns).
- Our home fire safety check programme will continue and in 2005/06 we plan to make 25,000 visits to people's homes. Partnerships with other agencies will be developed so they can also offer fire safety advice for those most at risk. The problems of antisocial behaviour and arson will also be a priority.
- Schools will remain a focus of our prevention work so that children learn at an early age what they can do to make themselves and their families safer.
- We will expand our work with young people outside of school settings. This work will help them understand what happens if cars or property are set on fire. This provides an outlet for their curiosity, in a safe environment, and helps to develop a sense of responsibility.
- We will continue our work with partners, including the police and other agencies to reduce the number of deliberate fires that happen in London.
- Our risk-based inspection programme for 300,000 places of work and entertainment will be developed and extended as a further 300,000 premises are added as a result of the proposed Fire Safety (Regulatory Reform) Order. These inspections will focus on identifying the highest risk premises and making them safer.

Our successes

We have done a lot in 2004. We:

- Made 'good progress' in modernising, according to the Audit Commission (they also said no other fire and rescue authority has made better progress than us in delivering modernisation of the service).
- Increased our investment in community safety.
- Ran innovative projects with our partners to reduce arson.
- Began an ambitious programme of home visits to advise older and vulnerable people about how they could make themselves safer from the risk of fire.
- Continued to add previously unknown high risk commercial properties to our inspection programme of commercial properties which were not known to us before.
- Successfully opened our new 999 control centre in the Docklands in April 2004. This is where we answer calls for assistance and decide which fire engines (and other vehicles) are sent to incidents.
- Made substantial investment (with the support of government and the mayor of London and London Assembly) in improving our ability to respond to catastrophic acts of terrorism and other disasters.
- Made good progress in developing a diverse workforce, including recruiting a record number of women and black and minority ethnic firefighters.

Our targets for the next five years

We have reviewed the progress we have made in meeting our main targets for the five years from April 2000 to March 2005. You can find information about progress in appendix 5 – *Our effectiveness*.

We will set new main targets which will run to March 2010.

We aim to:

- Reduce accidental fires in people's homes by five per cent.
- Reduce the number of accidental fire-related deaths in the home by 20 per cent.
- Reduce deliberate fires by 10 per cent.
- Reduce hoax calls (malicious false alarms) by five per cent.
- Maintain the current time it will take on average for the first fire engine to arrive at an incident (while reviewing how we might improve on that).
- Improve the time that it takes a second fire engine to attend incidents across London. (This means that over 1,000 more of these incidents will now get a second fire engine within eight minutes).

To support these main targets, we have a comprehensive set of individual performance targets. These are shown in appendix 5 – *Our effectiveness*. Progress against each will be monitored regularly and published every year.

Our plans for 2005/06

Our plans for 2005/06 reflect the need to target our prevention efforts where they are likely to have the greatest impact in reducing and mitigating risk. We have focused on these areas:

- Improving community safety.
- Answering 999 calls.
- Developing our people and organisation.

You can find more information about our plans for 2005/06 in appendix 2 – *The changes in detail*.

Improving community safety

Many of our plans are aimed at improving community safety through education, protection and partnership working.

Working for safer homes

Fires in the home are the main cause of fire deaths. People with reduced mobility, who are over 60 and who smoke are most likely to die in fires. We also know there is a link between the number of fires and factors such as living in rented accommodation. This information has helped us decide where we should target our prevention work.

Our targets for reducing accidental fires in the home and the resulting deaths and injuries are challenging, as the number of households in London is increasing by around 22,400 a year. Next year we will:

- Carry out a further 25,000 home safety checks. We will target people who we believe to be most at risk. We will also develop partnerships with other agencies who visit people in the home (such as Help the Aged, Age Concern and other voluntary agencies) so they can also check fire safety and help people to understand how they can help reduce the risk of fires breaking out in their homes and how they and their family can escape safely if they have a fire.

- We will offer to install a smoke alarm or provide information about smoke alarms when we visit a home and find that no smoke alarm is fitted. For those people most at risk, we will consider installing a smoke alarm free of charge.

- Offer home safety visits to people who have had a fire and to their neighbours. People who have had a fire in the home are more likely than average to have a second one within 12 months.

- Use a grant we were awarded from the government (£760,000 over the two years 2004/06) to support projects that cut deaths from accidental home fires. A team of five community safety officers will work with partners who have contact with those most at risk from fire. We will train them to carry out home fire safety checks and/or refer people to us.

- Provide a separate team of home fire safety specialists who can carry out home safety visits where this is not possible from the local fire station or other agencies in the neighbourhood.

- Through our call centre make it easier for people to contact us to ask for a home safety visit and to follow up these calls quickly.

- Continue our schools education programme (linked to the national curriculum) aimed at primary school children with the aim of reaching an audience of 110,000 pupils during 2005/06. This programme includes fire prevention, how to spot a fire or hazard and advice on how to escape a fire safely, as well as lessons about what happens when hoax calls are made.

- Continue our efforts to persuade developers and the government to install smoke alarms, that don't depend on batteries, in all homes and to include domestic sprinkler systems in building regulation requirements for new or refurbished buildings where the risks justify this.

- Work with local councils and housing associations and registered social landlords, to encourage the installation of smoke alarms in all social housing.

- Continue to develop local partnerships with agencies in the public, private and voluntary sector to promote fire safety messages, especially to high-risk groups.

- Carry out joint inspections of houses in multiple occupation following requests from local authorities and work with them to identify unknown buildings with accommodation in multiple occupation.

- Continue our work with under 18 year olds who have shown a fascination with fire and have a history of starting fires. We will act on any new referrals as quickly as possible, aiming to make initial contact from the local fire station within 24 hours.

- Use our corporate property project to help us with turning our fire stations into fire and community safety centres, designed to be more accessible and welcoming to the public.

- Develop a medium- to long-term strategy for building new or redeveloping existing fire stations, or providing alternative bases from which to mobilise appliances. This strategy will also take into account the aim of improving the overall quality and cost effectiveness of the Authority's property holdings.

Reducing non-accidental fires

Non-accidental fires outside of the home account for a much smaller number of deaths than fires in the home, and result mostly from crime. However, the number of fires of this type is a problem with some 1,400 major fires and 25,000 smaller fires each year. This is a drain on our resources and also has a negative impact in local neighbourhoods, encouraging other antisocial behaviour. We work to prevent such crimes as part of crime and disorder reduction partnerships. In 2005/06, we will:

- Progress the work of our arson reduction team in the London boroughs and build on our work where firefighters come into close contact with young people, such as local intervention fire education (LIFE), and Prince's Trust.

- Maintain the good working arrangements we have with the boroughs, police and ambulance services at a local level; arrangements which have improved since we moved to a borough-based structure a couple of years ago.

Reducing the impact of fires

We welcome the introduction of new laws, such as the Fire Safety (Regulatory Reform) Order, that will simplify and rationalise fire safety legislation. This change will nearly double the number of buildings covered by such regulation to some 600,000. When it comes into operation we will:

- Start an inspection programme to assess the risks of each property. We will start with those we think are the most dangerous. The process will involve less paperwork than issuing fire certificates, freeing up our staff to promote and advise on fire safety instead.

- Offer employers and other property owners and occupiers clear guidance and advice to help them comply with the law. We will take enforcement action where we feel that they are not doing enough to protect people.

- Implement a new computer system to handle the information about the risks presented by buildings. This will help us manage the inspection programme and have the greatest impact on risk. This system will be linked with other authorities and will support our work to meet government targets to make all our services available electronically by December 2005.

Other improvement measures

We will also:

- Continue to work with fire safety organisations and groups to find out about the best fire safety equipment and ways of making buildings safer.

- Continue to ask the government for improvements in standards to make sure the best safety equipment is available including providing fire sprinkler systems where they are needed.

- Continue to work with building control authorities and major developers to ensure effective fire safety design in new and complex building projects in London.

- Continue to lobby government and industry to replace the use of acetylene (cylinders) with a safer alternative, or to improve controls over the use of acetylene through the introduction of more stringent safety legislation.

- Consider in detail whether to implement, in London, the national policy covering fire detection and alarm systems in buildings that are monitored by remote alarm receiving centres, who pass these calls to the appropriate fire and rescue mobilising control centre.

- Promote and support a system of third-party accreditation proposed by the Chief Fire Officers' Association (CFOA), which would help to reassure people about the quality of fire safety systems. We believe that there would be clear benefits in developing third party accreditation for fire safety systems including automatic fire alarms, fire safety equipment; and fire safety consultancy services. We have worked with CFOA to promote these schemes. We cannot require people to use such third-party accreditation, however, we do believe the end user is likely to get better protection and better value from using accredited companies.

- Continue to improve the aftercare for those affected by incidents.

- Continue to attend road accidents and start to explore preventative work in line with our new statutory duty.

Dealing with major emergencies and catastrophic acts of terrorism

The Authority performs a key role in protecting Londoners from the consequences of terrorist attacks or other catastrophic incidents. We have worked closely with the government, and other partners to improve our ability to respond to and deal with such incidents.

As a result of this work we are introducing new vehicles and equipment, including improved protective clothing for our staff. A continuing programme of staff training will make sure our staff are competent to use this equipment and to operate safely if a major disaster happens. Joint exercises with our emergency service, government and other partners in London will be held to test our capabilities.

We have worked with partner emergency services to identify the most likely areas that an attack might take place. We have put our specialist vehicles into stations that are outside of these areas, but in a position to be able to respond quickly to them. In this way we think we can reduce the chance of our important response vehicles and equipment being affected by any attack, thereby making them unusable.

In 2004, a multi-agency initial assessment team was set up, with the police and ambulance services, on a trial basis, to provide a rapid initial assessment at catastrophic incidents. This assessment by trained personnel from across the emergency services will help to minimise the risks to the public and emergency service staff from such incidents. The benefits from this initiative will be reviewed after six and 12 months.

Working with London boroughs

The Authority has a range of emergency planning statutory responsibilities. These have recently been widened with the passage of the new Civil Contingencies Act, part of which is expected to come into force on 1 April 2005 (with the remainder in October 2005).

London boroughs have the main responsibility for emergency planning in their areas, so we work closely with them, and other agencies, to secure the safety of London's people, business and the environment. We help the boroughs to prepare emergency plans, to train their staff and to exercise the plans to make sure they are robust.

The London boroughs have agreed to work together to make sure that, if there is a catastrophic incident in London, they are able to work in different ways that respond to the special demands of the situation. These arrangements are known collectively as Local Authority Gold. We provide support, funded initially by the government, to coordinate and ensure the smooth operation of this function.

We also work with businesses, partners and other emergency services to prepare emergency plans for areas of major risk covered by the Control of Major Accident Hazard Regulations and the Radiation (Emergency Preparedness and Public Information) Regulations 2001.

The new Civil Contingencies Act gives us responsibilities for:

- Assessing the risks of an emergency happening.

- Maintaining plans to enable us to continue to carry out our functions in the event of a disaster.

- Planning to prevent emergencies happening in the first place, and to minimise its effects if a disaster does happen.

The Authority is working within London Resilience, a strategic partnership making sure London is prepared for major incidents or disasters. It embraces all the key organisations and bodies in the capital in both the public and private sectors.

Answering 999 calls

One of our core responsibilities is to make sure that we can respond to calls for help from the public. We aim to answer calls as quickly as possible, and to send the fire engines and firefighters that we think will be needed to deal with the emergency concerned.

Answering calls

In our first safety plan (2004/05) we decided to introduce some changes to improve the way we handle calls.

Now our new control centre is fully operational, we intend to introduce most of these by the end of March 2005, and will have all of them in place by May 2005:

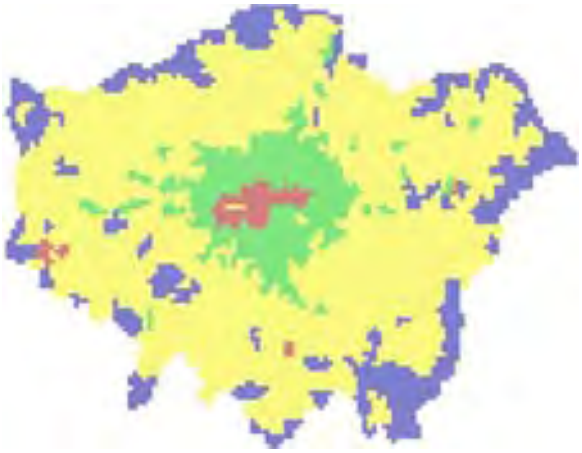
- We will question callers if we suspect a call may be a hoax call.
- When someone calls us to let us know that we are no longer needed after we have sent fire engines, we will send only one fire engine and recall any other fire engines.
- Sometimes after we have mobilised fire engines and crews, we receive further information about why an automatic fire alarm may have sounded, and that Brigade assistance is no longer needed. Our control staff will use their judgement to decide whether any attendance is still needed.
- When we are contacted by the police to say that our assistance is no longer needed after a road traffic accident, we will still send a fire engine to check the situation but will recall any others.
- When we are called from a phone box outside a building, and the caller rings off before giving any details about why they called, we will no longer send a fire engine unless a further call is received or our control officers have any reason to believe that the call may have been genuine.
- Once discussions with Transco have been completed, we will refer directly to Transco calls about domestic gas leaks or carbon monoxide detectors which are sounding and will no longer send a fire and rescue service response.
- Sometimes we are called out (particularly during high winds) to help where structures have become dangerous. We will continue to discuss with the local authorities and the police the best way to deal with these calls. We will continue to respond to collapsed buildings or other structures where search and rescue is needed.

We will keep the impact of these changes under review after they have been introduced. We do not propose to make any further changes to how we deal with calls for assistance in 2005/06.

Understanding risk

We believe one of the most important things for us to do is to identify more accurately where people are most at risk and use this information as a basis to plan our work, so as to make them safer. Over the last year we have developed new ways of looking at the risks that people in London face.

Map 1 shows how the old government recommended risk categories applied in London. Areas of highest risk ('A') are shown in red on this map, with 'B' risk shown in green, 'C' risk shown in yellow and the lowest risk areas ('D') in blue. Because of this categorisation, our fire engines are currently concentrated in the red and green areas, on the map.



Map 1: LFEPA mobilising risk (1998)

As we have said above, there are a number of ways that we can prevent fires and other incidents occurring and protect people from them if they do occur.

We need to find out where we should focus our efforts to do this in the most effective way. To do this, we have studied our information carefully to tell us where we have responded to incidents over the last four years (2000/04). We have combined this with looking at the sort of factors that lead us to believe that people are more at risk.

We can't put on a map where all these factors come together (like exactly where people smoke or drink). However, we can use the information that we have about housing and poverty to predict where people might be more at risk.

We used this work to create new 'risk maps' for the whole of London which help us to decide where we should target our prevention and protection work and to review how we distribute our fire engines between our fire stations.

As an example, map 2 identifies where people have had accidental fires in their homes over the last four years (one of the major causes of fire deaths). The red areas have a higher number of such fires and the yellower areas lower numbers.

Map 2: Accidental dwellings fires in London (April 1999 to March 2004)

If you look at the pattern on map 1 and then you look at map 2, you can see that they are quite different. The 'fires in the home' map (map 2) shows these types of fires to be much more spread out than the areas where we have the highest number of fire engines, as shown on the other map.

As well as fires in homes, we have looked at a wide range of other risks, including road accidents, flooding, and chemical spillages, mapping them in a similar way. You can find all of these maps in appendix 4 – *What we know about risk*.

Alongside our work on current risks, as always we are alert to potential future changes. To help us, we are also working with the Greater London Authority and the London boroughs, as they develop London's spatial development plan (called the London Plan). This includes planning for big new projects such as the Thames Gateway, the development of Heathrow or the construction of the new east London river crossing. As these new projects take shape we will look at how they are likely to affect the risks we need to provide for.

Improving emergency cover

We have worked together with specialist consultants to develop better understanding of the patterns of demand for our emergency response than we had before. Together we have built a model which reflects our historical patterns of incidents, the locations of fire engines, changing traffic speeds in different places and at different times of day and how quickly fire engines arrive at incidents. It also enables us to look at how changes in the way we might provide our emergency cover would affect attendance times.

Until recently, that knowledge would not have been of much use to us because of the constraints of recommended standards of fire cover (now removed). Under the old rules the standards for how quickly fire engines should get to fires concentrated on dangers to property, rather than people. The highest risk category was 'A' (which included major commercial centres such as the City and West End of London, but which covered only two per cent of the total area of Greater London), moving down to category 'D', mostly residential areas.

Recommended standards were then set nationally for the number of fire engines which should be sent to reported fires, and how quickly they should get there. These standards meant that the 'A' and 'B' risk areas got the best response, with more fire engines attending more quickly than in, say, the outer suburbs. And while we sent two fire engines to every reported fire in a building, in those parts of London which used to be classed as 'A' risk we were required to send a third fire engine as part of the initial response.

These standards were criticised, for many years, for their failure to take into account explicitly the risk of death or injury from fire or the very different risks which may be present in properties in the same location; even the same street. The standards also ignored any protection or prevention measures.

In addition, the way in which performance against the old national standards was measured did not provide

a full picture of the services we provided. They did not cover road traffic accidents or other emergencies for example. So when we reported that we met those standards in 'A' risk parts of London on 77.5 per cent of occasions, that really only referred to much less than half of the calls we were responding to. Our new standards will provide a much more reliable indicator of how we are performing as it will include all calls we respond to.

Setting our new standards for London

As part of modernising the service, the government has now withdrawn the old recommended national standards, which gives us the flexibility to propose a new set of standards which we think are right for London.

We have used our improved understanding of risk and our new ability to examine what happens if we make changes. We intend to:

- Maintain our current performance for how long it will take for the first fire engine to arrive at an incident. This equates to getting the first fire engine there within approximately five minutes on 65 per cent of occasions and within approximately eight minutes on 90 per cent of occasions. But we will also review whether we should seek to move to a more even attendance standard for the first fire engine.

- Continue to send at least two fire engines to all property fires, except when responding to an automatic fire alarm in non-residential buildings, when (as now) we will normally send only one fire engine.

- Stop automatically sending a third fire engine as part of the initial response in the old 'A' risk areas.

- Set a new standard for how long a second fire engine will take to arrive at calls for help. This will reflect our starting a process of reducing the differences in attendance times across London from the very uneven provision which arose from the old national standards. We can set the standard that a second fire engine will arrive at incidents within approximately eight minutes on 75 per cent of occasions and within approximately 10 minutes on 90 per cent of occasions.

- Continue to send extra fire engines or specialist vehicles as part of the first attendance where our local borough commander, who knows the area, has identified good reasons to do so.

- Maintain the arrangements where any incident commander can call for whatever additional support (extra fire engines, specialist fire engines or equipment, extra officers, or relief crews at protected incidents) they consider to be necessary.

Providing more effective cover

To provide a better service we propose to move 10 of our fire engines to different stations within London.

We reached that conclusion like this:

- We looked at all of our fire stations to identify the effect on the average time it takes for a second fire engine to arrive if we added another fire engine to the station.

- We worked out the stations where adding an engine would result in the biggest improvements in average times.

- Similarly, we looked at the effect of removing a fire engine from each station which already has more than one. We then worked out which of those stations need a second fire engine least, because for the incidents where they provide the first fire engine, the second fire engine (from another station) arrives much more quickly than the average for a second engine;

- We took into account practical considerations, such as whether an additional fire engine would actually fit into the station.

We also looked at how possible changes would relate to what we know about the patterns of risk for fires, deaths, injuries and rescues from fires, for road traffic accidents and for other linked factors (such as proportion of rented accommodation, multiple deprivation and so on). This shows that the proposed moves below will enable us to provide a service which better reflects these patterns of risk.

As a result of this work, we would remove one engine from these stations (leaving one engine at each station):

Acton	Greenwich
Bethnal Green	Islington
Clerkenwell	Kensington
Dockhead	Knightsbridge
Euston	Westminster

So that we can provide more effective emergency cover across London and improve the speed with which the second fire engine arrives at incidents we would add one engine to these stations:

Addington	Leyton
Chingford	Northolt
Finchley	Sidcup
Heston	Sutton
Hillingdon	Walthamstow

To locate a second fire engine at these stations we will need to:

- Change the proposed locations of operational resource centres (places where we keep extra equipment and resources for our firefighters to use during an incident) due to be sited at Addington, Finchley and Sutton fire stations.
- Keep an aerial appliance at Greenwich, rather than moving it to Sidcup as originally planned.
- Change the location of a Command Support Unit planned for Heston to another appropriate location (to be decided).
- Move our driver training centre away from Addington to an appropriate location (to be decided).

These moves will require some building works at the fire stations affected. It is therefore intended to phase implementation of these changes in line with the timetable for building works so as to complete all of the appliance moves before the end of 2005/06. Although we are a London-wide service, we have been rigorous about testing and understanding the effects of our plans at both a London-wide level and more locally. This is explained more fully in appendix 2 – *The changes in detail*.

Creating a strategic resource

We already regularly use a proportion (up to about 30) of our fire engines and their crews to carry out non-emergency work, such as fire safety inspection visits and training. Therefore not all of our fire engines are always immediately available for emergency calls.

Using the modelling approach described earlier in this plan, we now have information that will enable us to take well-informed decisions about the places in which we can, from time to time, take fire engines and firefighters away from purely waiting for an emergency call. We also want to make it possible for firefighters to do even more work in their local communities, or to undertake training, or other work that is important. This will not necessarily be the same engines, in the same places, all of the time. The information we have will allow us to be flexible and to determine the stations, engines and people involved.

If a serious fire, or other major incident, happens while we are using our staff and fire engines in this way, we will recall some or all of them to be available to respond. By doing this we can get more prevention, protection, training and other essential work done. We will still be able to respond immediately to a normal level of incidents and we will also be able to increase that response to meet high demand, if we need to.

Flexibility, growth and efficiency

The number of firefighters we employ at fire stations is more than the totals of the crews of their fire engines and other special vehicles. The extra number is needed to provide cover for sickness, training and holidays. In the past, the number of days lost to sickness has been a problem.

We don't want to employ more people than we need. So, periodically, we adjust the numbers to take account of those people we think will be on duty at any time. Over the last year we have expanded our services to prepare for possible terrorist attacks (London Resilience) and have been recruiting extra firefighters so we can crew new vehicles. Many of these extra staff together with our improved sickness mean we now have more firefighters than for a number of years.

Therefore, at some of our larger fire stations (those with two pumps and no other special vehicles) we can reduce the number of firefighters by one firefighter each shift. This affects 32 stations, resulting in a reduction of 128 posts out of an overall total of over 4,900 posts we have at fire stations.

No firefighter will lose their job. And this improved use of resources will not have any significant impact on the service provided, the number of fire engines

that respond to calls, or our ability to deal with major emergencies. This will also allow the Authority to provide the right response to predicted needs if London is hit by a terrorist attack.

Better buildings

We recognise the need to develop an estates strategy that will be able to reflect what we are trying to achieve as a service. This means that we need to look at a whole range of factors: is what we have in the right place to support the service; is that property of the quality that we need for our workforce; is it efficient in terms of its flexibility and the cost of maintenance, and so on.

However, land and new buildings are expensive and so our approach to new and better buildings will have to be gradual and we will have to find ways to relocate and improve facilities as money allows.

But we also need to manage our existing properties. Our fire station at Manchester Square provides a prime example of this. It is a cramped site which allows only for a crowded station; it is badly in need of refurbishment, which would cost £2.3m to achieve.

We have looked at what would happen if we closed Manchester Square Fire Station and removed two fire engines. This research shows that if we closed the station we could still get the first fire engine to an incident in Westminster during the busiest part of the day within approximately five minutes for nearly 58 per cent of incidents, instead of 64 per cent as now. This compares with a London-wide average of just under 47 per cent. It would also mean that performance within the borough would remain among the best response times in London (within the top third of all boroughs) and one minute faster times than the London average. The second fire engine would arrive within approximately eight minutes for 93 per cent of incidents, instead of just over 98 per cent as now. This compares with a London-wide average of just over 63 per cent, and would mean that performance in Westminster would remain among the top five best performing boroughs in London.

As described in *Setting our new standards for London* on page 12, we plan to remove the third fire engine from the initial response in areas previously called 'A' risk and this will reduce the demands on several fire stations, including Manchester Square.

In the light of this analysis we will be closing Manchester Square Fire Station in 2005, with a consequent reduction of two fire engines and their associated posts. Existing staff would be transferred elsewhere.

Corporate Property Project

We are also developing much closer links with the private sector through our corporate property project.

This is designed to realise the potential value tied up in our property portfolio. This approach should help the redevelopment of some of our older fire stations and generate additional capital receipts which we can use to improve our facilities and boost our services.

Efficient use of our resources

Our plan to redeploy 10 fire engines and set up the strategic resource both represent considerable efficiencies in the way we use our resources. The only other way of bringing about this sort of improvement would have been to invest more money in additional fire engines and staff. By taking the approach of using our existing resources better we have, in effect, saved this money. To provide the 10 fire engines as an addition, without taking them from elsewhere would have cost £6.7m.

Providing the strategic resource also represents a large movement in our resources from response to prevention and other essential activity, at no additional overall cost.

Special fire engines

Last year we increased the number of fire rescue units from five to 10 new units. These units will now normally be able to reach an incident within 15 minutes anywhere in the capital. We expanded the role of these units which, hold specialist equipment that can help cut people free from vehicles involved in road accidents, to include urban search and rescue to help people trapped in buildings as well as line and water rescue. We are keeping these new arrangements under review, but are not planning any further changes for next year.

From April 2004, we stopped mobilising our aerial appliances (specialist vehicles with machinery that can reach at a greater height than the normal ladders on our fire engines) as part of the normal initial response

to alarms from automatic fire alarms. This allowed us to reduce the number of aerial appliances.

We believe these changes have worked as planned and intend to continue with the new arrangements, monitoring their impact and keeping them under review.

However, we will continue our research on whether we could reduce the different types of aerial appliance we operate from three to two, to reduce maintenance and fleet costs and simplify crewing arrangements.

Review of fire boat service

We have recently completed a best value review which included our fire boat service on the Thames, based on a pontoon at Lambeth. This concluded we should maintain a fire boat service, but rather than the two boats we currently have (one permanently crewed and one available for use as required, staffed by crew from Lambeth Fire Station), there should be a single, permanently crewed fire boat. The second vessel will be used as a reserve or for training. The review recommended that the river station should be treated as a fire station in its own right, rather than as part of Lambeth Fire Station. In the short term, it will have its own station commander, to be funded from within existing resources.

The current fireboats' engines will also be upgraded to provide a faster response, be more fuel efficient and produce fewer exhaust emissions.

Gathering more information to target risk

We operate seven fire investigation units and a special unit with two dogs trained to detect the presence of flammable liquids which may have been used to start a fire. The fire investigation officers are currently sent to certain types of fires to identify the seat of a fire and its likely cause, assess how the fire has developed, and to report on the performance of any fire resisting or fire suppression system in the building concerned. They work closely with the police at any scene where a criminal act may have been carried out.

The information collected is fed back into our real fire library, allowing us to collect together information about fire deaths; and about the effectiveness (or otherwise) of fire safety measures.

We will widen the scope of these units and send them to look at every fire where we know someone has been injured. This will provide further useful information about the underlying causes which contribute to people being injured by fire. This will help us to target our future activities to reduce fires breaking out, and the severity and impact of those that do, more effectively.

Extra equipment and resources

We have agreed to introduce new operational resource centres (places where we keep extra equipment and resources for our firefighters to use during an incident). These will come into operation over the next year. We will look again at where these centres are based, in the light of the proposed moves of some of our fire engines, but we will make sure that their locations maintain strategic cover across London.

We have just completed a best value review of our incident command arrangements. It made a number of detailed recommendations for improvements to the current arrangements, including changing from the current four command units and one Brigade unit to eight smaller command units. These will be located strategically across London to reach incidents more quickly (within 20 minutes), and can support each other at larger incidents.

Automatic fire alarms

We believe that installing systems for the early detection and warning of fire is one of the most effective ways of reducing fire deaths.

In our first London Safety Plan we made some changes in how we send fire engines to respond to a call from an automatic alarm. (See appendix 2 – *The changes in detail*.)

The number of false alarms from automatic fire alarm systems has been increasing, which has meant that there has been an increasing drain on our resources in responding to these false alarms.

We are working closely with building owners and occupiers, and with the fire alarm companies, to make sure the alarms are correctly installed and maintained, and to develop good building management practices to reduce the number of false alarms.

Fire alarm systems in commercial buildings must conform to the relevant British Standard. Over the years this standard has improved and evolved but revised standards only apply to new and altered systems and so there are older systems still in operation. The latest version of this standard does place a duty on alarm providers to reduce false calls.

A national initiative has been developed by the Chief Fire Officers' Association to develop a model agreement between fire and rescue authorities and users of remotely monitored fire alarm systems. This model agreement is designed to provide improved incentives for people operating those systems to make sure that they are well maintained and operating as intended. If successful this should help to reduce the number of unwanted false alarms.

We have been closely involved with colleagues around the country in developing this initiative, and have endorsed in principle and called for a further report on its implementation in London.

Where efforts to work with building owners and occupiers fail to reduce the number of false alarms in their buildings we will be prepared, where appropriate, to publicise the fact that they are diverting public resources and do what we can to put external pressure on them to improve the management of their buildings.

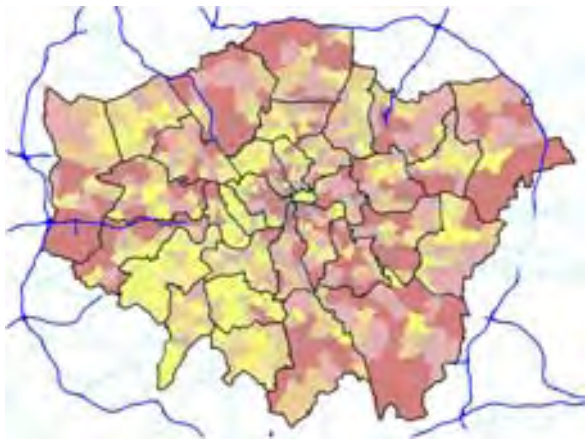
Road traffic accidents

From October 2004 we have a new statutory duty to make provision for rescuing people and, so far as reasonable, protecting them from serious harm in the event of road traffic accidents.

We have used our discretionary powers for many years to respond to such accidents. We will continue these arrangements, which normally involve sending two fire engines and a fire rescue unit.

As part of our analysis of risks, we found that road accidents requiring our assistance have a slightly different geographical pattern from fires: more road accidents happen in outer London.

The proposed redistribution of fire engines will mean that we are better placed to respond to these road accidents. There will be an improved attendance time for the second fire engine at many of those accidents.



Map 3: Road traffic accidents attended by the London Fire Brigade (April 1999 to March 2004)

Other special services

As well as road traffic accidents, we also attend a wide range of other incidents where there is no apparent risk of fire, known as special services.

We will continue to attend a wide range of these other emergencies, such as releasing people shut in lifts, helping people are who are locked in or out of a building, making safe dangers to the public, animal rescue and so on; some of which we may charge for. These are detailed in appendix 2 *of the plan – The changes in detail*.

Over 80 per cent of these incidents cover four areas. These are:

- Releasing people shut in lifts.
- Flooding.
- People locked in or out of buildings.
- Making structures safe.

Looking across the whole range of special services the Brigade provides, around half of all the non-fire incidents which we attend can be described as representing relatively low risk to the community. For example, people shut in lifts or locked out of their homes or workplace, are normally at little risk.

So we will continue to focus our efforts on those types of incidents which do present significant risks to the public or to the environment, and:

- Try to reduce the drain on our resources caused by providing help at incidents where there is little, if any, direct risk to the public.

- Encourage people to contact other agencies where these are able to provide help and where speed of response is not critical to protect public safety.

This approach is intended to release some of the resources currently used to provide services at incidents where risks to the public are low, and to use those to develop and implement more effective ways of delivering community safety improvements. Where repeated calls are because the owner/manager of that building/estate is failing to maintain their lifts properly we will try to prevent this happening again by encouraging better maintenance and consider publicising that failure and/or charging for our attendance if nothing is done.

Crews at flooding incidents can help to protect the environment, and make a significant contribution to the mayor's environmental strategies, as well as reducing the distress experienced by those affected.

We support the view reached by the London Assembly that: "the Environment Agency, the relevant local authorities and the emergency services join together at the earliest opportunity to undertake a flooding risk assessment for London, identifying the equipment, training and information needs for the capital. The mayor should take the lead in ensuring such a risk assessment occurs, given his responsibilities for London's emergency preparedness. This will no doubt include negotiations on the funding of the assessment". We are ready to play our part in carrying out such a risk assessment.

Our current policy on making structures safe is to charge for providing this service, once we have made sure that there is no risk of personal injury to the public.

The primary responsibility for making sure the structures are safe and pose no risk to the public rests with the London boroughs and with the police (who are best placed to establish a cordon to preserve public safety until the building is made safe). We propose to work closely with the boroughs individually (and through the Association of London Government), and with the police to look at how the range of agencies involved can best contribute to maintaining and improving public safety and to look at the best way of dealing with problems such as dangerous scaffolding. As part of this work we will discuss with them the correct role for the fire and rescue service, beyond search and rescue.

Our approach to charges

The new Fire and Rescue Services Act allows us to continue charging for certain services (like those described above as special services), but not for firefighting or emergency medical assistance.

When setting the level of any charges we are required to "secure that, taking one financial year with another, the Authority's income from charges does not exceed the cost to the Authority of taking the action for which the charges are imposed".

The current year level of charges is £274 (+VAT) per incident at domestic buildings and £274 (+VAT) per fire engine, per hour (or part of) at commercial buildings.

We have reviewed these sums, in line with the new requirements that the level of charge should not exceed the cost of providing the service and the best information we have about the likely cost of providing services next year.

In the light of that review we propose to increase charges from 1 April 2005 by 3.5 per cent, making a charge of £284 (+VAT) per incident at domestic buildings and £284 (+VAT) per fire engine, per hour (or part of) at commercial buildings. This has been set at a prudent level to make sure our charges do not exceed the costs of providing the service.

We have also reviewed our policy on those who do not have to pay for these services and we do not intend to make any changes for next year.

Helping people who are having a heart attack

In our first safety plan, we said we would carry out a pilot project in Tower Hamlets to work with the London Ambulance Service to provide a joint response to people reported as suffering a heart attack.

We were unable to make progress in 2004/05, but are now determined to start the 12-month pilot, as we believe potential improvements in public safety mean that this project must not be delayed any longer.

We will work together with the London Ambulance Service. Both services will respond to certain calls for assistance where someone is suspected as suffering from heart problems, in order to provide an enhanced life saving service for Londoners. Certain fire engines, with trained crews, will carry defibrillators. At the end of the pilot, we will evaluate the project jointly, using external academic advisers before deciding whether it should continue in Tower Hamlets and whether it should be extended into other parts of London.

Other proposed statutory duties

The government has issued a draft order for consultation under its powers in the new Fire and Rescue Services Act to extend our duties. It proposes that the new duties should cover dealing with:

- Chemical, biological, radiological or nuclear incidents.
- Search and rescue in the event of a landslide or the collapse of a building or tunnel.
- Major flooding.
- Major transport incidents.

The draft order would also requires us to use any specialist resources we have to provide assistance to other fire and rescue authorities should they have such an incident in their area.

The Secretary of State is currently considering the responses to the consultation.

We already respond to these types of incidents under our discretionary powers. However, we have indicated in our response that we are not currently resourced to undertake all of the duties as required under the terms of the draft order, and would need to examine the resourcing implications in detail against specified risks were these activities to become legal duties.

Environmental impact

We are committed to reducing the impact we make on the environment and have put in place a three-year action plan of work to help protect the environment.

We will continue to train our staff to use equipment to protect the environment when we attend incidents.

We will continue to work together with the Environment Agency and the London boroughs and provide a first responder service for hazardous spills and flooding.

We will continue to reduce our energy consumption.

Each fire station and office has recycling arrangements in place and we now ask all our suppliers to consider the environmental impacts of the products we purchase. This year we have extended our recycling arrangements, which now covers uniforms, batteries, computer peripherals, furniture, paper and card.

We will continue to invest in reducing the emissions from our vehicles. All our new fire engines meet stringent environmental targets and we run LPG, and hybrid cars. We are also testing odourless fuel for our fire engines.

Other fire and rescue authorities

We work closely with the neighbouring fire and rescue authorities to make sure that effective arrangements for cross border working are in place and that we can support each other where needed at major incidents.

This includes regular liaison with each of the six fire and rescue authorities with which we share a boundary and carrying out joint exercises periodically.

We make sure that our procedures, equipment and working arrangements are compatible so that safe systems of work are not compromised when crews from more than one fire and rescue service are working at the same incident.

There are also arrangements in place for us to assist each other at incidents across the boundaries. It may be that at different times of day fire engines from different fire brigades can reach incidents more quickly. Using our new techniques to model our response, we will be exploring whether it is possible to improve our current arrangements so that, for example, people living close to the London boundaries can routinely rely upon fire engines from the nearest stations attending if they need them. We have signed the national mutual aid agreement to provide support from and to London for major

incidents including terrorism. We are ready to use our staff and equipment anywhere in the country where they may be needed.

We also make sure that effective command and control arrangements are maintained when joint working takes place – following the national guidance on incident command.

National projects

The government wants regional control centres for fire and rescue authorities, using common systems and procedures and with the capability to act as a fallback control. It has asked whether London wishes to be part of this national project. We are giving this careful consideration, bearing in mind that we have just opened our new control centre.

We are taking part in a major national project to replace the radio system through which our mobilising centre communicates with our fire engines and operational officers, and to provide radio communications at incidents. By joining together with other fire authorities we will share development costs and secure effective procurement arrangements. We will also be able to communicate effectively with neighbouring fire and rescue services and with other emergency services which use compatible technology.

We are working with other fire and rescue authorities as part of a national fire and rescue service e-government project known as e-fire. By March 2006, this will deliver fire and rescue service information, advice, contacts, services and consultation online for the public and businesses.

We have also been an active partner in another national project to e-enable planning and regulatory services, known as PARSOL. This is providing readily accessible information to the public and business about the range of planning and regulatory services, including on-line applications. The outcomes of the project mean that we will be able to exchange data with local councils where the fire authority is consulted on issues connected with planning, building control and so on.

Developing our people and organisation

We can only deliver the improvements proposed in this plan, through the work of our staff, and we will continue to do all we can to develop and retain a high quality, professional workforce; one which continues to attract the respect of both the general public and the other agencies with which we work.

We will support them with an organisation that develops and supports them, while providing best value services.

Equalities and diversity

A key priority is to develop our services in a way which is sensitive to the differing needs and aspirations of different parts of London's diverse communities and to be exemplary employers. In order to engage with each of the communities effectively we must develop and maintain a workforce which is representative of the communities we serve.

We will continue to publish annually monitoring information by racial group about our staff, and those who apply to join our organisation. We will continue to build on the good progress we have had already made in increasing the number of black and minority ethnic and women firefighters.

We will continue to deliver our Training To Succeed programme. This is designed to develop and support staff at all levels in our organisation in their understanding of equalities and diversity issues. As the Disability Discrimination Act now applies to firefighters, we will make changes to working arrangements, where this is practicable, to allow existing, and potential future, disabled members of staff to work effectively.

We have developed a range of strategies to promote firefighting as a career among the lesbian, gay, bisexual and transgender community.

We have joined with the rest of the GLA group in setting a target to reach Level 5 of the Local Government Equality Standard. We will continue to work towards meeting this challenging target.

We will make sure through our procurement strategy that contractors are sensitive to the needs and aspirations of London's diverse communities.

Developing our staff

We welcome the settlement of the national dispute with the Fire Brigades Union. This means that we can

now get on with modernising the service and introducing greater flexibility in the way our staff work.

A key part of the agreement is the move from a rank to a role-based structure, linked to the implementation of a competence-based integrated personal development system for the training and development of our operational staff.

All operational staff will move to the role-based structure in 2005.

We welcome the fact that the law which required all operational staff to join the fire and rescue service as firefighters, and then progress through the ranks has been repealed. People with the right skills and abilities can now join the service other than as a firefighter, developing their operational and command skills as necessary after joining the organisation. We can now begin to plan how to make use of this greater flexibility.

How our staff work

We will look carefully over the next year at the duty systems which our operational staff currently work.

We will be looking to provide:

- More flexible working patterns.
- More flexibility in the work that our staff carry out.
- More flexibility in the duty systems to help us improve operational efficiency.

We have already started by introducing new arrangements for part-time work for staff groups who previously were not allowed to do so.

We will consider making local arrangements for extra payments to recognise skills shortages or special skills which particular staff may develop, with particular reference to improving community engagement.

We have introduced arrangements for pre-arranged overtime to be worked where this can help us improve our services in a cost effective way.

The national agreement reached in settlement of the pay claim makes provision for staff to do duties other than responding to emergency calls at night, subject to certain conditions which include these duties being consistent with an Authority's integrated risk management plan. We recognise there will be some opportunities for carrying out important work at night and we will make full use of these opportunities.

We recognise that public holidays are distinct from normal working days or weekends, and that this will affect what work can be done by staff on duty on those days. However, we will seek to make full use of the particular opportunities which public holidays do provide for work other than responding to calls for help.

We will develop our support staff using the principles which underpin the integrated personal development system for our operational staff.

We are undertaking a pilot job evaluation scheme for our support staff and, subject to the outcome, hope to implement this in 2005/06. We are also planning to introduce a performance appraisal system for these staff during 2005/06. We will also consider carrying out a wider pay and grading review.

Industrial relations

We will do all we can to develop a positive and constructive industrial relations climate so that staff and managers can work together to improve community safety.

We will be reviewing our local industrial relations procedures in the light of the national agreement. We will work to put in place effective and speedy dispute resolution machinery which enjoys the confidence of both parties.

The national agreement has also put in place updated discipline, grievance, job performance and attendance procedures and we have put in place streamlined procedures consistent with the national agreement.

Health and Safety

We will continue to do everything we can to secure the health and safety of our staff, especially those operational firefighters who may be exposed to hostile environments as part of their work to protect the community.

We will work closely with the Health & Safety Executive to make sure we put in place safe systems

of working for all aspects of work; and we will continue to work closely with colleagues around the country and with the Audit Commission and Her Majesty's Inspectorate of Fire Services to make sure best practice is exchanged and that we can learn from the experience of others.

We have developed, as part of our safety management system, a comprehensive inventory of the risks associated with our operational activities. We maintain a central register of the risk assessments we have carried out against that inventory and have developed comprehensive guidance for managers on health and safety issues.

We will continue to provide specialist health and safety advice within the organisation and have recently overhauled our systems to collect information about all safety events.

We have well established and sophisticated arrangements in place to investigate those accidents which do happen, and to take any necessary action to prevent similar accidents happening again in the future.

Finance and resources

We consulted separately on our budget proposals for 2005/06 before we agreed our budget submission to the mayor in November 2004.

The mayor and London Assembly have now approved our budget requirement for 2005/06 at £403.4m. This budget requirement is consistent with the intentions in this plan.

Performance management

We want to make sure our services provide best value for money and operate efficiently and effectively.

During the last few years we have improved our planning processes and the way we manage and use performance information. We will do more work in 2005/06 to make these arrangements even better, improving the links between borough plans, the corporate plan and this draft plan and are looking at how we can then link these plans to individual performance appraisal.

When preparing our plans for service improvements and delivering better value for money we have adopted a risk-based approach: targeting our activities and our resources (whether staff or money) on those issues which pose higher risks.

This plan sets out our approach to reducing risks within the community. However, it is also important that we develop a register of the major internal risks to the delivery of our services and identify what we can do to reduce these.

Performance assessments

We have taken part in an initial performance assessment (IPA) for the GLA group carried out by the Audit Commission. We published our self assessment in March 2004 and the Audit Commission's final report was published in November 2004. The Commission judged us as a good authority (on a five point scale ranging from excellent to poor).

The government has also confirmed that the Commission's comprehensive performance assessments will be extended to the fire and rescue authorities in 2004. It is expected that the first assessment under this new regime will build on the work done as part of the initial performance assessment.

We were scored highly by our external auditor for the financial and governance parts of the IPA.

Communication

We will continue to develop and improve how we communicate with Londoners and key stakeholders, in line with our consultation and community engagement strategy.

Each year we will consult key stakeholders and members of the community (in accordance with ODPM guidance on consultation) on the priorities in our London Safety Plan and our proposals for making London a safer city and look at the most effective channels for communicating our proposals to people living and working in London.

Research

This plan highlights a number of areas where further research is needed to improve our understanding of risk and the factors which can help to reduce it.

We will continue to look at how well we are doing to try and improve our performance. We believe that a

number of different agencies in London could get together to plan and commission research jointly, and we will discuss these areas with potential partners.

The National Framework confirms the benefits of a national research strategy and the government's belief that there is considerable scope to improve collaboration on research. We will urge the government and other stakeholders to agree a research programme over the next few years which, among other things, would look at:

- The effectiveness and impact of different community fire safety strategies.

- Quantifying the benefits of installing smoke alarms and sprinkler systems.

Future work to make London a safer city

Our plan for 2005/08 and particularly its action plan for 2005/06 is the first phase of our proposed longer-term strategy to improve the way in which we manage our resources in order to improve community safety. We believe that we are making good progress and that our plan will deliver real benefits. As well as the specific plans for change in 2005/06, our plan indicates other areas where further work is planned over later years and this work will underpin our annual action plans for 2006/07 and 2007/08. We do recognise that it will take several years to modernise the service and develop and refine our understanding of how we can help to reduce risk, both by ourselves and by working in partnership with others.

Beyond 2005/06 we will be looking to implement further changes discussed in the plan:

- We want to develop our service as a focal point within the community and we will work in partnership with local communities and agencies to develop and deliver a programme which meets local needs and recognises diversity in the community.

- We will explore options for a more flexible pattern of emergency response which reflects risk, including a new approach where, to reflect changing patterns of risk, at different times of the day, different numbers of fire engines are kept available and their locations change.

- The peak workload for answering emergency calls and for carrying out community fire safety work falls at the same time of day. For 2006/07 we will look at developing new patterns of working which will allow us to increase the resources we provide at those times of day, while reducing the number working during the night (at a time when there is little opportunity to carry out prevention work or training).

- We will always retain the capacity for a quick emergency response at any time of the day, so most of our firefighters will continue to work a shift pattern which provides this cover. However we will develop proposals for different working patterns to complement those we need to maintain 24 hour cover to provide opportunities for competent people who wish to work during the day and evening only or part-time.

- We will use our new and improved modelling capacity to look at the best places for fire stations if we are to deliver the best possible response to the risks, compare these with our current pattern of fire stations, and develop a strategy for building new fire stations, or changing their base, where this will help us to provide a better service overall. We will also consider closing stations where they are not in the best places to provide a response which matches the risks.

- We will look carefully at the type and range of vehicles we use to respond to fires and other emergencies, including to special services.

- We will also look at how we send crews to special services where there is no significant public risk.

- We will play our part in the government's plans to develop national co-operation between fire and rescue authorities

- The safety of our firefighters will remain of paramount importance. We will continue to do all we can to make sure that safe systems of working are always in place.

In taking these forward in future years, we will reflect:

- Our developing understanding of risk and the contribution we can make to reducing it.

- Our progress in meeting our objectives and targets.

- The impact of changes in legislation and government standards and guidance, including revisions to the National Framework.

- Our progress in developing effective partnerships with others where that can help to make London safer.

- Our financial position.

- The views of the public, staff and other stakeholders, about how they see the future of London's fire and rescue service.

We will roll forward our strategy for making London a safer city when reviewing progress of implementing the first phase of the London Safety Plan 2005/08, and developing a detailed action plan for what we intend to do in 2006/07. We will consult staff, other key stakeholders and members of the community on this next phase of implementing our plans, in accordance with government guidance.

Action Plan 2005/06

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
Headline targets				
12-21	We will maintain the current performance for how long it will take the first fire engine to arrive at an incident. This will be expressed as a London-wide standard that a first fire engine will arrive at an incident within approximately five minutes on 65 per cent of occasions and within approximately eight minutes on 90 per cent of occasions.	●		
	We will review whether we should seek to move to a more even attendance standard for the first fire engine.	●		
	We will introduce a new London-wide standard that a second fire engine will arrive at incidents (which need one) within approximately eight minutes on 75 per cent of occasions and within approximately 10 minutes on 90 per cent of occasions. By 2010 we aim to: • Reduce accidental fires in people's homes by five per cent. • Reduce number of accidental fire related deaths in the home by 20 per cent. • Reduce deliberate fires by 10 per cent. • Reduce hoax calls by five per cent.		●	Existing resources in place
Protection, prevention and risk management				
35	We will continue to run a programme of activities to promote key community fire safety messages.		●	Existing resources in place

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
36-37	We will continue to work with the boroughs and registered social landlords and the government for installation of: • hard wired smoke alarms in all homes. • domestic sprinkler systems in new or refurbished premises where the risks justify it.		●	Existing resources in place
	and lobby for improvements in standard building design codes to incorporate proved fire safety technologies.		●	Existing resources in place.
38	We will continue to develop local partnerships with agencies in the public, private and voluntary sector where these can help to promote the fire safety message.		●	Existing resources in place in the borough teams.
41-44	We will complete 25,000 home fire risk checks by our staff. For those people we assess to be most at risk we will consider installing a smoke alarm free of charge. We will continue to evaluate all aspects of the success of the home fire safety check programme and build on it as appropriate in the light of its impact – for example, examining alternative targeting methods to make sure we reach and influence those most at risk of fire.	●	 ●	Existing resources in place. Subject to outcome of impact assessments.
48	We will work with London's local authorities to improve fire safety in houses in multiple occupation.		●	Existing borough teams.
41-47	We will continue to improve community fire safety, funded partly by the Community Fire Safety Innovation Fund, by working to establish long-term arrangements with other agencies who visit people in their homes. We will seek to enter into partnership with health and social care providers in all London boroughs, and make similar arrangements with the Department of Work and Pensions Joint Visiting Teams. We will continue to provide a separate team of home fire safety specialists who can carry out home safety visits in support of the local fire station or other agencies in the neighbourhood. We will review the success of these new arrangements and consider whether they should continue once grant support runs out in March 2006.	● ●	 ●	£380,000 grant from the Fund. Expenditure covered by grant. To be considered as part of the review.
47	We will develop training policies and practices to support partner agencies to deliver the home fire safety checks to a consistently high standard.	●		Training by existing staff.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
49-50	We will continue our schools education programme – aiming to reach an audience of 110,000 pupils.	●		Existing resources in place.
51	We will seek to develop a package that will support an extension of the programme to cover secondary schools.		●	Finance for the extension to be identified.
52-58	We will continue the Junior Firesetters Intervention Scheme, aiming to respond to any new referrals within 24 hours with contact from the local fire station in the first instance and follow-up visits from two specialist advisers.	●		Existing resources in place, but subject to external evaluation. Demand currently exceeds capacity.
59-65	Our Arson Reduction Team will work in those wards with the highest frequency of deliberate fire setting.	●		Grant from Arson Control Forum for 2005/06.
	We will monitor the impact of the team, and subject to assessing its impact, will seek funding for its continuation.		●	Future funding to be identified.
66-67	We will continue the Local Intervention Fire Education (LIFE) scheme in the six boroughs where it is already operating subject to external funding being available.	●		Future of existing scheme and extension dependent on securing external and match funding.
	We will continue to expand the LIFE scheme into another five targeted boroughs where it will be operating by the end of 2005/06, subject to external funding being available.		●	Future financing arrangments to be considered as part of a comprehensive Youth Engagement Strategy.
68-69	We will continue to work with the Prince's Trust in Hounslow, Tower Hamlets and Islington and review the impact of these projects.	●		Future of existing scheme and extension dependent on securing external and match funding.
	We will roll out the scheme to other boroughs – subject to the financial viability of any proposal and the availability of a Prince's trust franchise.		●	Future financing to be considered as part of a comprehensive Youth Engagement Strategy.
76	We will inspect and risk grade under the Fire Precautions (Workplace) Regulations1997 (as amended) 7,800 previously unknown premises.	●		Existing resources in place.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
77-83	We will prepare for and implement our new responsibilities under the Regulatory Reform Order (clarification awaited as to when it is expected to come into force). We will consider, in light of experience in the first year, whether any additional resources will be required.	●	● ●	We will carry out this work within existing resources in 2005/06. Review possible need to supplement resources in this area.
90-93	We will continue to work with building control authorities and major developers to ensure effective fire safety design in new and complex building projects in London.		●	Existing resources in place.
96	We will continue to lobby government and industry to replace use of acetylene with a safer alternative; or to improve controls over the use of acetylene.		● ●	Existing resources in place. Would need to review possible requirements for additional resource in the light of any decision to introduce controls.
97-105	We will continue discussions with government, the building insurance and fire protection industries to promote the use of UKAS accredited third party certification for fire safety products and services to improve competence and reliability. Subject to the outcome of these discussions, we will provide appropriate support to implementing any agreed system.		● ●	Existing resources in place. Existing resources in place.
106-109	We will carry out a programme of consultation and engagement with partners, the public and other stakeholders to explore areas where we might play a useful role in preventing, or reducing the impact of incidents other than fires. Subject to outcome of that consultation we will consider developing our role in relation to prevention of non-fire related emergencies.	●	 ●	Existing resources in place. Costs to be taken into account when developing any proposals.
Resilience and New Dimension				
110-111	We will continue to make a significant investment to improve our resilience to respond to catastrophic acts of terrorism or other major disasters.	●		On-going funded programme for new vehicles and equipment.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
	Continue discussions with government about development of programme and revenue support.		●	Subject to outcome of discussions.
112	We will continue working to improve the protective wear and other 'safe-person' measures for our staff intended to protect them while operating in hostile environments.		●	Existing resources in place.
113-116	We will participate in the multi-agency initial assessment team based in our premises. We will further review benefits from this initiative after 12 months.	●		Government financial support.
	Subject to the outcome of the above assessments we will continue the arrangement, provided its long-term funding can be resolved.		●	Long-term funding to be discussed with government.
118	We will continue to train for, and exercise, our plans to make sure that our staff are competent to operate safely in the event they attend a major disaster.		●	Existing resources in place.
117-119	We will continue to work with other agencies to discharge our responsibilities under the current emergency planning legislation.	●		Existing resources in place.
120-125	Once the Civil Contingencies Act is brought fully into force we will work closely with the boroughs and the government to define and enhance the important role which we can play in supporting the boroughs in meeting their responsibilities and to ensure effective coordination across London.		●	Resources supporting the emergency planning function reorganised and staffing establishment increased temporarily, funded by an increase in government grant.
126-131	We will provide logistical support to the arrangements set up by the boroughs for overall management and co-ordination of major incidents, subject to agreement on funding beyond July 2005. We will discuss our continued support for this initiative and longer-term funding arrangements.	●		Initial funding provided by government until July 2005. Funding beyond this date to be discussed.
Providing an effective response to emergencies				
133-135	We will decide on our involvement in the government's national control project. We will play our part in the government's plans to develop national cooperation between fire and rescue authorities.	●	 ●	Existing resources in place. To be discussed with the government.
141-142	We will keep under review the impact of the changes in how we mobilise to incidents.	●		Existing resources in place.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
	We will consider making changes to these arrangements in the light of practical experience of how they are working.		●	To be considered if, and when, further changes are proposed.
150-154	We will consider in detail whether to adopt the Chief Fire Officers' Association automatic fire alarm policy for remotely monitored alarm systems to reduce false alarms from these systems.	●		Likely to be cost-neutral.
	We will continue to work closely with building managers and occupiers, and with the fire alarm companies, to ensure that alarms are correctly installed and maintained.	●		
	Where efforts to work with building owners and occupiers fail to reduce the number of false alarms in their premises we will consider, where appropriate, publicising the waste of public resources which they are causing and do what we can to bring pressure to bear to improve the management of their buildings.		●	To be considered if and when further work is proposed.
155 –164	We will continue our new policy for responding to calls from AFAs as set out in our first plan and monitor its impact.	●		Existing resources in place.
	We will consider whether any further changes need to be made to our response to calls from automatic alarms.		●	To be considered if, and, when changes are proposed.
165-169	We will work with automatic fire alarm call handling centres to improve the information we received about the type of premises in which alarms are sounding and to encourage them, in line with the relevant British Standard, to put in place appropriate filtering and monitoring on calls received in their centres.		●	Existing resources in place.
170-175	We will make no changes to the number of aerial appliances after the changes we introduced in our first plan.	●		Annual savings of £1.75m being achieved.
299	We will reduce the different types of aerial appliance we use to two.	●		Reflected in vehicle replacement programme.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
253 – 258	We will maintain current performance for the time you can expect to wait for the first fire engine to arrive.	●		Existing resources in place
267-275	We will take action to reduce the difference in how long you may have to wait for the second fire engine to arrive, depending where in London you live or work. We will do this by relocating 10 fire engines from one fire station to another and some other moves to facilitate these arrangements – reconsidering locations for the new operational resource centres; keeping an aerial appliance at Greenwich; moving a Command Support Centre which it had been proposed to locate at Heston; and moving our driver training centre away from Addington.	●	●	Accommodation works and ancillary changes costing some £1m in 2005/06 and some £2.2m in total over the 3-year period covered by the plan.
	We will consider what action is appropriate and feasible to reduce the difference in how long you may have to wait for the first fire engine to arrive depending on where you live or work.		●	Resource implications will be a key part of that deliberation.
292 – 294	We will introduce a strategic resource which will mean that, at any one time, a number of the second fire engines at stations with two engines, would not be available to respond immediately to emergency calls but would carry out essential training, planned exercises or familiarisation visits, planned community fire safety work or other projects or campaigns. Effective recall arrangements will be put in place so that we maintain the resilience to respond to major incidents or deal with spate conditions.	●		This will enable us to increase our community safety work and carry out essential training without incurring any significant additional costs.
486-496	We will review the operation of this strategic resource and consider how it may be developed, in the future to strike the optimum balance between prevention work and training, and maintaining a fast effective and resilient emergency response.		●	To be identified during review.
259 – 262	Except for calls to automatic fire alarms (where we normally send only one fire engine) we will cease to send a third fire engine to every reported building fire in the former 'A' risk areas, instead sending additional resources only when needed. We will, therefore, introduce a standard initial response of two fire engines to all reported fires in buildings (except when responding to some automatic alarms) no matter which part of London they are in.	●		While there will be marginal savings arising from fewer appliance turnouts, the reason for this proposal is to improve efficiency rather than to save money.
294-297	As a result of efficiencies reflecting the success of sickness absence measures that have been put in place, the increased flexibility now available as a result of modernisation, and consultant support work to develop this plan we will reduce the firefighter establishment by 128 with no direct impact on the services we can provide.	●		£3.52m annual saving.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
499 – 505	We will develop proposals for putting in place different working patterns to complement those we need to maintain 24 hours cover, carrying out appropriate pilot work where necessary to develop such proposals. We will consult on any proposals emerging from this work.		●	Existing resources partly in place (see below).
	We will implement proposals emerging from this work.		●	Subject to proposals to be agreed.
506 – 509	We will explore options for a more flexible pattern of emergency response: whereby a different number of fire engines are available at different times of day and the station at which they are based also moves, where this reflects changing patterns of risk.	●	●	Existing resources partly in place. Additional £180,000 provided for 2005/06 to set up a risk information team to support this work. Cost of risk information team to reduce to £120,000 a year. Other cost factors to be identified during review process.
278- 282	We will develop an operational estates strategy, including a programme for building new fire stations, or changing where fire engines are based, using our improved modelling capacity to look at the best places for fire stations to provide better cover for the risks we have identified, and to help us turn some of our fire stations into fire and community safety centres.	●	●	Once proposals have been developed, there will be a potential major impact on our capital programme.
283 – 284	We will consult on any proposals emerging from this work when consulting on our action plan for next year.	●		
497 – 498	We will consider the opportunities for making greater use of alternate crewing of some of our appliances.		●	
510-512	We will look at the type and range of vehicles we use to respond to fires and other emergencies, including special services.		●	
285 – 289	We will close Manchester Square Fire Station with a consequent reduction of two fire engines and the associated staff establishment and existing staff at the station being transferred to fill vacancies at other stations.	●		£1.5m annual saving on salaries and vehicles.
301 – 304	We will complete our programme to provide 10 new fire rescue units with enhanced capabilities (an increase from the previous five) with enhanced capabilities.	●		Provided in our first London Safety Plan.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
305 – 310	We will maintain a fire boat service on the River Thames through the provision of a single vessel retaining a further vessel for reserve and training purposes. We will upgrade the engines on both these craft and establish the river station as a fire station in its own right .	●		£85,000 in 2005/06 leading to savings in later years.
311 – 317	We will widen the scope of our current fire investigation units to include every fire in which we know that someone has been injured.	●		Existing resources in place.
	We will use the additional information we collect to help us plan further improvement in safety.		●	Existing resources in place.
321 – 325	We will replace our current four command units with eight smaller command units.	●		Contained within existing budgeted expenditure.
176 – 180	We will continue to respond to calls for assistance at road traffic accidents in line with our new statutory duties.	●		Existing resources in place.
181	We will talk to those bodies involved in road accident prevention work to see what we might do to reduce the number of accidents which happen, and the risk of being killed or injured if you are involved in one.	●		
	We will consider what additional arrangements, if any, we wish to put in place in the light of these discussions.		●	To be considered in the light of the outcomes from discussions.
186 – 196	We will continue to respond to a wide range of other calls for assistance, some of which we may charge for in line with our current policy. But we will also: • focus our efforts on those types of incidents which do present significant risks to the public or to the environment. and look at how we send crews to special incidents, where there are no significant risks; • try to reduce the drain on our resources caused by providing assistance at incidents where there is little, if any, direct risk to the public; • encourage people to contact other agencies where these are able to provide assistance and where speed of response is not critical to protect public safety.		●	Existing resources in place.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/ 06	Longer-term	
197 –207	We will continue our work with the owners and managers of buildings to which we get repeatedly called to release people shut in lifts, and try to improve the arrangements for maintenance of the lifts in question to reduce the number of occasions when they break down in the first place.	●		Existing resources in place.
	Should this fail to reduce the number of calls we get to release people shut in lifts, and where this is because lifts are not being maintained properly, we will consider publicising the failure of those building owners or managers and/or charging for our attendance.		●	Existing resources in place.
215 –216	We will work closely with the boroughs and the police to look at how the range of agencies involved in making dangerous structures safe can best contribute to maintaining and improving public safety and ensuring the most effective response is made to problems such as dangerous scaffolding. As part of this work we will discuss with them the most appropriate role for the fire and rescue service, beyond search and rescue.	●		Existing resources in place.
	We will implement any proposed changes to current arrangements which emerge from these discussions.	●		To be determined.
219 – 228	We will carry out the pilot project in Tower Hamlets to work with the ambulance service on a joint response to people who are suffering from a heart attack.	●		Training and equipment to be provided by LAS. Other resources in place.
	We will review the success of that pilot after twelve months before deciding whether it should continue in Tower Hamlets and whether it should be extended into other parts of London.		●	To be considered as part of review.
229 – 236	We will consider further changes to the way in which we respond to non fire incidents and consult on any proposed changes.	●		Existing resources in place.
	We will implement any changes emerging from that work.		●	To be identified as part of review.
243 –245	Where we do charge for services, we will increase the level of charge from £274 (+VAT) at domestic premises and £274 (+VAT) per hour at commercial premises to £284 (+VAT) and £284 (+VAT) per hour, respectively.	●		Marginal increase in income.
326	We will continue to improve the aftercare for those affected by fires and other incidents we attend.	●		Existing resources in place.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
327-332	We will implement our action plan to help protect the environment.		●	Existing resources in place.
Co-operation and joint working				
334 – 339	We will maintain and discuss ways of improving cross border working with neighbouring fire and rescue authorities, for example exploring whether it is possible for people living close to the London boundaries to receive an attendance by the nearest fire engine if they need one.		●	Existing resources in place.
340 –342	We will continue to work with the other emergency services in London through the London Emergency Services Liaison Panel and to develop the good working arrangements we have with the police and ambulance services at a local level.		●	Existing resources in place.
343–345	We will continue to work closely with the London boroughs and the police through the Crime and Disorder Partnerships, Local Strategic Partnerships and other networks and at local level to promote economic and community development, and improved community safety and to tackle offending behaviour such as arson and vandalism.		●	Existing resources in place, and scope to access other sources of funding.
352 – 353	We will play an active role in delivering the government's national procurement strategy, and in particular will continue to lead, in conjunction with Firebuy, on a major project to provide protective and other clothing for firefighters across the country.		●	Partly existing resources, with government funding to reimburse costs to the Authority of providing services for the Procurement Agency's work.
290 – 291	We will continue to develop closer working with the private sector through delivery of our corporate property project, which is designed to realise the potential value tied up in our property portfolio, some of which is located in prime sites in London.		●	£150,000 in the capital programme for project development.
354 – 356	We will continue to support the national fire and rescue service e-government project (e-fire).		●	Depending on outcomes from the project and funding arrangements.
87 – 89	We will continue to participate in, and support development of, the 'fire safety in the community' and 'fire safety and business' streams.	●		Government funding provided to support project.
Diversity				
360	We will work towards achieving Level 5 of the Local Government Equality Standard.		●	Existing resources in place.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/ 06	Longer-term	
361	We will work with the GLA and other potential partners to provide access for members of the public and for our staff to a community language service, which includes British Sign Language, to improve how we can communicate with those members of the community who do not speak English as their first language.		●	Existing resources in place.
362	We will continue to assess the impact on different parts of the community of the services we provide; looking in particular at the impact of proposed changes (such as those set out in this draft plan) on different groups within the community. We will develop our service as a focal point within the community and will work in partnership with local communities and agencies to develop and deliver a programme, which meets local needs and recognises diversity in the community.	●	 ●	Existing resources in place. Existing resources in place.
363 – 365	We will make sure through our procurement strategy that contractors are sensitive to the needs and aspirations of London's diverse communities.		●	Existing resources in place.
366 – 367	We will agree a programme of community events which the Authority will attend and support. We will monitor and assess the impact of the programme in relation to helping us to meet our goals and use these assessments to review and improve our programme in later years.	●	 ●	Existing resources in place. Subject to outcome of the review.
372	We will continue our programmes of outreach work to encourage people from under-represented groups (who may not traditionally have considered the fire service as a career) to apply to join our organisation and will also design our recruitment advertising programme carefully to support our efforts to attract a diverse range of high quality applicants.		●	Existing resources in place.
373	We will continue to run positive action programmes to support applicants from among parts of the community currently under-represented in the Brigade.		●	Existing resources in place.
377	We will continue to challenge any example of harassment or bullying among staff, taking a victim centred approach where we come across unacceptable behaviour and seeking to take action which would help to prevent such problems happening again.		●	Existing resources in place.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
378	We will continue to provide support to groups of staff who are currently under-represented in our workforce and who have set up networks and mutual support arrangements.		●	Existing resources in place.
383	We will continue to deliver our Training To Succeed programme, which is designed to develop and support staff at all levels in our organisation in their understanding of equalities and diversity issues.		●	Existing resources in place.
384	We will continue to develop and implement measures to secure a better work life balance for our staff, through policies covering areas such as part-time working , parental leave and job sharing, etc.	●		Existing resources in place.
Staff and their development				
396	We will deliver the changes in firefighter posts proposed in this draft plan through natural wastage and will maintain our policy of no compulsory redundancy for firefighters. We will also manage our recruitment programme to ensure that the planned reductions through natural wastage are achieved as planned.	●		As indicated elsewhere in this document.
398 – 401	We will ensure that all operational staff are moved across from the old rank-based to the new role-based structure in line with the terms of the national agreement with the FBU.	●		
403 – 411	We will develop proposals for a range of different working patterns available to firefighters. There will always be a need for a core shift system which maintains 24-hour cover but we will also look at ways in which staff can: • focus on day time, or evening shifts but reduce the commitment to night time working • develop more flexible call out arrangements. • work in more flexible ways so that they are not necessarily based at a single fire station or local office, but could move to different parts of London to address the particular risks faced by different communities. We will implement any changes emerging from this work.	●	● ●	Existing resources in place. To be considered as part of the work.
412 – 413	We will consider making extra payments to recognise skill shortages or special skills which particular staff may develop.	●		Existing resources in place.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
	We will keep these arrangements under review and amend or expand them as appropriate.		●	To be considered as part of the work.
417 – 418	We will make full use of opportunities for carrying out appropriate work at night other than responding to calls for assistance.	●		Existing resources in place.
419 – 422	We will seek to make full use of the particular opportunities which public holidays do provide for work other than responding to calls for assistance, while recognising that public holidays are distinct from normal working days or weekends, and that this will affect what work can be done by staff on duty on those days.	●		Existing resources in place.
426 – 428	We will work to put in place updated and streamlined procedures, which are consistent with the national agreement, for: disputes resolution, discipline, grievance, job performance and attendance.	●		Existing resources in place.
429 – 435	We will continue to do everything we can, including making sure that safe systems of working are always in place, to secure the health and safety of our staff, especially those operational firefighters who may be exposed to hostile environments as part of their work to protect the community.	●	●	Existing resources in place.
Performance management				
438 – 445	We will develop a corporate risk register which we will use, among things, to support development of a business continuity plan. We will put in place improved arrangements in the light of the outcomes from this work.	●	 ●	Included in overall £100,000 budget for corporate risk work. To be considered as part of the work.
Communications				
467 – 473	We will continue to develop and improve how we communicate with Londoners and key stakeholders, in line with our consultation and community engagement strategy.	●		Existing resources in place.

Paragraph in Appendix 2	Action to be taken	Implementation timetable		Resource implications
		2005/06	Longer-term	
Research				
478	We will urge the government, and other stakeholders to agree a research programme which, among other things, would look at: • bringing together research from this country, and indeed around the world, into those factors which increase or reduce risks from fire and the effectiveness of different strategies to reduce those risks. • commissioning additional research into these issues where any significant gaps are identified in current knowledge. • improving our understanding of the complex behaviour of fire, if and when it does break out, including how factors such as human behaviour, the room of origin, the impact of different products/materials can affect how quickly a fire spreads and gets out of control. • looking at the effectiveness and impact of different community fire safety strategies. • quantifying the benefits of installing smoke alarms and sprinkler systems.		●	None for this Authority.
479 – 481	We will discuss with the GLA and other potential partners the scope for joining together to take forward research into London-wide issues of common interest.		●	To be discussed with partners.
482 – 483	We will analyse our own information on performance to improve our understanding of the effectiveness of activities in reducing and mitigating risk.		●	Existing resources in place.
484	We will explore with the academic world and consultants the potential benefits for commissioning some more detailed research work into issues such as: • the effectiveness of specific community fire safety initiatives. • what may help to improve the effectiveness of rescue work (including an examination of the relative impact of rescues by the Brigade, other emergency services, or members of the public themselves). • building on any national study, to look at the relationships between how quickly we attend incidents, and the outcomes of those incidents (in terms of saving lives, reducing injury and minimising property and environmental damage).		●	To be discussed with partners.

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यदि आपको या आपको पहचानने वाले किसी व्यक्ति को यह प्रकाशन बड़े अक्षरों में, ऑडियो टेप पर, ब्रेल में या अन्य भाषा में चाहिये, तो कृपया हमें निम्नलिखित पते पर एक ख़त लिखें। कृपया अपना नाम और पता दें और प्रकाशन का शीर्षक और किस भाषा में अनुवाद चाहिये इसके बारे में जानकारी दें।

ਜੇਕਰ ਤੁਹਾਨੂੰ ਜਾਂ ਤੁਹਾਡੀ ਜਾਣ-ਪਛਾਣ ਵਾਲੇ ਕਿਸੇ ਵਿਅਕਤੀ ਨੂੰ ਇਹ ਪ੍ਰਕਾਸ਼ਨ ਵੱਡੇ ਅੱਖਰਾਂ 'ਚ, ਆਡਿਓ-ਟੇਪ 'ਤੇ, ਬ੍ਰੇਲ 'ਚ ਜਾਂ ਹੋਰ ਜ਼ਬਾਨ 'ਚ ਚਾਹੀਦਾ ਹੈ, ਤਾਂ ਕ੍ਰਿਪਾ ਕਰਕੇ ਸਾਨੂੰ ਹੇਠ ਲਿਖੇ ਪਤੇ 'ਤੇ ਇਕ ਖ਼ਤ ਲਿਖੋ। ਕ੍ਰਿਪਾ ਕਰਕੇ ਆਪਣਾ ਨਾਂ ਅਤੇ ਪਤਾ ਲਿਖੋ ਅਤੇ ਪ੍ਰਕਾਸ਼ਨ ਦਾ ਸਿਰਲੇਖ ਅਤੇ ਕਿਹੜੀ ਜ਼ਬਾਨ 'ਚ ਅਨੁਵਾਦ ਚਾਹੀਦਾ ਹੈ ਇਸ ਬਾਰੇ ਪਤਾ ਦਿਓ।

اگر آپ یا آپ کے کسی جاننے والے کو یہ اشاعتی مواد بڑی چھپائی، آڈیو-ٹیپ، بریل یا اس کا کسی اور زبان میں ترجمہ درکار ہے تو براہ مہربانی مندرجہ ذیل پتہ پر ہمیں خط لکھیں۔ برائے مہربانی اس کے ساتھ ہمیں اپنا نام اور پتہ، مطلوبہ اشاعتی مواد کا عنوان ضرور بھجوائیں، اگر ترجمہ درکار ہے تو مطلوبہ زبان کا نام لکھیں۔

જો તમને અથવા તમારા ઓળખીતા કોઈક વ્યકિતને આ પ્રકાશન મોટા અક્ષરોમાં, ઓડિયો ટેપ પર, બ્રેલમાં અથવા બીજી ભાષામાં જોઈતું હોય, તો મહેરબાની કરી અમને નીચે લખેલ સરનામે એક પત્ર લખો. મહેરબાની કરીને પોતાનું નામ અને સરનામું જણાવો અને પ્રકાશનનું શીર્ષક અને કઈ ભાષામાં અનુવાદ જોઈએ છે, તે બાબત જણાવો.

Borough profiles

The borough profiles form part of the recommended final second London Safety Plan. Each profile gives key facts about the borough and our work there.

There is also information and figures about emergency calls, fires, special services, crime-related incidents, rescues and fatalities.

The profiles are available at:
http://www.london-fire.gov.uk/boroughprofiles

Alternatively, if you are viewing online, use the links below to see the introduction and the sources used and the borough profiles:

- Introduction and sources used [PDF 239kb]
- Barking and Dagenham [PDF 412kb]
- Barnet [PDF 441kb]
- Bexley [PDF 415kb]
- Brent [PDF 450kb]
- Bromley [PDF 416kb]
- Camden [PDF 387kb]
- City of London [PDF 371kb]
- Croydon [PDF 408kb]
- Ealing [PDF 429kb]
- Enfield [PDF 397kb]
- Greenwich [PDF 448kb]
- Hackney [PDF 379kb]
- Hammersmith and Fulham [PDF 424kb]
- Haringey [PDF 427kb]
- Harrow [PDF 457kb]
- Havering [PDF 435kb]
- Hillingdon [PDF 429kb]
- Hounslow [PDF 401kb]
- Islington [PDF 390kb]
- Kensington and Chelsea [PDF 390kb]
- Kingston upon Thames [PDF 414kb]
- Lambeth [PDF 415kb]
- Lewisham [PDF 436kb]
- Merton [PDF 432kb]
- Newham [PDF 411kb]
- Redbridge [PDF 413kb]
- Richmond upon Thames [PDF 425kb]
- Southwark [PDF 419kb]
- Sutton [PDF 407kb]
- Tower Hamlets [PDF 423kb]
- Waltham Forest [PDF 345kb]
- Wandsworth [PDF 416kb]
- Westminster [PDF 392kb]

LONDON FIRE & EMERGENCY PLANNING AUTHORITY

London Safety Plan 2005/08

Appendix 1:
London and its fire and rescue service

London Safety Plan

The London Safety Plan 2005/08 comprises an executive summary and (for 2005/06) an action plan, borough profiles and five appendices, which provide more detail. These appendices are:

Appendix 1 – London and its fire and rescue service
Appendix 2 – The changes in detail
Appendix 3 – Modernisation of the fire and rescue service
Appendix 4 – What we know about risk
Appendix 5 – Our effectiveness

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- on our website at **www.london-fire.gov.uk/saferlondon**.
- on request by writing to: **LFEPA, LSP 2005/2008, FREEPOST SE 1956, LONDON, SE1 7BR**
- by telephoning us on **020 7587 6390**
- by emailing **saferlondon@london-fire.gov.uk**
- using our textphone service on **020 7587 4375**

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London Fire & Emergency Planning Authority

1. The London Fire & Emergency Planning Authority (LFEPA) is one of the functional bodies of the Greater London Authority. Members of the Authority are appointed by the Mayor of London (Ken Livingstone) from the London Assembly (nine members) and the London boroughs (eight members), reflecting the party political balance of each.

2. The mayor appoints the Chair of the Authority who is Valerie Shawcross CBE.

3. The London Fire & Emergency Planning Authority is responsible for London's fire and rescue service. As well as attending fires and road traffic accidents, we enforce laws on fire safety, provide advice on fire safety to the public and to the business community and use our resources to provide assistance at a range of other emergencies. We also carry out various emergency planning activities, including helping the London boroughs to plan for emergencies.

Our services

4. We provide services across the whole of the Greater London area. This means that we run the largest fire and rescue service in the country with over 7,000 staff in total including some 5,850 operational firefighters.

5. We run an extensive programme of enforcing fire safety legislation across London, focusing our efforts on those buildings that present the greatest risks to the public, including those working there. We have developed an increasingly active programme of community fire safety and education, developing close partnerships with the London boroughs and a range of other agencies in the public private and voluntary sectors where working together can help to improve community safety.

6. We have 112 fire stations (plus a river station on the Thames) all of which operate 24 hours a day, 365 days a year. We run 170 fire engines and a further 63 specialist operational vehicles including a number of additional vehicles which we have introduced over the last year to improve our resilience to respond to terrorist attacks or other catastrophic emergencies. All these vehicles are available to attend incidents whenever they may occur. We work closely with the other emergency services to ensure that we provide an effective and co-ordinated response to the public at major incidents.

7. We are very proud to run a well respected and professional service and our staff are key to delivering the improvements we want to make. We will work closely with them when implementing this plan. The health and safety of our staff is, and will remain, of paramount concern and we will continue to do all we can to maintain safe systems of working for all our staff, especially those who in the course of their daily work can be exposed to hazardous environments in order to protect the public.

8. We believe that the fire and rescue service has an important role to play in improving the quality of life in London. We have a borough commander who plans and delivers services in each of the 32 London boroughs (plus the City of London) supported by fire stations and borough teams who deliver our services locally. This structure has enabled us to improve joint working at borough level.

9. A key priority for the borough commanders has been the development of closer links with their borough council, and active participation in local programmes to tackle crime and disorder, social exclusion and economic regeneration. We have also developed a range of partnerships with local agencies where this can help improve community safety. A number of innovative local initiatives have been launched which have shown the benefits which can be delivered from this new structure. Examples of the good and often innovative work being carried out at borough level are shown in each of the borough profiles (which are in a separate document published alongside this plan).

10. We need a range of support services (for example financial, human resources, and legal services) and have also developed several innovative partnerships with the private sector to provide essential support services such as our vehicle fleet (including our

fire engines), the personal protective equipment used by our firefighters, and to release the potential value from our extensive property portfolio spread across London.

11. As the largest Brigade in the country, and because of the nature of the risks within London as the capital city, we play a major role in national developments in the UK fire and rescue service. This is achieved through close working with the government (the Office of the Deputy Prime Minister and Her Majesty's Fire Service Inspectorate), the Local Government Association (which represents fire authorities collectively), the Chief Fire Officers' Association (which represents principal fire officers across the country) and through contacts with a range of bodies such as the Audit Commission and the fire industry.

Mayor's priorities for London

12. The mayor has a vision for London that provides the framework within which he expects us to work, as well as the GLA itself and the other three functional bodies that make up the GLA Group (the Metropolitan Police Authority, Transport for London and the London Development Agency).

13. The mayor's aims are set out in the London Plan which was published in February 2004 (and can be seen on the GLA website: www.london.gov.uk).

14. The way in which our plans can make a significant contribution to supporting some of the mayor's objectives are set out in the annex to this document.

15. For 2005/06 the mayor asked each of the functional bodies, including LFEPA, to make sure that our business plans and our budget submission addressed the following issues:

- plans for implementing the London Plan and the Mayor's other statutory and non-statutory strategies and the policies set out in the mayor's election manifesto
- the implementation of the mayor's Equalities for All service improvement plan, in particular the introduction of the mayor's disability scheme
- plans for dealing with terrorism and other catastrophic events
- plans for supporting London's 2012 Olympic Bid
- plans preparing for the Low Emission Zone, with the aim that this will be in place by 2007
- plans for communicating with Londoners, including using the Londoner and the London Portal.

16. He has also asked LFEPA specifically to address these further issues:

- plans to maintain and develop the risk based approach, concentrating more resources on preventing fires and other hazards, including free help to older people with fire safety in the home
- delivery of a London Safety Plan for 2005/06 with emphasis on partnership working, reducing anti-social behaviour, arson reduction and community engagement
- the continuing development and maintenance of capacity to respond to acts of terrorism and other catastrophic events
- plans for accelerating progress to the employment of a more representative workforce and achieving the 2009 targets of 15 per cent women and 25 per cent black and minority ethnic firefighters.

17. This plan has been prepared alongside our budget for 2005/06 to make sure that our financial plans reflect our plans for service improvements. This plan is also consistent with the mayor's objectives and budget guidance.

Our finances

18. In 2005/06 our revenue budget is £403.4m, plus a £13.3m capital programme. In addition the Authority chose to use £8.5m from its reserves to support

additional expenditure. This budget includes over £2.6m reductions from efficiency savings and £5m savings from modernisation. It also includes some £17.4m to improve our resilience in responding to major acts of terrorism or other catastrophic events.

19. Allowing for government grant and business rate income, this budget represents a notional precept on council taxpayers (Band D) across London of £44.15 a year (or 85 pence a week); a 4.4 per cent increase on the previous year.

20. We consulted separately on our budget proposals for 2005/06 during September and October.

Challenges facing London

21. London is the country's capital city, with a vibrant diverse population and a thriving business community. It is a major magnet for visitors – from both the UK and abroad.

22. Its population has been steadily growing since 1989 and is currently some 7.3 million. The mayor of London, in his London Plan, projects that it will grow by a further 800,000 by 2016. Research shows that it is older people who are most at risk of dying in a fire. Twelve per cent of London's population is aged 65 or over and three per cent of the total population is over 80.

23. There is other research which shows that other groups, such as those living in rented occupation or in areas suffering from multiple deprivation are statistically more at risk of being involved in a fire and of being injured as a result.

24. The London Plan identifies that London has some of the highest rates of poverty in the UK. It goes on to point out that: "London has the second highest unemployment rate in England, after the North East". While the unemployment rate for white Londoners is in line with the rate for white people in the rest of the UK at 5.1 per cent, by comparison the rate for ethnic minorities is 13.5 per cent.

25. This level of poverty and deprivation in London is significant for us, because of the well established link with increased risk from fire.

26. London, as capital city, is the centre of national government. The City of London is a pre-eminent financial centre in the world and the central area contains a concentration of major commercial, retail, entertainment, and cultural facilities. London also has a concentration of major heritage sites. This means that millions of people travel into and around London each day for work, shopping or leisure. The transport infrastructure is therefore a key feature of city life, with road, rail and underground travel all experiencing significant congestion at certain times. This increases the risks associated with travel, which we believe we must always be prepared to respond to.

27. The nature of London as a capital city, means that it is at particular risk from the possibility of major acts of terrorism and so a priority for us is to ensure that we have the resilience to respond to any major acts of terrorism or other major emergency which may occur. This is done in close cooperation with the government, the other emergency services and the London boroughs.

28. London also faces significant challenges in protecting and improving the quality of its environment. There are particular concerns about air quality, noise pollution and waste management. We work closely with the mayor and London Assembly on environmental issues and seek to make sure that all our activities are carried out in a way which protects the environment.

29. There are a number of major developments planned for London which will impact on the risks faced by Londoners. These include:

- Thames Gateway
- Olympics Bid
- Crossrail
- Channel Tunnel and new terminal at King's Cross
- DLR and East London Line extensions
- Heathrow Terminal 5
- Proposed new river crossings in east London.

30. We need to plan to ensure that at design and construction stages the fire safety risks associated with these developments are reduced while also ensuring that we are able to provide an effective emergency response once they have been built and are in use.

London Resilience

31. The London Fire Brigade performs a key role in protecting Londoners from the consequences of terrorist attacks or other catastrophic incidents. Following the terrorist attacks in the USA on 11 September 2001 we have worked closely with the Government, and other partners (such as the mayor of London, the London Assembly, the London boroughs and the other emergency services) to improve our ability to respond to and deal with such incidents.

32. As a result of this work we are continuing to introduce additional vehicles and equipment to help us to perform this role. These vehicles are an integral part of our capability to provide assistance at a range of emergencies (for example they also improve our ability to respond to a major incident at an airport or on the railways) and are available for use at any incident where they can make a contribution. They will not be kept in storage only to be brought out if and when a major incident happens.

33. Funding for these new vehicles and equipment has come from three main areas:

- our budget for 2003/04 approved by the mayor and London Assembly included provision of some £11m to meet the costs of the vehicles, equipment, personnel and training we need to improve our capacity to respond to these types of events. We also agreed with the and Assembly that this would need to rise to £19.5m (including capital) in 2004/05 and £17.4m (including capital) in 2005/06 and these remain our plans

- the government has provided the Brigade with 10 purpose built Incident Response Units, which have the ability to handle mass decontamination of the public. These vehicles and their equipment have been purchased centrally by the government for use by the Brigade in London. They have been paid for from the £53m of funding provided by the government to provide a national public mass decontamination capacity

- last year the government provided us with equipment to the value of £2m to make immediate improvements to our capacity to respond to these types of events. A range of other specific grants have also been made available by the government and we understand there may be further funding and equipment to come, but the details are not yet known.

34. This substantial expansion in the services we provide required some increases in staffing to improve our resilience, but we minimised this by crewing some of these additional vehicles in other ways such as alternate crewing (that is when the crew of one appliance move over to operate a different vehicle as and when necessary).

Equalities and diversity

35. A key priority for us is to develop our services in a way which is sensitive to the differing needs and aspirations of different parts of London's diverse communities. In order to engage with each of those communities effectively we must develop and maintain a workforce which is representative of the communities we serve. This will not only help us to provide more responsive services, but will also help to build confidence in each community that we understand and respect their particular situation and concerns.

36. We will continue to develop programmes, working in partnership with other agencies, to ensure that we not only meet these objectives, but can also show that we are meeting them. For example, we were one of the first organisations to have put in place arrangements to collect information which will enable us to monitor the number of lesbians and gay men among our staff who are open at work about their sexuality.

37. We have worked closely with the GLA and the other functional bodies on equality and diversity issues and have jointly agreed:

- to consider the possible need for a London Equality Standard
- a target to meet Level 5 (the top level) of the Equality Standard for Local Government (as developed by the local authorities' Employers Organisation).
- to adopt the social model of disability, which recognises the barriers placed on disabled people by social organisation and commits us to challenging and removing those barriers where possible
- to strive to become "exemplary employers"
- to work together to improve our approaches to community liaison and to deliver a more joined up approach, including improvements in information sharing
- to work together to develop and improve our approaches to assessing the impact of our activities on different parts of the community and to develop appropriate support and training for our staff
- to adapt the Commission for Racial Equality's toolkit for auditing race equality to address the areas of race, sex and disability.

38. We published our first Race Equality Scheme in May 2003 and are updating it annually. We will continue to publish annually monitoring information by racial group about our staff, and those who apply to join our organisation.

39. We have also developed arrangements through our procurement strategies and GLA led arrangements to:

- ensure that our contractors are sensitive to the needs and aspirations of London's diverse communities
- encourage London's diverse business communities to apply for Authority contracts, and ensure that our contract strategies facilitate and encourage such applications
- promote equality of opportunity to all our contractors including collecting evidence to show their commitment.

40. We will monitor the success of these arrangements, and review and improve our procedures where necessary in the light of the information we collect.

Annex: **How our plans support the mayor's aims**

The mayor has a vision for London that provides the framework within which he expects the London-wide bodies that make up the GLA group to work. The mayor's vision for London is of an exemplary, sustainable, world city and is based on three underlying principles. These are strong and diverse economic growth; social inclusion to allow all Londoners to share in London's future success; and fundamental improvements in environmental management and use of resources.

In order to achieve this, the mayor's aims are as set out in the London Plan. In the table below we show how we can make significant contributions to some of the mayor's supporting objectives.

Mayor's aims	**Key supporting objectives to which we can make a significant contribution**	**Our route**
To accommodate London's growth within its boundaries without encroaching on open spaces	➢ promote London's polycentric development and a stronger and wider role for town centres to meet the full range of needs including shopping, leisure, housing, local services and jobs and to strengthen their sense of identity	London Safety Plan
	➢ foster sustainable and mutually beneficial relationships with neighbouring regions	Cross border working
	➢ prioritise areas for regeneration in which spatial, economic, and social services should be better co-ordinated and the objectives of the neighbourhood renewal programme promoted	Local partnerships
	➢ improve suburban areas through better access more co-ordinated services and measures to enhance sustainability	Local partnerships
To make London a better city for people to live in	➢ improve the quality of Londoners' lives and the environment through better designed buildings and public spaces	London Safety Plan
	➢ achieve targets for new housing, including affordable housing, that will cater for the needs of London's existing and future population and give more people who need it access to homes they can afford	Community Fire Safety
	➢ address the differing needs of London's diverse population	Equality impact assessments
	➢ promote public safety, including design measures that improve safety in buildings and the public realm	Fire Safety
	➢ create a cleaner, healthier and more attractive environment in all parts of London from the suburbs to the centre	Environmental policy
	➢ improve, by working with partners, including the community and voluntary sectors, the availability of quality local services particularly education and health	Local partnerships
	➢ provide the spatial framework for the mayor's culture strategy and enhance the cultural assets of London, encourage development of new facilities in new areas building upon racial and cultural differences that reinforce London's diversity.	London Safety Plan

Mayor's aims	Key supporting objectives to which we can make a significant contribution	Our route
To make London a more prosperous city with strong and diverse economic growth	➢ Provide the spatial framework for London's economic growth and regeneration to realise the mayor's economic development strategy	London Safety Plan
	➢ Create and maintain an adequate infrastructural base for London's financial and business services sector as its chief engine of economic growth and jobs creation	London Safety Plan
	➢ Enhance London's world, European and national role through attracting industries and tourism, improving strategic transport links collaborating with other world cities, European and regional neighbours	London Safety Plan
	➢ Create incentives and opportunities to stimulate the supply of suitable floorspace in the right location to accommodate economic growth	London Safety Plan
	➢ Strengthen the diversity of London's economy, provide for small and ethnic minority businesses and encourage local enterprise including social enterprise throughout London	Procurement strategy
	➢ Support emerging dynamic sectors of growth and innovation, such as green and creative industries, and encourage information technology and research, and the development of business intelligence in London	Procurement strategy
	➢ Sustain and promote the rapid expansion of leisure and cultural industries that are both key to London's economy and are the most rapidly expanding sectors of its population's expenditure.	London Safety Plan
To promote social inclusion and tackle deprivation and discrimination	➢ Tackle concentrations of deprivation with the aim of ensuring that no one is seriously disadvantaged by where they live within 10-20 years	London Safety Plan
	➢ Tackle discrimination, building on the economic and cultural strengths of London's diversity and building a London that is more accessible to disabled people	London Safety Plan
	➢ Provide a framework for the spatial policies and decisions of learning, health, safety and other key social and community services.	London Safety Plan
	➢ Ensure that local communities benefit from economic growth and are engaged in the development process	London Safety Plan Consultation & engagement strategy Local partnerships
To improve London's accessibility	➢ Provide the spatial framework for the development of London's transport system to ensure that development supports the mayor's Transport Strategy	London Safety Plan
	➢ Improve and expand London's public transport through increased and phased investment in services and infrastructure	London Safety Plan

Mayor's aims	Key supporting objectives to which we can make a significant contribution	Our route
	➢ Minimise the need to travel and the growth of journey lengths	London Safety Plan
	➢ Improve international, national and regional transport access to London, including airports and ports	London Safety Plan
	➢ Integrate development with public transport to ensure that there is a proper fit between development and the capacity of the public transport network to service it over the period of the plan, taking appropriate opportunities to intensify the use of land where current or future transport capacity allows and to connect Londoners to employment opportunities	London Safety Plan
	➢ Tackle congestion through levels of restraint of car use appropriate to different parts of London and the provision of alternatives, including the improvement of access on foot and cycling and better and safer facilities for pedestrians and cyclists	London Safety Plan
	➢ Improve the sustainable movement of freight within and around London, making more use of water and rail	London Safety Plan
To make London a more attractive, well-designed and green city	➢ Provide the spatial framework to achieve better use of resources and improvements to the environment in support of the mayor's environmental strategies	London Safety Plan
	➢ Promote a range of actions to achieve the wider environmental sustainability of a growing London, including radical improvements in the use of energy, the treatment of waste, the reduction of noise pollution, the improvement of air quality and the promotion of biodiversity	Environmental policy
	➢ Address issues of climate change and ensure that the environmental impact of a growing London does not contribute to global warming	Environmental policy
	➢ Deal with flood risk and water resource issues at an early stage, especially in the Thames Gateway region	London Safety Plan
	➢ Encourage and support the development of green industries	Procurement strategy
	➢ Make the fullest and most sustainable use of resources including land, water, energy and construction materials	Environmental policy
	➢ Protect and enhance the quality of the townscape, through historic conservation and enhancing the public realm, open spaces and waterways, and create new resources, recognising their increased importance in a compact city	London Safety Plan
	➢ Enhance world class heritage assets, including World Heritage Sites and Royal Parks	London Safety Plan

Mayor's aims	Key supporting objectives to which we can make a significant contribution	Our route
	➢ Achieve the highest quality of urban design, including for high buildings and the management of strategic views in London	Fire safety
	➢ Enhance the use and environment of the Thames and the Blue Ribbon Network	London Safety Plan

LONDON FIRE & EMERGENCY PLANNING AUTHORITY

London Safety Plan 2005/08

Appendix 2:
The changes in detail

London Safety Plan

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Setting policies and standards for London's fire and rescue service

Headline targets for the next five years

1. In appendix 5 – *Our effectiveness* we review the progress we have made in meeting our headline targets for the five years from April 2000 to March 2005. We also look at the lessons learned from our experience in trying to meet these targets.

2. We have now decided on some new headline targets which will run for the period up to March 2010.

3. The headline targets are:

We want to protect the community from the effects of fires and other emergencies and to prevent deaths and injuries from fires. We're working hard to reduce the number of fires where death or injury is most likely to happen. By 2010 we aim to:

- reduce accidental fires in people's homes by five per cent
- reduce the number of accidental-fire related deaths in the home by 20 per cent
- reduce deliberate fires by 10 per cent
- reduce hoax fire calls (malicious false alarms) by five per cent
- maintain our current performance for how long it will take for the first fire engine to arrive at an incident (65 per cent in approximately five minutes and 90 per cent in approximately eight minutes) but consider whether it would be appropriate and practicable to move towards a more even attendance
- set a new standard that, where a second fire engine is needed, it will arrive within approximately eight minutes on 75 per cent of occasions and within approximately 10 minutes on 90 per cent of occasions.

Accidental fires in the home

4. The target reflects the priority the government has given to reducing deaths from accidental fires in the home, and the fact that much of our community fire safety work is geared towards reducing fires in the home.

5. Experience over the last five years has shown the difficulty in reducing the number of these fires. We cannot directly stop fires breaking out. Rather we have to work (often in partnership with others) to change people's behaviour if we are to succeed in reducing the number of fires in people's homes.

6. We consider a five per cent target reduction over the next five years is a challenging target given that:

- the number of fires in people's homes has been rising over the last five years
- the number of households in London is growing (from 2.9m in 2000 to over 3m in 2003)
- the mayor's 'London Plan' projects that the number of households will grow by 336,000 over the next fifteen years (equivalent to an extra 22,400 households a year)

Fire deaths

7. This target directly reflects the national target[1] set out in the National Framework for the fire and rescue service recently published by the government.

Deliberate fires

8. This target also reflects the national target[2] set by the government.

[1] To reduce the number of accidental fire related deaths in the home by 20 per cent averaged over the 11 year period to 2010 compared with the average recorded in the five year period to 1999 – with no local authority fire brigade having a fatality rate more than 1.25 times the national average by 2010.

[2] To reduce by 10 per cent the number of deliberate fires by March 2010 from the 2001/02 baseline.

Hoax calls

9. We have already achieved a 20 per cent reduction in hoax calls and believe that it will become progressively more difficult to reduce this figure further.

10. We therefore believe that a further five per cent reduction over the next five years is achievable, but challenging.

11. We will keep this under review and, if better progress is achieved, we will increase the target reduction accordingly.

Attendance standards

The first fire engine to arrive

12. We will maintain our current performance for 2005/06 for how long it will take for the **first** fire engine to attend an incident. That means a target of 65 per cent within approximately five minutes and 90 per cent in approximately eight minutes.

13. Our current performance is a result of the old recommended national standards, which meant that in central and inner London we aimed to get the first fire engine to an incident within about five minutes; in most of the suburbs we aimed for the first fire engine to arrive within 10 minutes, while in the outer, more rural, parts of London the target was within 20 minutes.

14. In the longer term we will look at whether moving towards a more even attendance standard for the first fire engine would provide improved cover against the risks we have identified (see 'Better Buildings', starting at paragraph 278).

15. Any improvement in the speed with which the first fire engine arrives is dependent on where those fire engines are based; and improvements would need to be phased over a period, linked to a programme of station redevelopment or agreement to find other places where we base a fire engine, for example through sharing sites with another agency (as we already do).

The second fire engine to arrive

16. A key part of the improvements we are making in this plan is to begin to even out how long you can expect to have to wait for the second appliance to arrive at an incident.

17. This can be an important issue as two crews are needed to deal safely with many fires, particularly those from which we need to rescue people.

18. The old national standards only set standards for how quickly the second fire engine arrives for what were known as 'A' and 'B' risk areas. In London these were mainly the areas around the City of London, the West End and parts of the inner suburbs and they covered only 12 per cent of Greater London's area.

19. For the rest of London, while we always sent two appliances to reported property fires, there were **no** standards for how quickly it should arrive.

20. We believe that the speed with which the second fire engine arrives is important, and so we believe that a standard should now be set which does cover the whole of London. And because the life risk from fire and other emergencies is spread relatively widely across London, we also believe that we should move towards setting a single standard for how long you can expect to have to wait for this second fire engine to arrive – no matter where in London you live our work.

21. In this plan we have set the standard that, where a second fire engine is needed, it will arrive at incidents within approximately eight minutes on 75 per cent of occasions and that it will arrive within approximately 10 minutes on 90 per cent of occasions.

Measuring our performance

22. It is also worth pointing out that the way in which performance against the old national standards was measured did not provide a full picture of the services we provided.

23. The old standards only covered calls to fires (not road traffic accidents or other emergencies) and excluded a substantial number of fire calls. For example

calls in an area where the nearest fire engine(s) had already been called out to another emergency were not counted in the reported figures (former Best Value performance indicator 145(c)).

24. Now that the old, prescriptive national standards have been withdrawn our new standard will provide a much more reliable indicator of how we are performing.

25. It will include all calls we respond to – fire or other emergencies and whether or not we were already attending other calls in the vicinity. In other words, it will measure all of our activity, not just the 35 per cent to 40 per cent measured by the old national indicator.

Other issues

26. We believe that it is important to keep these headline targets to a small number of readily understood targets; otherwise they are unlikely to be remembered by our staff and to achieve their main objective of providing a clear focus for our work over the next five years.

27. Other issues (for example injuries from fire, smoke alarm ownership, false alarms from automatic equipment) will remain as local performance indicators, with associated targets for improvement and regular reporting of performance.

Performance improvement targets for 2005/06

28. We have a wide range of performance improvement targets, which support these headline targets.

29. These improvement targets cover areas such as:

- the speed with which we answer 999 calls
- the number of different types of fires
- the number of different types of false alarms
- the number of road traffic accidents we attend
- the other types of incidents at which we provide assistance
- availability of appliances and crews to attend incidents and how quickly they arrive
- emergency planning
- fire safety regulation
- workforce composition including women and black and minority ethnic staff in our workforce
- sickness absence
- ill-health retirements
- staff turnover
- workforce health & safety
- financial administration
- citizen satisfaction.

30. The full list is shown in appendix 5 *Our effectiveness*, together with the latest information available on our current performance (for 2003/04). The targets for 2005/06 will need to be reviewed in the light of the final outturn for 2004/05.

31. Progress against each of these targets will be monitored regularly, and reported annually in our Best Value Performance Plan (published in June each year).

Performance indicators for 2005/06

32. A number of new best value performance indicators are being introduced for fire and rescue authorities from 2005/06 and we are currently in the process of gathering historical information, where available, to assist us in developing targets for 2005/06 and beyond.

33. We will be reviewing the range of indicators for 2005/06 as part of the preparation of our Best Value Performance Plan for 2005/06. This will include any changes to our local measures (LFPIs), which are reviewed annually. The final list of performance indicators and targets for 2005/06 will be published before the end of June 2005.

Protection, prevention and risk management

Reducing accidental fires in the home

34. Achieving a reduction in the number of fires in the home depends on making contact with the people who are most at risk, and then persuading them to take action to reduce the risks they are facing and/or taking direct action ourselves.

35. We will continue to run a programme of activities, including schools visits, talks to local

communities, taking stands at local shopping centres or local events to promote three key messages:

- **prevention**: how to stop a fire happening in the first place
- **detection**: install a smoke alarm and ensure that it is working (checking the batteries every six months)
- **escape**: develop an escape plan so that you and your family know what to do to escape safely should a fire break out in your home.

36. We will continue our efforts to persuade developers and the government to:

- install hard wired smoke alarms in all new homes (so that they are working at all times and not dependent on batteries – which people often remove or fail to check);
- include domestic sprinkler systems in building regulation requirements for those new or refurbished premises where the risks justify it. Modern systems are reliable and rarely cause unwanted damage, but are very effective in limiting fire spread and fire damage.

37. We will work with local boroughs and housing associations and registered social landlords, to encourage the installation of smoke alarms in all social housing.

38. We will continue to develop local partnerships with agencies in the public, private and voluntary sector where these can help to promote fire safety. In particular we will try to develop closer working with landlords in the public and private sectors given that accidental fires are more likely to break out in rented accommodation.

39. We will also continue to try and make sure that our fire safety messages reach older people, who are at greatest risk of dying in a fire. While gaining access to older people is not particularly difficult normally, there can be difficulties in contacting some older people at higher risk who usually remain more remote from society, possibly because of the fear of crime, mobility difficulties, or for other reasons. Joint working with other agencies can help to improve access to these people.

40. Some examples of good practice in developing effective partnerships to help improve community safety are described in the borough profiles.

Home fire risk assessments

41. We will build on the programme of home fire risk assessments which we introduced last year, and have set a target to complete 25,000 such assessments by our staff in 2005/06. This programme includes:

- carrying out home fire risk assessments by firefighters in people's homes. This programme will be targeted at those people who we know to be at particular risk of dying in fires. This means that it will continue to focus on those people with mobility problems, particularly older people living alone, smokers, people living in rented accommodation, those with mental health problems, those with alcohol or drug dependencies and those for whom English is not their first language (in particular asylum seekers). We will also place a high priority on home fire safety checks and other community safety measures in high rise buildings, particularly those that appear to be less well managed or maintained.
- where we find that no smoke alarm is fitted, we will offer to install one, or provide information about where to get hold of a smoke alarm and how to install it
- we will also offer home fire safety checks to those people who have had a fire, and their neighbours. This is important given the findings of the 2001 British Crime Survey, which indicated that people who had suffered a fire in their home were more likely than the average to suffer a second fire within 12 months.
- we will develop closer working relations with local community centres for older people etc., where fire officers from local fire stations will visit periodically

and arrange home fire safety checks and promote smoke alarm ownership and maintenance.

42. In early 2004, the government allocated this Authority some £760,000 over two years from its Community Fire Safety Innovations Fund to support this work and help to reduce the number of deaths from accidental fires in the home.

43. We are using this grant in two ways. First, we set up a team of five community safety officers who help us to continue to forge partnerships with health and social care providers who have contact with those people who we know are most at risk from fire. They encourage those other agencies to let us know about people they are in contact with who would benefit from a home fire safety check. We also aim to raise awareness among their staff of risk factors so that they can make referrals, where appropriate, for a home fire safety check.

44. Second, we have set up a separate team of home fire safety practitioners who can carry out home fire safety checks where this is not practicable for other agencies or for the local fire station.

45. We have set up a call centre to enhance our ability to distribute referrals to our own personnel, thereby delivering a more effective and efficient service to the community. We shall review during 2005/06 the success of all the current arrangements for home fire safety checks, including those we have set up with grant funding, and look at how best they should continue once the initial ODPM grant support runs out in March 2006.

46. The government announced in late 2004 more money for fire and rescue authorities to carry out home fire safety checks and fit free smoke alarms and, where appropriate, automated fire suppression systems. The amount available to London is a total of £5.1m over four years.

47. This funding will be used at a borough level and will be targeted at geographically defined risk groups to reduce fire losses, deaths and injuries. In addition to the programme of visits by our own staff, the funding will, in part, be used to train and accredit other agencies, including the voluntary sector, to carry out home fire safety checks and fit free smoke alarms to our standards. Working with these other agencies, we can reach vulnerable people more effectively. Further, using somebody who is already well known is less threatening to the person whose home is being assessed, particularly if that person is elderly or vulnerable and reluctant to let a stranger into their home – even if the stranger is a firefighter.

Houses in multiple occupation

48. We recognise that houses in multiple occupation present a special risk to people in London and are committed to working together in partnership with London's local authorities to continue to improve fire safety in these premises. This will include:

- responding to statutory consultations from the boroughs before they serve notices under the Housing Act
- carrying out joint inspections of houses in multiple occupation, where appropriate, following requests from the boroughs
- undertaking fire safety initiatives, such as one with Westminster, to identify unknown premises with accommodation in multiple occupation.

Working with young people

49. We will continue our schools education programme with visits by school liaison officers aimed at primary school children in years 2 and 6. These visits are targeted at schools in those areas with a higher rate of fires and put across key fire safety messages in a way which is linked with the national curriculum. We aim to reach an audience of 110,000 pupils during 2005/06.

50. The specialist team are supported by visits from the local fire station to reinforce the fire safety messages. They are ideally placed to reinforce the home fire safety messages, encouraging children to communicate this message to their parents, relatives or carers, and to make sure the safety of older relatives and neighbours is considered. They can also help increase children's awareness of the benefits of the fire and rescue as a possible future career.

51. We are also working in partnership with secondary schools on a number of community safety initiatives (for example, Prison! Me! No Way!) In future years, if we can find the money, we will develop a package that will support an extension of our schools programme to cover secondary schools.

Reducing non-accidental fires

(a) Juvenile firesetters intervention scheme

52. Last year there were over 2,300 non-accidental fires in the home, as a result of which 11 people died and over 250 were injured. A majority of the people who died harmed themselves deliberately, and others were the victims of crime.

53. However we know that children with a fascination for fire started a significant number of these fires. We will therefore continue our programme to work with those young people most likely to start fires in the home.

54. The scheme is aimed at children and young people aged up to (and including) 17 years. The way the scheme works is that advisors identify the fire risk that the individual concerned presents, and seek to address that risk. Other problems that may present themselves are referred to the appropriate agency.

55. Since the scheme started in late 2001, our advisors have visited 700 young people in their homes, only two per cent of whom were reported as returning to firesetting during the evaluation period.

56. We believe that there are real benefits in continuing this juvenile firesetter intervention scheme. These young people are not *potential* firesetters; they have a history of setting fire and constitute one of the highest risk groups for the Authority and their families, friends and neighbours.

57. We will work to respond to any new referrals as quickly as possible, aiming to make initial contact from the local fire station within 24 hours in the first instance with follow-up visit(s) by our specialist volunteer advisors from our own staff.

58. Currently, demand for the scheme is exceeding the resources available to support it. The scheme is being externally evaluated and we will consider the results of that evaluation to see how best to support the scheme.

(b) Arson reduction

59. Non-accidental fires outside of the home account for a much smaller number of deaths than fires in the home and result mostly from crime or suicides in vehicles. The number of fires of this type is a problem, as it makes up some 70 per cent of all such fires attended.

60. Not only is this a drain on our resources but, more importantly, it also has a significant adverse impact on local communities. For example, the presence of burnt out cars and derelict buildings can act as a catalyst for more serious crime. It also leads to the impression of a community which is not well cared for, which in turn can lead to an increase in graffiti, fly tipping and other anti-social behaviours.

61. For many years, arson was seen as a problem that was dealt with by the police and other specialist agencies; our role being seen as dealing with the consequences of arson, rather than preventing arson or working with arsonists to reduce re-offending.

62. We now work actively, however, to try to prevent such crimes. We work with local authorities and the police, as part of crime and disorder reduction partnerships, to raise the profile of this type of crime and to play our full role in helping to tackle arson – through prevention work as well as extinguishing the fires.

63. While work to challenge and reduce arson is carried out at local level, we have set up an arson Reduction team to develop and coordinate an overall strategy to tackle arson.

64. The benefits of this team's work have been recognised by the government sponsored Arson Control Forum who have provided financial support for the team until the end of 2005/06. We shall seek to continue this funding beyond that date, if possible.

65. The team will work in those boroughs with the highest frequency of deliberate firesetting and arson. Twelve London boroughs, including Tower Hamlets, Newham, Southwark and Hackney, have been identified as priorities. Our aim, when working in these boroughs will be to:

- reduce vehicle fires, both primary fires (stolen cars and fraudulent insurance claims) and secondary fires (that is those in abandoned vehicles)
- reduce deliberate firesetting, specifically targeting refuse chambers, street refuse, street furniture and skip and bin fires
- develop partnerships with the boroughs, neighbourhood wardens, youth engagement projects and the police
- raise awareness of arson issues, both among our own staff at station and borough level and externally within the community and other public agencies.

Other work with young people

66. In recent years we developed as part of our community engagement work in Tower Hamlets an initiative known as the local intervention fire education (LIFE) scheme. This week long course is targeted at young people and run by firefighters from the local fire station. Their intervention has been carefully designed to improve the young peoples' life and citizenship skills.

67. In 2004/05 the scheme was operating in six London boroughs – Islington, Brent, Camden, Westminster, Redbridge, Barking and Dagenham. These boroughs were chosen on the basis of their risk profile and the incidence of deliberate firesetting. It is intended to roll the scheme out into additional boroughs during 2005/06, subject to the necessary external funding being available.

68. We have also been working with the Prince's Trust, initially in Hounslow and subsequently extended to Tower Hamlets and Islington, on a volunteer programme which provides a 12-week personal development course designed to help unemployed young people improve their skills and become better equipped for employment. This is designed to help the young people to achieve full time employment, job-related training or enter further education. Each team comprises a mix of young people; with typically 10 to 15 youngsters from differing backgrounds, aged between 16 and 25.

69. This programme engages some of the hardest to reach young people in society, enabling us to hit the right target audience and achieve measurable results. In 2003/04 we ran three Prince's Trust courses in Hounslow and 37 young people successfully completed the course.

70. We are currently developing an overarching Youth Engagement Strategy setting out how we can integrate all schemes such as LIFE and Prince's Trust and mainstream them into the Authority's community fire safety activities. A key factor in this strategy will be the need to secure long-term sustainable funding, as the rate of further growth of such schemes is currently dependent on the acquisition of further funds.

Reducing the impact of fires

Fire safety regulation

71. The Authority's statutory fire safety responsibilities fall into three broad categories:

- **enforcement of legislation** – primarily the Fire Precautions Act 1971 (under which we issue fire certificates for premises put to certain designated uses), Fire Precautions (Workplace) Regulations 1997 and Petroleum (Consolidation) Act 1928
- **consultation** (by other enforcing authorities – usually the borough council – on issues such as building control and entertainment licensing
- providing **non-regulatory advice.**

72. Through these activities, we have recorded information about some 160,000 buildings on our fire safety database.

73. The Fire Precautions (Workplace) Regulations 1997 overlap to some extent the Fire Precautions Act

but they embody a different approach to fire safety enforcement.

74. While the Fire Precautions Act is prescriptive (we decide what safety measures are needed), under the Workplace Regulations the onus is on the employer/owner to identify fire safety standards and ensure that they are met. Guidance is provided to help them with this task and the Authority undertakes regular inspections to monitor and enforce compliance.

75. Premises which have been inspected are risk graded according to their primary use and the standards of fire safety and general management we find within the building.

76. High risk premises are subjected to frequent and comprehensive re-inspections. Medium and low risk premises are checked on a sampling basis. In addition, each year we set a target for the number of previously unknown workplaces to be inspected and risk graded (7,800 in 2005/06).

77. The Fire Precautions Act 1971 and Workplace Regulations are expected to be repealed in 2006 when the Fire Safety (Regulatory Reform) Order is introduced. The main aim of this Order is to simplify and rationalise fire safety legislation which is currently covered by numerous pieces of legislation.

78. The new Order is based on the risk based principles of the Workplace Regulations. The Order will apply, however, to more premises, including for example the self-employed and voluntary sector. This means that the number of premises in London for which this Authority will have this enforcement responsibility will be substantially increased.

79. The Authority will be responsible for enforcing the new Order, which involves advising property owners on how to comply with it and inspecting properties on a risk based approach to ensure compliance, taking enforcement action as necessary.

80. We will use enforcement powers in appropriate cases, where we feel that employers/owners have failed to take proper action to protect people. This will ensure that statutory obligations are fully met by those responsible and that the public is protected from the risks of fire as far as possible whether at work or leisure.

81. For premises owned or occupied by the Crown, the enforcement responsibility rests with Her Majesty's Inspectorate of Fire Services. We will remain keen to cooperate with the Inspectorate wherever this will help to advance the safety of people who use those premises.

82. We recognise that self-assessment and self-compliance with fire safety may be a potentially daunting task for people without technical knowledge of fire safety systems, or those new to the issue of fire safety management. An occupier or owner will need clear and concise (but comprehensive) guidance on how to comply with the law. We will provide this.

83. The process will be less bureaucratic than issuing fire certificates, freeing up our staff to promote and advise on fire safety instead of administering and enforcing the current legislation. Fire station staff as well as specialist fire safety officers will increasingly be involved in the risk assessment process particularly in gathering intelligence about the premises in their area and inspection of lower risk premises.

Risk based inspection programme

84. Our staff carry out workplace fire safety checks to ensure that building managers and occupiers are complying with fire regulations. We have a risk based fire safety inspection programme and every workplace we check is risk graded and given a score of between 10 and 90, where 90 is the highest risk. For example, so far 1,440 workplaces in Croydon have been categorised (there are 8,866 non-domestic buildings in Croydon).

85. High-risk workplaces (those with a score of 60 and higher) get a regular re-inspection (every six months for the highest risk). A random sample of the medium and low risk workplaces is inspected each year. The percentage sampled is dependent on the risk score and the workplace use. We are also continuing to inspect and risk grade previously unknown workplaces.

86. We are currently reviewing the way we deal with risk. Our new fire safety management computer system

will help us to build up a better picture of the risk profile of London which in turn will enable our staff to be intelligence led in their approach to preventing fires before they start.

Information systems

87. To support this new approach to fire safety, we are implementing a new computer system to handle the information about risks presented by buildings and to manage the inspection programme.

88. The new system incorporates improved management information about, among other things, our schools liaison work, juvenile firesetters programme and fire safety work carried out by fire stations. This will help us to develop a better integrated system covering our prevention and protection work and help us target our activities more effectively at where they can have the greatest impact on reducing risk and improving safety.

89. We are planning to link the new system electronically within the Authority so that we can establish a comprehensive buildings database covering a range of our activities, including operational response and statutory and community fire safety work. It is hoped that similar links will be developed with other enforcing authorities to streamline the exchange of information and consultation on fire safety and related issues. It is also hoped to develop web based facilities to e-enable a number of transactions between the public and the authority. This will support our work to meet government targets to make all our services available electronically by December 2005.

Building and equipment safety

90. We will continue to work with bodies and groups with an interest in fire safety issues to develop and evaluate effective fire safety technologies and management systems (for example, the development of radio-based fire alarm technologies, alternative venting systems, new materials (ETFE[3] roofing), innovative building evacuation strategies such as lifts for means of escape, and premises information boxes.

91. We will continue to lobby for improvements in standard building design codes to incorporate proven fire safety technologies including the provision of fire sprinkler systems in high risk premises. We are currently collating information to inform the review of building regulation standards in relation to certain occupancies, for example, schools, residential properties and self-storage warehouses.

92. We also continue to be represented on British Standards Institute committees (which set national standards) and have successfully influenced recent standards.

93. We will continue to work with building control authorities and major developers to ensure effective fire safety design in an increasing number of new and complex building projects in London. All major London fire consultants and building control bodies continue to form part of our working relationship. We also participate in liaison groups with the London District Surveyors' Association and the Association of Consulting Approved Inspectors.

Compressed gas cylinders

94. We regularly attend fires where there are cylinders containing compressed gases, and recognise that these present particular risks to the public and our firefighters.

95. We have therefore put in place safe systems of work at these incidents which involve the evacuation of the immediate area, sometimes for up to 24 hours depending on the nature of the incident (acetylene cylinders in particular cause longer-lasting risks). Clearly such an evacuation can have a considerable impact on local businesses and residents.

96. We will therefore continue to lobby government and industry to replace use of acetylene with a safer alternative, or to improve controls over the use of acetylene through the introduction of more stringent safety legislation. We will also continue to explore ways in which, where cylinders are kept, we can ensure that they are safely stored and clearly identified.

[3] Ethyl Tetra Fluoro Ethylene foil

Third party accreditation

97. Under workplace safety law, the 'responsible person' at any premises (usually the employer) has to employ 'competent persons' to assist in undertaking various safety measures, including installing, maintaining and monitoring fire safety systems. People are deemed 'competent' where they have sufficient training and experience or knowledge and other qualities to enable them properly to assist in undertaking those measures.

98. Although there will be cases where a responsible person will be able to identify and put in place an appropriate fire safety solution in their premises unaided, in many cases they may employ professionals from the private sector to advise them. They may also need to employ contractors to supply and fit fire safety systems and equipment.

99. The technological complexity of fire safety measures is increasing, and we believe that people need some way of knowing that the equipment they are being supplied with, the quality of work on equipment installation and the advice they are receiving are all up to a safe and professional standard.

100. For those minded to seek and pay for professional assistance (for example in carrying out their risk assessments and designing a fire safety solution for their premises) there is a wide choice of suppliers and consultants in the market. There is however, currently no consistent and reliable way for the customer to evaluate quality and reliability of the products and services on offer. With the transition towards self-compliance under way, there is considerable scope for sub-standard supply and the mis-selling of products and services in the fire safety market.

101. To provide reassurance on these quality issues, we believe that would be clear benefits in developing third party accreditation for:

- fire safety systems (including automatic fire alarms)
- fire safety equipment
- fire safety consultancy services.

102. This would help to maintain a consistent standard for those businesses participating in the scheme, and support the identification and exchange of best practice in completing risk assessments and making buildings safer.

103. We believe that third party accreditation would provide the following benefits for the fire safety industry and those who use its products:

- assisting users of fire industry systems and services in making and informed choice
- assisting owner/occupiers in meeting the need for fire safety systems that are fit for purpose
- helping responsible persons to show that they applied due diligence in procuring and maintaining fire safety systems of appropriate standard
- raising the level of competence in the fire industry and the wider fire safety community
- promoting greater efficiency and competitiveness in the fire industry through development of products that comply with harmonised standards and development of qualifications for people who design, install, commission or maintain fire safety systems.

104. We have worked with the Chief Fire Officers' Association (CFOA) to promote third-party certification schemes. We have signed up to the CFOA policy which positively promotes third-party certification schemes, through partnerships, as an essential element for all passive and active fire protection systems and products.

105. We cannot require people to use such third-party accreditation, however we do believe the end user will get better protection and better value from using accredited companies.

Other prevention work

106. Our duty to protect people involved in road accidents is brand new, and we need to consider carefully, in discussion with others, what we might do to reduce the number of these accidents, and the injuries they cause.

107. We therefore will not be starting any new initiatives this year for prevention work other than for

fires, for example in relation to road traffic accidents.

108. As we develop local and London-wide partnerships we will do what we can to support other agencies (for example the boroughs, or the police and ambulance services) where our involvement can help to improve community safety.

109. We will carry out a programme of consultation and engagement during 2005/06 with these partners, the public and other stakeholders to explore areas where we might play a useful role in preventing, or reducing the impact of, incidents other than fires. We will set out any proposals which emerge from those discussions in our action plan for 2006/07.

Resilience and new dimensions

110. We will continue to make significant investment to improve our resilience to respond to catastrophic acts of terrorism or other major disasters, working closely with the Government to introduce new vehicles and equipment including bulk foam carriers, hose laying lorries and bulk water carriers. This equipment will also be available to enhance our day to day operational capability.

111. We have worked with partner emergency services to identify the most likely areas that an attack might take place. We have put our specialist vehicles into stations that are outside of these areas, but in a position to be able to respond quickly to them. In this way we think we can reduce the chance of our important response vehicles and equipment being affected by any attack, thereby making them unusable.

112. We will continue working to improve the protective wear for our staff operating in hostile environments. We will also continue to work with our emergency service partners and other service providers in London and participate in joint exercises to assess our preparedness. We will continue to make sure that our staff are competent to use this equipment and to operate safely in the event they attend a major disaster.

Multi-agency initial assessment team

113. Earlier in 2004/05 a multi-agency initial assessment team was set up on a trial basis to provide a rapid initial assessment at catastrophic incidents. This assessment by trained personnel from across the emergency services will help to minimise the risks to the public and emergency service staff from such incidents.

114. This team brings together staff from the police, ambulance and fire and rescue services in liaison with the Health Protection Agency. It is staffed 24 hours a day throughout the year and is available to attend major incidents within 15 minutes across central London.

115. The government is providing financial support for this pilot project, and provided much of the equipment which it uses. We have made available accommodation from which the team operates and have provided a lorry and a personnel carrier to enable the team to operate as intended.

116. The benefits from this initiative will be further reviewed after twelve months. If it is considered that the team should continue on a permanent basis, further discussions will take place about its long term funding.

Emergency planning

117. The London Fire & Emergency Planning Authority has a range of statutory responsibilities relating to emergency planning, as well as running London's Fire Brigade. However the London boroughs are the principal bodies responsible for emergency planning in their areas, and so we work closely with them, and other agencies, to secure the safety of London's people, business and the environment.

118. We will continue to work with these other agencies to ensure that our main emergency planning responsibilities are met. These are:

- assisting the boroughs to meet their responsibilities to prepare emergency plans, to train their staff in preparing those plans, and to exercise the plans to ensure that they are robust
- working with businesses, and the other emergency services, to prepare emergency plans as required under the Control of Major Accident Hazard Regulations. These cover

sites which are identified by the Health & Safety Executive as presenting major risks to the surrounding area (and the people who live or work in it) should an accident happen on that site. Typically these are sites with major chemical plants or storage of hazardous materials in large quantities (for example, main storage sites for gas supplies). We also work with the owners of those sites, the local borough council and other emergency services, to test those plans regularly. There are currently 20 sites in London covered by these Regulations

- preparing and exercising plans, in partnership with others, in line with the Radiation (Emergency Preparedness and Public Information) Regulations 2001. Under these Regulations we ensure that, in the event of a radiological emergency in London, information is available about the emergency itself and what measures people in London should take to minimise the risk to themselves
- working with relevant businesses and other agencies to secure the safe operation of 350km of pipelines running through, or under, London, in line with the Pipelines Safety Regulations 1996.

119. We will also continue to sponsor, organise and facilitate multi-agency events which bring together key players from across the public, private and voluntary sectors to increase awareness about emergency planning issues, to ensure that all of those agencies understand their responsibilities to prevent major disasters.

120. Parliament has recently passed the Civil Contingencies Act. The Act updates and improves the current statutory framework for emergency planning, creating a long term foundation for civil contingencies capable of meeting the challenges presented by international terrorism and the changing climate.

121. Under the provisions in the Act, the London boroughs retain their core responsibilities for emergency planning. However we will have responsibilities to:

- assess the risks of an emergency happening
- maintain plans to enable us to continue to carry out our functions in the event of a disaster
- plan to prevent emergencies happening in the first place, and to minimise and mitigate its effects should a disaster occur
- put in place arrangements to warn the public if and when a disaster happens, and to give them appropriate advice about what they should do to help keep themselves safe.

122. These provisions are fully consistent with the overall approach we have adopted in this plan, of using risk assessment and management techniques to inform and prioritise all of our activities. We therefore welcome the Act, subject to the provision of adequate financing arrangements which recognise our role in securing emergency preparedness.

123. We will continue to work in close collaboration with the Association of London Government (and individual London Boroughs) and with the government to define and enhance the important role this Authority has in supporting the London boroughs to meet their responsibilities and to ensure effective coordination across London, given that disasters (if and when they occur) will not respect borough boundaries.

124. The Cabinet Office is currently consulting on the draft Regulations and Guidance to the Act. The draft Regulations would give the following functions to the LFEPA:

- lead responsibility for ensuring that a Community Risk Register is maintained for each local resilience area in London;
- on behalf of London local authorities, the lead responsibility for emergencies in relation to any pan-London emergency;
- at the request of any London local authority, assist them in:
  - ♦ carrying out exercises for local authorities in relation to pan-London emergencies
  - ♦ the provision of training to local authority staff in relation to a pan-London emergency.

125. It is expected that the final version of the Regulations and Guidance will be published on 1 April 2005 and will place LFEPA at the centre of multi-agency emergency planning in London. Resources supporting delivery of the emergency planning function will be reorganised and the staffing establishment increased temporarily, funded by an increase in Government grant, to carry out these new duties.

Local Authority Gold

126. The London boroughs have agreed to work together to provide effective arrangements to respond to a catastrophic incident in London. These arrangements are known collectively as 'Local Authority Gold'.

127. They are designed to manage the collective response of the London boroughs to a catastrophic incident, recognising that it will have an impact which cuts across borough boundaries and which requires a rapid and coordinated response from London's local authorities.

128. This co-ordination will be provided by one of London's local authority chief executives attending the Gold Coordination Group which will be set up in response to a catastrophic incident. This chief executive will represent the boroughs at this group, and will be supported in this role by the London Local Authority Coordination Centre. Chief Executives from a number of boroughs are on call, in rotation, to attend the Coordination Centre and manage the local authority response.

129. At the request of the boroughs, we have agreed to provide logistical support to LA Gold, which involves maintaining the rota and call out arrangements, provision of training to the Chief Executives involved, and to establish and maintain a databases of relevant information such as contact details, protocols, procedures, manuals and handbooks.

130. Initial funding to cover our costs in supporting LA Gold has been provided by the government. This funding will cover the first year of operation, that is until July 2005.

131. During the coming months we will discuss with the government and the boroughs how these costs should be met after this initial funding has expired. Provided a satisfactory solution to continued funding is found, we will continue providing this support to the boroughs throughout 2005/506 and beyond.

Providing an effective response to emergencies

Responding to calls for assistance

132. One of our core responsibilities is to make efficient arrangements to respond to calls for assistance from the public.

National control project

133. The government is implementing a national project to provide regional control centres for fire and rescue authorities to handle 999 calls, using common systems and procedures and providing the capability for one regional centre to act as a fallback for others.

134. It has proposed that London should be part of this national project, as a region in its own right. We are giving this careful consideration, bearing in mind that we have just completed major investment in our new Control Centre which opened in April 2004.

135. This work is taking into account a range of factors, including those put forward by the government but also those which reflect how our already well developed systems in London work in practice.

Radio system

136. We are also participating in a major national project (Firelink) to replace the radio system through which our mobilising centre communicates with our fire engines and operational officers, and to provide radio communications at incidents.

137. By joining together with other fire authorities to provide this new system we will share the development costs, and secure effective procurement arrangements. This joint approach will also ensure that we can communicate effectively both with neighbouring brigades and with other emergency services such as the

police (who use compatible technology).

Answering calls

138. We aim to answer calls as quickly as possible, and to send an appropriate response to emergencies (in terms of the number of fire engines and crews, other appliances and officers).

139. Last year we decided to introduce a number of changes to how we handle calls, making better use of the skills of our control staff.

140. Because of the introduction of our new mobilising centre in April 2004 we decided to postpone these further detailed changes until the new system was up and running and any teething problems ironed out. However, we expect to introduce the majority of these changes (which are summarised below) before the end of 2004/05, and the remainder by the end of May 2005:

- **hoax calls**: from April2005 we will start to question callers using predetermined questions where there is reason to suspect that a call may not be genuine
- **fires**: from the same date, when someone calls us after we have sent fire engines to respond to a call, to let us know that our assistance is no longer needed (for example because the fire has been put out, or a person trapped in a vehicle has been released) we will send only one fire engine to check what has happened, but return any other appliances which had been mobilised to their stations
- **automatic fire alarms**: sometimes after we have mobilised appliances and crews in response to an automatic fire alarm has sounded, we receive further information about why that alarm may have sounded (for example, builders working in the premises, or toast being burnt) and that Brigade assistance is no longer needed. In these circumstances, from April 2005, our control staff will use their judgement to decide whether any attendance is still needed, whether a single fire engine will still be sent to check the situation on the ground or whether further appliances need to be sent
- **road traffic accidents**: similarly after we have been asked to attend a road traffic accident we are sometimes contacted by the police to say that our assistance is no longer needed. When this happens, from around the end of May 2005 we will send a single appliance to check the situation on the ground, but will otherwise accept the advice of the police officer attending the scene
- **abandoned calls**: when we are called from a phone box outside a building, and the caller rings off before giving any details about why they called, from April 2005 we will no longer send a response unless either a further call is received or our control officers have any reason to believe that the call may have been genuine
- **domestic gas leaks**: once discussions with Transco have been completed, from the end of May 2005 we will refer direct to Transco calls about domestic gas leaks or carbon monoxide detectors which are sounding and will no longer send a Brigade response
- **dangerous buildings**: similarly we are sometimes called out (particularly during high winds) to help where structures (such as building or scaffolding) are in precarious positions. We are continuing to discuss with the local authorities and the police the best way to deal with such calls. We will, of course, continue to respond to collapsed buildings or other structures where search and rescue is needed, in line with our proposed new duty on search and rescue.

141. We will keep the impact of these under review after they have been introduced and will look at the arrangements again if any problems are identified.

142. We will not make any further changes to how we deal with calls for assistance in 2005/06 (apart from introducing the policy of sending a standard response of two fire engines to all fires in buildings – see para. 261 below).

Automatic fire alarms

143. We believe that installing systems for the early detection and warning of fire is one of the most

effective ways of reducing fire deaths. Promoting ownership of domestic smoke detectors is a priority for the Authority and a main focus for our community fire safety initiatives.

144. While fitting an alarm in the form of a smoke detector is optional in private dwellings, installation of automatic fire detection and suppression equipment is a requirement we stipulate for many commercial properties as part of our fire safety enforcement work. There is no doubt that installation of such equipment has helped to improve workplace safety in business and commercial property, and to reduce fire deaths and property damage. This is why we are also promoting the use of smoke detectors and sprinklers in people's homes.

145. However, in the past the number of false alarms from automatic fire alarm systems has been increasing, which has meant that there had been an increasing, and unproductive, drain on our resources in responding to these false alarms.

146. In our first London Safety Plan we therefore changed the way in which we respond to these calls. These changes were developed after a careful assessment of the risks involved.

Improving reliability of alarm systems

147. Firstly, we are working closely with building owners and occupiers, and with the fire alarm companies, to ensure that the alarms are correctly installed and maintained, and to develop good building management practices to reduce the number of false alarms.

148. There are many reasons for building managers and occupiers, and for alarm providers, to reduce these false alarms. Most buildings will be evacuated when the fire alarm sounds. This is disruptive to business and often incurs loss to the business in terms of productivity, sales or manufacturing output. Alarm companies are keen to cooperate as repeated false alarms are bad for their business (as the client may blame the alarm company when their business is disrupted).

149. Fire alarm systems in commercial buildings must conform to the relevant British Standard. Over the years this standard has improved and evolved but revised standards only apply to new and altered systems and so there are older systems still in operation. The latest version of this standard does place a duty on alarm providers to reduce false calls.

150. As part of a nationally agreed policy, into which the LFEPA had a major input, we will be looking in detail at changing the way we respond to calls from Remotely Monitored Fire Alarm Systems. These are fire detection and alarm systems in buildings that are monitored by remote alarm receiving centres, who pass these calls to the appropriate fire and rescue mobilising control centre. This proposed change follows a risk assessment of the causes and consequences of these calls in London and proposals presented in the first London Safety Plan. The national policy was developed by the Chief Fire Officers Association, with the assistance of the British Fire Protection Systems Association (BFPSA) and the British Security Industry (BSIA). Implementation of the policy would be aimed at reducing the number of false alarms generated by fire alarm systems by requiring Remotely Monitored Fire Alarm Systems to be designed, installed, commissioned and maintained to appropriate high standards (which may involve the use of 3rd party accreditation).

151. The policy would involve implementing a progressive registration of RMFAs with the fire and rescue service. This registration will enable the individual fire and rescue services to gather information on the size and scope of the system and the risk that it is protecting.

152. We would monitor the performance of registered RMFAs taking account of the size and complexity of systems. Where systems fall below threshold levels of acceptable performance, our response might be modified or reduced in recognition of the lack of confidence that a fire signal is a reliable indicator of fire conditions that warrant our attendance.

153. Our response would be at one of the following three levels related to system performance. Any changes to the level of our response would be communicated in advance to the persons responsible for the protected premises and time allowed for them to

take remedial action before further reductions in responses are actioned. We may also use our statutory enforcement powers in order to improve the fire safety management at premises where it is judged to be inadequate.

- **Attendance Level one** is an immediate emergency response, resulting in an initial attendance based on a risk assessment of the fire fighting requirements that will be not less than one fire engine.

- **Attendance Level two** in the absence of a confirmation call, we will make an attendance, based on a risk assessment of the fire fighting requirements. The attendance may be made under non emergency conditions, thereby maintaining the availability of the resources for other confirmed emergencies and protecting the public from the risk that arises from fire engines responding under emergency conditions.

- **Attendance Level three** - no emergency response, until a confirmation of fire is received from the premises using the 999 or 112 systems.

154. If we decide to implement the RMFA policy in London, it will be preceded by appropriate publicity.

Our response to calls from AFAs

155. From April 2004 we stopped mobilising our aerial appliances as part of the initial response to alarms for automatic equipment. These aerial appliances are specialist vehicles which allow operations at a greater height than the ladders on our normal fire engines.

156. These appliances can be still be called out by incident commanders if needed. Further, our Borough Commanders can still identify those few buildings with particular risks which justify mobilising the aerial appliances as part of the initial response.

157. We believe these changes have worked as we intended and we will continue with the new arrangements. We will however, continue to monitor their impact, and will keep them under review in the light of further practical experience.

158. In out first London Safety Plan we also made some changes in how we send fire engines to respond to a call from an automatic alarm.

159. Given the importance of automatic detection and suppression equipment in detecting fires early, thereby helping to improve public safety, to reduce fire spread and property damage and to help maintain business continuity, we continue to send a rapid emergency response to all alarms which do sound, commensurate with the risks they present.

160. So in 2004/05 we:

- continued our long standing arrangements for responding to calls for assistance in residential buildings where a smoke detector is sounding (to which we normally send at least two fire engines)

- changed our response to alarms from automatic equipment in non-residential buildings so that, instead of always sending two fire engines at the outset, we send one

- supplemented this initial attendance by additional fire engines or specialist vehicles as appropriate if the initial alarm call is followed up by any of the following:

  - additional alarms sounding in the same building (indicating that a fire may be spreading
  - supporting calls to the Brigade from people confirming that a fire is suspected
  - on request from the commander of the initial fire engine when it arrives.

161. As ever, maintaining safe systems of working for our staff remains paramount, and so it is recognised that, if the first fire engine to attend has a minimum crew of four, their immediate role would be to carry out a dynamic risk assessment of the situation to identify and establish safe systems of working until supporting crew(s) arrive.

162. Where there are sound reasons to do so, and in the light of risk assessments by the Borough Commander or their staff, we send more than a single

fire engine in response to the initial alarm from automatic equipment. This may include sites where:

- there is a known or suspected sleeping risk without adequate on-site supervision by responsible competent staff who will be wide awake
- it is known or suspected that people inside the building may be aged, infirm or otherwise impaired and again where there is no on-site supervision by responsible competent staff
- the premises are known or suspected to be of sufficient scale and or complexity to justify an additional crew to help trace the cause of the alarm signal
- the premises are known or suspected to be of a type or in an area where an additional crew would be required to secure the safety of the fire crews
- the premises are known to have a history of deliberate fire setting and are known or suspected to be unoccupied at the time the call is received.

163. We also decided to make no attendance to non-residential buildings where an agreed risk assessment protocol has been followed and:

- the responsible person/manager of the premises concerned has previously undertaken in writing to carry out a check of their own premises and to call us where a real problem or suspected problem exists and this procedure is part of their fire risk assessment
- the premises are linked to call receiving centres and the responsible person/management of the premises has previously agreed in writing no attendance will be made unless a second alarm device actuates.

164. These arrangements are consistent with guidance from the ODPM on reducing false alarms.

The role of call receiving centres

165. Call receiving centres are remote sites, which make the 999 call on behalf of the occupiers when an alarm goes off.

166. We are working with call receiving centres to access their information about the type of building in which an alarm is sounding, so that our control staff can decide whether or not the building is residential (and so should receive an enhanced initial response).

167. We are also working to encourage them, in line with the relevant British Standard, to put in place some filtering and additional monitoring on calls received in their centres.

168. For example, the call centres would either call back the premises where the alarm was sounding to confirm the situation, or with more complex alarm systems, actually monitor where and how the alarm was caused. In these cases (and some other scenarios) the call centre operator can postpone the 999 call until additional information is verified and confirms that a Brigade attendance is needed. However the expectation would be always to err of the side of caution, and where there was any doubt the Brigade would be called.

169. Such a collaborative approach is already in use by police services, who experience comparable problems with false calls to burglar alarm systems. We will consider further, and consult as appropriate, on whether to propose a similar scheme in relation to fire alarms: although certain safeguards would need to remain in place to ensure that the public safety is not jeopardised.

Use of aerial appliances at AFAs

170. Our new policy for responding to alarms from automatic systems substantially reduced the number of incidents to which our aerial appliances are mobilised. Until these changes were made, over 75 per cent of the incidents these appliances attended were in response to an automatic alarm – and 96 per cent of those calls turned out to be a false alarm.

171. We therefore decided in our first plan to reduce the number of these appliances from 16 to 11. We also decided to locate this reduced fleet more strategically across London so that their use can be targeted at those

types of incidents where they can make a real difference.

172. This redistribution was planned on the basis that they will be able to attend within 30 minutes or, in those few parts of London where they have historically been used for rescues (that is central London) within ten minutes. For much of London that was an improvement over the previous arrangements.

173. Further the reduction in workload as a result of not attending automatic fire alarms has also increased the likelihood of these vehicles being available for genuine fire calls, whilst retaining sufficient of these vehicles to allow for occasions when more than one incident needing this type of appliance occurs at the same time.

174. The early information on the impact of these changes confirms that they have worked as intended. We will therefore make no further changes in 2005/06.

175. However we will continue to monitor information about the levels of usage, and response times for these appliances and will review these arrangements as appropriate in the light of that information.

Road traffic accidents

176. From October 2004 we have a new statutory duty to make provision for rescuing people and, so far as reasonable, protecting them from serious harm in the event of road traffic accidents.

177. We have used our discretionary powers for many years to respond to all such calls for assistance. We will continue these arrangements, which normally involve sending two fire engines and a fire rescue unit.

178. As part of our analysis of risks we have looked at the historical pattern of both road accidents we have attended, and those which the ambulance service have attended. These are shown appendix 4 *What we know about risk*.

179. This shows that road accidents have a slightly different geographical pattern from fires – with more road accidents in outer London (not surprisingly with a concentration around motorways and major A roads).

180. The redistribution of second fire engines recommended in this plan will mean that we are better placed to respond to these road accidents. There will be an improved attendance time for the second fire engine at many of those accidents as they are more likely to occur in outer London, which is where the speed with which the second fire engine arrives will be improving.

181. During 2005/06 we will also talk to those bodies involved in road accident prevention work (for example the London boroughs, the police and agencies such as the Royal Society for the Prevention of Accidents and Transport for London) to see what we might do to reduce the number of accidents which happen, and the risk of being killed or injured if people are caught up in a traffic accident.

Other proposed statutory duties

182. The government has recently issued a draft Order for consultation under its powers in the new Fire and Rescue Services Act to extend our duties. It proposes that the new duties should cover dealing with:

- chemical, biological, radiological or nuclear incidents
- search and rescue in the event of a landslide or the collapse of a building or tunnel
- major flooding
- major transport incidents.

183. The draft Order would also require us to use any specialist resources we have to help other fire and rescue authorities should they have such an incident in their area.

184. The Secretary of State is currently considering the responses to the consultation.

185. We already respond to these types of incidents under our discretionary powers. However, we have indicated in our consultation response that we are not currently resourced to undertake all of the duties as required under the terms of the draft order and would

need to examine the resource implications in detail against specified risks were these activities to become legal duties.

Other special services

186. As well as road traffic accidents and those incidents covered by the draft Order, we also attend a wide range of other incidents where there is no apparent risk of fire. These are sometimes known as 'special services'.

187. We may charge for responding to some of these calls.

188. The main services we provide with **no** charge are:

- releasing people shut in lifts
- effecting entry when people are locked out or locked in a building
- making buildings/structures safe where there is a danger to the public
- helping the police or ambulance service
- animal rescue
- removing objects from people
- attempted or threatened suicide
- chemical incidents (domestic)
- other rescues of people
- aircraft incident
- provision of first aid
- recovery of the bodies of people who have been killed
- industrial accident
- railway accident
- sporting accident
- farming accident.

189. As now, those for which we may make a charge will include:

- flooding
- removing water
- providing water
- making buildings/structures safe where there is no danger to the public
- chemical incidents (other than those in people's homes).

190. We have reviewed the scale of charge (see para 243).

191. Over 80 per cent of these special services incidents reflect just four of these different types of services rendered by the Brigade. These are:

- releasing people shut in lifts
- flooding
- people locked in or out of premises
- making buildings/structures safe.

192. Releasing people shut in lifts represents by far the biggest share; over 40 per cent of the total special services.

193. Looking across the whole range of special services the Brigade provides, around a half of all the non-fire incidents which we attend can reasonably be described as representing relatively low risk to the community. For example, people shut in lifts or locked out of their homes or workplace, while suffering inconvenience, are normally at little risk. Conversely a rail accident or a dangerous building does represent a significant risk to those directly affected and, to a lesser degree, to other members of the public in the immediate vicinity.

194. We will continue to respond to calls for assistance at all these types of incident.

195. But we will also:

- focus our efforts on those types of incidents which do present significant risks to the public or to the environment
- try to reduce the drain on our resources caused by providing assistance at incidents where there is little, if any, direct risk to the public;
- encourage people to contact other agencies where these are able to provide assistance and where

speed of response is not critical to protect public safety.

196. This approach, which we outlined in our previous plan, is intended to release some of the resources currently used to provide services at incidents where risks to the public are low, and to use those resources to develop and implement more effective ways of delivering community safety improvements (for example, through preventative work).

Releasing people shut in lifts

197. Between 2000/1 and 2003/4 the Brigade attended between 16,000 and 17,000 calls a year calls to help release people shut in lifts.

198. In our last plan we made it clear that we wanted to work with the owners and managers of the buildings in which most of these incidents occurred to reduce the number of these incidents we are called out to.

199. We therefore welcome the fact that after a steady increase in these calls in recent (see chart 18 in appendix 4), the number now seems to be levelling off, although there is no sign yet of an overall reduction.

200. Nonetheless we do not believe that the Brigade is the most appropriate agency to provide assistance to people who are shut in lifts.

201. The owners or managers of the buildings concerned will have lift maintenance contracts in place, and these contractors have the expertise and equipment not only to release the people shut in the lift, but to repair the lift and bring it back into use. There have been occasions where the Brigade, while successfully releasing people shut in a lift, have caused some damage to the installation, making repairs more costly and delaying the return of the lift into service.

202. We accept that the Brigade, because of its rapid response times, is seen as the first place to turn when somebody is shut in a lift. However we believe that this is not an effective use of our skilled resources and that the responsibility for ensuring that there are adequate arrangements in place to release people shut in a lift rests with the owners and managers of the buildings concerned. The Brigade should come to be seen as a safety net which is available to be used only once those arrangements have broken down for some reason.

203. We will therefore continue our work with building owners and managers for another year, focussing on those buildings where we attend repeat calls for assistance. We shall try to improve the arrangements for maintenance of the lifts in question to reduce the number of occasions when they break down in the first place.

204. We will discuss with the owners or managers of buildings with lifts, improving the call out times within which their lift engineers should attend in the event of a breakdown. We believe that these call out arrangements should be responsive enough to deal with the vast majority of cases where people are shut in lifts; providing both a fast service to release the people affected and bringing the lift back into service as soon as possible.

205. As part of these discussions we will encourage building owners and managers to publicise the contact numbers for their lift engineers (for example by providing details inside and outside every lift).

206. As the majority of calls for Brigade assistance to release people shut in lifts occur in social housing, we will work closely with the boroughs and registered social landlords to discuss these issues and the ways in which the management of social housing can be improved to reduce the impact of repeated lift failures on the quality of life for their tenants.

207. If this further effort over 2005/6 does not succeed in actually reducing the number of repeated calls in the same building (or on the same estate) to help people shut in lifts we will consider further measures. Where repeated calls are because the owner/manager of that building/estate is failing to maintain their lifts properly, we will consider publicising that failure and/or charging for our attendance.

Flooding

208. There is increasing evidence that global warming is increasing, and that it will result in more extreme

weather patterns, including an increased risk from flooding.

209. We therefore support the view reached by the London Assembly that "the Environment Agency, the relevant local authorities and the emergency services join together at the earliest opportunity to undertake a flooding risk assessment for London, identifying the equipment, training and information needs for the capital. The Mayor should take the lead in ensuring such a risk assessment occurs, given his responsibilities for London's emergency preparedness. This will no doubt include negotiations on the funding of the assessment". We are ready to play our part in carrying out such a risk assessment.

210. We will continue to provide assistance with pumping out water from flooded premises, and on other occasions where water needs to be removed. A charge may be made for clearing flooded commercial premises, except where there is a fire or immediate danger of fire, or immediate action is required to save life or avoid immediate and imminent risk of injury.

211. Our assistance at this type of incident can help to protect the environment, and is a significant contribution which we can make to delivery of the Mayor's environmental strategies, as well as reducing the distress experienced by those affected.

Helping people locked out of premises

212. Until a few years ago we attended any calls to help people who had become locked out of their premises. However the number of such incidents had been increasing steadily (reaching a peak of some 27,000 calls a year) and was becoming a significant drain on our resources. There was also a growing number of examples of repeated calls to the same address, which became increasingly frustrating for our staff. After careful consideration it was therefore decided only to provide assistance when somebody is locked out of their premises:

- where there is a danger of fire (e.g. if a pan has been left on a lit cooker)
- where, in the opinion of the person receiving the call, there is a life threatening situation.

213. Where we attend, believing that there is a danger of fire or other life threatening circumstances but on arrival we find there is no such danger, we provide no further service and the crew return to the station to be available for other work.

214. This approach has succeeded in reducing the unacceptable drain on our resources which this type of call had been causing: reducing the demand from its peak of some 27,000 calls a year to around 4,000. These arrangements are consistent with our approach of targeting our efforts where there is a risk of fire, another genuine emergency or other humanitarian reasons for providing assistance. We therefore do not intend to change this policy.

Making buildings/structures safe

215. We attend over 4,000 calls a year where we help to make buildings or other structures (for example, scaffolding) safe. Our current policy is to charge for providing this service, once we have made sure that there is no risk of personal injury to the public.

216. The primary responsibility for ensuring the structures are safe and pose no risk to the public rests with the London boroughs and with the Metropolitan Police (who are best placed to establish a cordon to preserve public safety until the building is made safe). We will therefore work closely with the boroughs individually (and through the Association of London Government), and with the police to look at how the range of agencies involved can best contribute to maintaining and improving public safety and to ensure that the most effective response is made to dealing with specific problems, such as dangerous scaffolding. As part of this work we will discuss with them the most appropriate role for the fire and rescue service, beyond search and rescue.

Other special services

217. Other types of special service cover a broad range of rare, and sometimes unique, humanitarian support, while requiring only a modest use of our

resources (some 10,000 incidents year in total – or about one incident a week for every fire engine we maintain).

218. We will therefore continue to provide all these services.

Helping people who are having a heart attack

219. We decided in our plan for 2004/5 to carry out a pilot project in Tower Hamlets to work with the London Ambulance Service to provide a joint response to people reported as suffering a heart attack. This area has been chosen because of the relatively high levels of cardiac arrests in the borough, and because the current disposition of our fire engines means that we can normally attend anywhere in the borough within five to eight minutes.

220. We undertook to review the effectiveness of this pilot after 12 months, before deciding whether, and if so how, to roll it out more widely across London.

221. Coronary Heart Disease kills more than 110,000 people a year in England, of whom more than 41,000 are under the age of 75. The Department of Health has set a standard that: "people with symptoms of a possible heart attack should receive help from an individual equipped with and appropriately trained in the use of a defibrillator within eight minutes of calling for help".

222. Our intention is to trial a partnership with the London Ambulance Service where both services will respond to certain calls for assistance where someone is suspected as suffering from a heart attack, in order to provide an enhanced life saving service for patients.

223. Certain fire engines will carry defibrillators (a computer controlled machine that can apply electric shock stimulus to a failing heart), and their crews will be trained in their safe use. These fire engines would then be mobilised on request from the ambulance service, at the same time as an emergency ambulance is sent. If the fire crew arrives first, they will assess the patient and, where appropriate, apply external cardiac massage using a defibrillator. They will then monitor the patient pending the arrival of a trained paramedic crew from the ambulance service who will then take over the patient and transport them to hospital.

224. The defibrillation equipment to be carried on our fire engines will be supplied by the ambulance service, who will also provide the main input to training those crews in the areas who will need to be able to use this equipment safely.

225. Considerable preparatory work was carried out for this pilot project. This included revising the planned training to take account of issues raised by firefighters. However, the Fire Brigades Union refused to cooperate and crews in Tower Hamlets have refused to carry out any training or other preparatory work connected with this scheme. This meant we have been unable to proceed with the pilot.

226. Now that the pay dispute has been settled, and the additional money is being paid to our staff, we are determined to press ahead with this project as quickly as we can. We have no doubt that this sort of work is part of the role of our firefighters and we believe that the potential improvements in public safety, and saved lives, mean that this project must not be delayed any longer.

227. Once it is up and running, both the ambulance service and ourselves will monitor it closely to ensure that it is achieving its objectives, without causing an unacceptable impact on other aspects of our work or being in any way confused with ambulance service performance.

228. At the end of the twelve months trial we will jointly evaluate the project using external academic advisers before deciding whether it should continue in Tower Hamlets and whether, and if so when and where it should be extended into other parts of London.

Longer term approach to special services

229. There are some further changes, below, we would like to consider as part of our longer term strategy to modernise the service and improve our impact on making London a safer city. We will look at these further over the coming year.

230. We will consult further on more specific proposals which may emerge from this work, before any decisions are taken.

231. Currently we mobilise appliances to special services in the same way as for fires: that is, the nearest available appliance is mobilised to the incident and will travel there as quickly as possible (using flashing lights and sirens).

232. An immediate response would always be sent as quickly as possible to any suspected fire, to a call for help at a road accident, or to any other incident where there is a significant risk to public safety.

233. However, driving large heavy vehicles through London's streets on an emergency response does slightly increase the risk to other road users and pedestrians, even though our drivers are well trained in driving emergency vehicles which use the horns and lights when travelling to an incident. This slightly increased risk is justifiable when responding to an incident where public safety is clearly at risk. However when responding to a call where there is no significant public risk, we will consider using normal traffic speeds for our vehicles, and without using horns and lights.

234. In the longer term we will also consider whether it may be more effective and efficient to provide different types of vehicle to respond to certain special service calls. Currently we mobilise at least one fire engine and its full crew to every incident we attend, even though for some incidents not all of the crew or equipment on a fire engine may be needed to deal with that incident.

235. Provision of smaller, more specialist vehicles, with a smaller crew, may enable us to provide a better service. A smaller vehicle will have less environmental impact (and could be electrically powered), or may be able to travel more quickly through London's dense traffic. Using a smaller crew may release other firefighters' time to carry out important prevention work, training or safety checks.

236. Clearly such changes would need to be costed and worked through carefully, and fully discussed with our staff, before proposals were firmed up for consultation. However we believe that it is important to look at these more radical ideas, and to assess carefully their potential contribution to meeting our overall objectives and will continue this process over 2005/6.

Charging for special services

237. Our current policy is to charge for:

- use of our equipment to supply or remove water
- clearing of flooded commercial premises
- making structures safe where there is no risk of personal injury to the public
- any special service which is classified as 'miscellaneous'
- incidents involving chemicals/hazardous materials occurring other than in domestic locations.

238. However no charges are made at any type of incident while there remains any risk of fire.

239. We also make the following exemptions from charges:

- chemical incidents
- incidents at domestic premises
- incidents where immediate action is required to save life or avoid immediate or imminent risk of injury
- any incident involving elderly, disabled or infirm people, people receiving unemployment benefits, income support or training grant; or full-time students or where there are other humanitarian or safety reasons.

240. The new Fire and Rescue Services Act allows us to continue charging for certain services, but not for fire fighting or emergency medical assistance.

241. However when setting the level of any charges we are required to: *"secure that, taking one financial year with another, the authority's income from charges does not exceed the cost to the authority of taking the action for which the charges are imposed"*.

242. As promised in our last plan, we have reviewed our policy on exemptions from charges. We do not intend to change our current approach to charging for

services in 2005/06.

Level of charges

243. For 2004/5 the level of charges is £274 (+VAT) per incident at domestic premises and £274 (+VAT) per appliance, per hour (or part of) at commercial premises.

244. We have reviewed these sums, in line with the new requirements that the level of charge should not exceed the cost of providing the service and the best information we have about the likely cost of providing services in 2005/06.

245. In the light of that review we will increase charges from 1 April 2005 by 3.5 per cent making a charge of £284 (+VAT) per incident at domestic premises and £284 (+VAT) per appliance, per hour (or part of) at commercial premises. This has been set at a prudent level to make sure that our charges do not exceed the costs of providing the service.

Stations, attendance and attendance standards

Old national recommended standards

246. Until 31 March 2004 there was a set of national recommended minimum standards for how many fire engines we should send to reported fires, and how quickly they should arrive.

247. These standards were based on categorising the predominating risk based on the type of property in an area (of one square kilometre or greater). The highest risk category was 'A' – which included major commercial centres such as the City and West End of London, moving down to 'D' – which was low density residential areas.

248. Recommended standards were then set for the number of fire engines which should be mobilised to reported fires, and how quickly they should get there. These standards were:

Risk Category	No of fire engines in initial attendance	Approximate time limits for attendance (minutes)		
	attendance	**1st**	**2nd**	**3rd**
A	3	5	5	8
B	2	5	8	-
C	1	8–10	-	-
D	1	20	-	-

249. These standards had been criticised for many years as they:

- were based on property type and did not explicitly take into account risk of death or injury from fire
- were based on relatively large areas, and so did not take into account the very different risks which may be present in different properties in the same locality (for example the risk of a large house in single occupation is very different from the risk of a similar house in multiple occupation)
- took no account of the protection or prevention measures which may have been taken
- were overly prescriptive and did not allow fire and rescue authorities the flexibility to tailor their response to their assessment of the actual risks.

250. We therefore welcome the fact that, as part of modernising the service, the government has now withdrawn these standards.

251. This now gives us the flexibility to adopt a set of revised standards, which we think are appropriate for London.

Our revised standards for London

252. We set out below the standards which we have set for London:

- we will continue to send two fire engines to all reported fires in buildings (except when responding to an automatic fire alarm in non-residential buildings, when we will normally send only one fire engine)
- we will continue to send extra fire engines or specialist appliances as part of the first attendance, where the Borough Commander has identified good reasons to do so

- we will maintain the arrangements where any incident commander can call for whatever additional support (extra fire engines, specialist appliances or equipment, extra officers, or relief crews at protected incidents) they consider to be necessary.

The first fire engine to arrive at an incident

253. We understand that the public expect a rapid response from us after dialling 999 and in 2005/6 we will maintain the speed with which people can expect the **first fire engine to arrive** (see annex 1). On average a first fire engine currently arrives within five minutes 32 seconds across London. But we know our performance varies widely when measured by London borough (see annex 1). The quickest average arrival time is in Tower Hamlets (at four minutes 31 seconds) and our slowest in Havering (six minutes 47 seconds). This wide variation is a result of the old national standards of fire cover which determined that some areas would get a first fire engine in five minutes, others in eight to 10 minutes and some in 20 minutes.

254. These differences did **not** reflect the variation in risks in these different areas – see appendix 4 *What we know about risk*.

255. Currently the first fire engine gets to 65 per cent of incidents within approximately five minutes and 90 per cent within approximately eight minutes. As stated above, we have decided to set those times as our target. The speed of our first response is linked to the location of our fire stations and (apart from the closure of Manchester Square station, which will have no significant effect on first response times) we do not intend to make any changes in 2005/06. We intend to look at the location of all our stations to see where we would like them to be (see *Better Buildings* starting at para 278) and will develop plans for new locations.

The second fire engine to arrive at an incident

256. We will make changes to even out how long you can expect to wait for the second fire engine to arrive. This means that in those parts of London where you will have to wait longest for the first fire engine, we want to improve the speed with which the second appliance arrives.

257. Conversely in those areas where the first engine arrives quickly you may have to wait slightly longer than now for the second machine. However the second fire engine will still arrive more quickly than in most other parts of London.

258. In proposing such changes we have made sure that:

- the average time taken for a second fire engine to arrive at an incident will **improve** across London as a whole
- no London borough which currently has to wait longer than average for a second fire engine will see this performance worsen
- where you happen to live or work will make less difference to how long you will have to wait for a second fire engine.

The third fire engine in former 'A' risk areas

259. Under the old national standards, while we sent two fire engines to every reported fire in a building, in those small parts of London which used to be classed as 'A' risk (only two per cent of Greater London's area) we also sent a third fire engine as part of the initial response.

260. We do not believe that this enhanced response in those small parts of London is justified by the risks in those areas. On average, there are just over 12,000 incidents in the old 'A' risk area each year. This change will save these vehicle deployments, minus those that Authority officers recommend should continue for risk reasons. This is unlikely to be more than 2,000, so there will be a net reduction in the order of 10,000.

261. We will introduce a standard initial response of two fire engines to **all** reported fires in buildings (except when responding to automatic alarms in non-residential buildings) no matter which part of London they are in.

262. Arrangements for our borough commanders to identify particular buildings where an enhanced initial response is needed, will continue (examples may

include hospitals, residential care homes and so on).

Providing more effective emergency cover

263. The government has produced a toolkit on Fire Service Emergency Cover (FSEC), which includes a computer system to help plan emergency cover. We have taken delivery of this system. However, the government has accepted that it would not be possible to input all the local data which would be needed in time to use the system to inform proposals for inclusion in this plan.

264. Over 2005/06 we will look more closely at the benefits which the FSEC toolkit may bring, and instigating other approaches, which we may wish to use it to help us plan service improvements in future years.

265. In 2004 we have worked together with operational research specialists to develop a more sophisticated way to model our patterns of emergency response cover, than has been available to us up until now. The model looks at our historical patterns of incidents, the locations of appliances, changing traffic speeds in different places and at different times of day and how quickly fire engines arrive at incidents. It then enables us to look at how changes in the way in which we might provide our emergency cover can impact on average attendance times and on how we cover risk.

266. With the removal of the old recommended standards of fire cover, we have the flexibility to use this model to design a better way to use our fire engines.

267. In line with the new standards for the arrival of first and second fire engines (outlined above) we have looked at how moving some appliances to different stations could help to improve overall attendance times for the second fire engines, and even out the current large differences in those times in different parts of London.

268. We have set out our understanding of the risks of fires, and road traffic accidents and of other linked factors (such as proportion of rented accommodation, multiple deprivation, and so on) and this is set out in appendix 4 – *What we know about risk*.

269. We will move the second fire engines at 10 stations to other stations from which they can provide more effective emergency cover across London and help us to improve the speed with which the second fire engine arrives at incidents. The stations involved are as follows:-

Stations to lose a second fire engine	Stations to gain a second fire engine
Acton	Addington
Bethnal Green	Chingford
Clerkenwell	Finchley
Dockhead	Heston
Euston	Hillingdon
Greenwich	Leyton
Islington	Northolt
Kensington	Sidcup
Knightsbridge	Sutton
Westminster	Walthamstow

270. These moves will improve our average response times for the second fire engine. After these moves, the second fire engine would arrive within approximately eight minutes on 73.7 per cent of occasions, compared with our present performance of 69.9 per cent – a 5.4 per cent improvement.

271. We have also looked at the impact of these changes on performance in the different sub-regions in London. We have used the sub-regions set out in the Mayor's London Plan (see table) below. We have divided the East London and Thames Gateway Sub-Region along the river because except for the Blackwall and Rotherhithe tunnels and the Dartford crossing, our fire engines cannot cross the river east of Tower Bridge.

London's sub-regions	
Central London	Kensington and Chelsea, Camden, Islington, Wandsworth, Lambeth, Southwark and City of Westminster
East London and Thames Gateway North	City of London, Hackney, Tower Hamlets, Newham, Barking and Dagenham, Havering, Redbridge,
East London and Thames Gateway South	Lewisham, Greenwich and Bexley
West London	Hammersmith and Fulham, Brent, Ealing, Harrow, Hillingdon and Hounslow
North London	Barnet, Enfield, Haringey and Waltham Forest

South London	Bromley, Croydon, Merton, Sutton, Kingston and Richmond

Source: The London Plan (Chapter 5)

272. These changes are predicted to make a 5.4 per cent improvement in the average time it takes a second fire engine to reach an incident that needs one. This London-wide improvement masks much more significant improvements in second appliance attendance, against an approximate eight minute standard, in many London boroughs. Second appliance performance by borough is set out in annex 2. The best improving boroughs would be Waltham Forest (with 44.6 per cent of second appliances arriving within eight minutes); Hillingdon (20.1 per cent); Sutton (19 per cent); Hounslow (15.5 per cent); and Croydon (11.7 per cent).

273. When developing these changes we made sure that:

- performance is either improved or stays the same in those boroughs where it is currently below average
- no borough currently receiving performance quicker than the average would end up with performance slower than (the new, improved) average.

274. We have also looked carefully at the impact of these moves on how quickly the second fire engine will arrive in those wards with particularly high concentrations of people who we know to be at greater risk from fire (such as people living in rented accommodation, or single parent families) and those suffering from higher levels of multiple deprivation.

275. This shows that these moves will enable us to provide a service which better reflects these patterns of risk. Using historic incident data and the location of past fire casualties and rescues, the redeployments improve our second fire engine eight minutes cover by 5.7 per cent for fatalities, four per cent for injuries and 3.2 per cent for rescues. Our work on risk (Appendix 4 *What we know about risk*) describes the correlation between social factors and different incident types. There is a strong correlation between rented accommodation and accidental dwelling fires. Second appliance cover to areas with high or very high proportions of rented accommodation would improve 1.8 per cent overall in London. Some boroughs would show a significant improvement (for example, Bexley by 32 per cent, Croydon by 41 per cent, Hillingdon by 25.7 per cent and Waltham Forest by 44.7 per cent).

Impacts of redeploying fire engines

276. In order to locate a second fire engine at these stations we need to:

- relocate the operational resource centres due to be located at Addington, Finchley and Sutton fire stations
- keep an aerial appliance at Greenwich, rather than moving it to Sidcup as originally planned
- move the command support unit which it had been proposed to locate at Heston
- relocate our driver training centre away from Addington

277. These moves will require some building works at the fire stations affected. Initial estimates (without the benefit of design or planning work) suggest that these works (and associated changes to our IT systems, such as our mobilising computers) will cost some £2.2m over the three year period 2005/06 to 2007/08 (£1m in 2005/06). We have reviewed our capital programme. in order to include the cost next year within the budget for 2005/06.

Better buildings

Finding the best places for fire stations

278. In 2005/06, we will start a longer term process to even out the pattern of emergency response across London. This is so that people in similar types of buildings (presenting similar risks) anywhere in London can expect to wait a similar amount of time for fire engines to arrive when an emergency happens. The changes above will help to even out how long you have to wait for a second fire engine to arrive.

279. We recognise the need to develop an estates

strategy that will be able to reflect what we are trying to achieve as a service. This means that we need to look at a whole range of factors:

- is what we have in the right place to support the service
- is that property of the quality that we need for our workforce
- is it efficient in terms of its flexibility and the cost of maintenance and so on.

280. However, land and new buildings are expensive and so our approach to new and better buildings will have to be gradual and we will have to find ways to relocate and improve facilities as money allows.

281. We have never carried out a full appraisal of all fire station locations to assess, as a complete package, whether existing stations are in the right places to achieve the Authority's service delivery aims. With the confirmation of revised service performance standards in the plan and the desire to provide more even cover across London that recognises risk better, it is an appropriate time to consider our long term property strategy. During 2005/06 we will use our new and improved modelling capacity to look at the best places for fire stations if we are to deliver the optimum response to the risks.

282. We will then compare these with our current pattern of fire stations, and develop an operational estates strategy, including a programme for building new or redeveloping existing fire stations, or changing where fire engines are based, where this will help us to provide a better service overall, while also considering closing stations where they are not in the best places to provide a response which matches the risks. This strategy will take into account the Authority's aim of improving the overall quality and cost effectiveness of our property holdings.

283. An outline property strategy should be ready when we consult on our action plan for 2006/07 but will obviously take a number of years to implement, being dependent on the availability of capital resources for investment and (potentially) the identification of development sites and so on. In the meantime opportunities for the further development of partnership working with others will continue to be explored.

284. We will develop this strategy in line with our plans to modernise the service outlined in this plan, and will seek views on these longer term improvements to London's fire and rescue service when we consult on future phases of developing the plan.

Manchester Square fire station

285. The existing lease on Manchester Square fire station is due for renewal and discussions with the landlord have not yet reached a successful outcome. The station itself is in a very poor state of repair and would be likely to require considerable investment to bring it up to an acceptable standard (the 2004/05 capital programme included an indicative project cost of over £1.56m for these works which are now estimated to be £2.3m including the costs of temporary accommodation and fees). Consideration has therefore been given to the costs of the future leasing arrangements and capital investment required, together with the contribution which Manchester Square makes to the provision of emergency cover and whether, therefore, the station could close.

286. We have looked at what would happen if we closed Manchester Square fire station and removed its two fire engines. This research shows that if we closed the station we would still expect to get the first fire engine to an incident in Westminster during the busiest period of the day within approximately five minutes for nearly 58 per cent of incidents, instead of 64 per cent as now. This compares with a London-wide average of just under 47 per cent. It would also mean that performance within the borough would remain amongst the best response times in London (within the top third of all boroughs) and one minute faster times than the London average.

287. The second fire engine would arrive at incidents in Westminster within approximately eight minutes for 93 per cent of incidents, instead of just over 99per cent as now. This compares with a London-wide average of just over 63 per cent, and would mean that performance

in Westminster would remain among the top five performing boroughs in London. In any event, we provide strategic emergency cover in London and will send fire engines from the nearest fire station.

288. As set out in paragraph 259, we will remove the third fire engine from the initial response in areas previously called 'A' risk and this will reduce the demands on several fire stations, including Manchester Square.

289. In the light of this analysis we will close Manchester Square Fire Station during 2005/06, with a consequent reduction of two fire engines and their associated posts. Existing staff would be transferred elsewhere.

Corporate property project

290. We are also striving to develop much closer working with the private sector through our corporate property project. This is designed to realise the potential value tied up in our property portfolio, some of which is located in prime sites in London. This approach should facilitate the redevelopment of some of our older fire stations while also generating additional capital receipts which we can use to improve our facilities and boost our services.

291. This project will also help us with our programme to turn our fire stations into fire and community safety centres. These will be designed to be more accessible and welcoming to the public than many of our current fire stations in order to encourage and enable local people and businesses to come to us for advice on fire safety and other issues. We also hope that they will become seen as a resource which can be used by local people to the benefit of the local community and improve the quality of life in the neighbourhood.

Strategic resource

292. We already regularly use a proportion of our fire engines to carry out other work, such as inspection visits and training. Therefore not all of our fire engines are always immediately available for emergency calls.

293. Using the modelling approach described earlier in this plan, we now have information that will enable us to take well-informed decisions about the places where we can, from time to time, take engines away from having to wait for an emergency call, creating a strategic resource. This would make it possible for firefighters to do even more work in their local communities, or to undertake training, or other work that is important. This strategic resource would not be the same engines, in the same places, all of the time. The information we have will allow us to be flexible and rotate the stations, engines and people involved.

294. If a serious fire, or other large incident, happens while we are using our staff and fire engines in this way, we will recall some or all of them to be available to respond. By doing this we can get more prevention, protection, training and other essential work done. We'll still be able to respond immediately to a normal level of incidents and we'll also be able to increase that response to meet high demand, if we need to.

Our firefighters

295. The number of firefighters we employ at fire stations is more than the totals of the crew sizes. The total number assumes that there will always be people on holiday, off sick or away training. In the past, the number of days we lost from sickness has been a problem.

296. We don't want to employ more people than we need to. So, periodically, we adjust the numbers slightly to take account of those people we think will be on duty at any time. Two things that have happened over 2003/04 that mean we must look at the total number again. Firstly, we have expanded our services to prepare for possible terrorist attacks (London resilience) and have been recruiting extra firefighters so we can crew new vehicles we are getting. We can use the extra staff to help crew ordinary fire engines most of the time. Secondly, our efforts to drive down sick days are being successful; firefighters don't go off sick so often and we have more on duty than at any time in recent years.

297. Therefore, at some of our larger fire stations (those with two pumps only) we can reduce the number of firefighters by one firefighter each watch. This affects 32 stations, resulting in a reduction of 128 posts out of an

overall total of over 4,900 posts we have at fire stations.

298. No firefighter will lose their job as a result of any of the changes in this plan. And this improved use of resources will have no significant impact on the service provided, the number of fire engines that respond to calls, or our ability to deal with major emergencies. This will also still allow the Authority to provide the right response to fulfil predicted needs if London is hit by a terrorist attack.

Special vehicles

Aerial appliances

299. We are also looking at the effectiveness of the different types of aerial appliances we maintain. Aerial appliances help us reach high levels to help fight fires and rescue people. Currently we operate three different types of these appliances: turntable ladders, hydraulic platforms and aerial ladder platforms.

300. Keeping three different types of aerial appliance adds to maintenance and fleet costs, and makes it more difficult to ensure we have the right people in the right place with the right skills to crew the different types of appliance. We will therefore reduce the different types of aerial appliance we use to two.

Fire rescue units

301. In our last plan we decided to increase the number of fire rescue units from five to 10 and change the stations at which they are located, in order to meet a planned 15 minute attendance time across London. A fire rescue unit is a special vehicle that carries a wide range of equipment necessary for rescue and the stabilisation of an incident. This attendance time allows for the specialist units to reach incidents in time for casualties to be released and transported to hospital within the so-called 'golden hour'. This is the optimum time for a casualty to be released, given on-site life support treatment and moved to a hospital accident and emergency department to enable them to have a good chance of survival.

302. We also expanded the role of these units to include a capacity to carry out urban search and rescue as well as line rescue (rope access) and water rescue.

303. Because of this, we are providing ten new vehicles which are being rolled out to our fire stations as they become available.

304. We are keeping these new arrangements under review, but are not proposing any further changes for 2005/06.

Fire boat

305. We have recently completed a best value review which, among other things, looked at our fire boat service on the river Thames.

306. Currently we operate two fireboats on the river, attached to Lambeth fire station (which has a pontoon on the river across the road from the fire station). One of these boats is permanently crewed; the second is available for use if and when needed, with crew moving over from fire engines at Lambeth station in the event that it is needed.

307. This best value review concluded that we should maintain a fireboat service on the river.

308. However it has also recommended that there should just be a single, permanently crewed vessel. The second vessel would no longer be used to support the permanently crewed boat, but would be kept as a reserve boat to be used as a spare to cover for maintenance, repairs and so on. The two boats would be mobilised at the same time for a major incident.

309. The review has also recommended that the river station should have its own station manager. The closure of Manchester Square fire station will enable us to fund this from within existing resources.

310. Finally the review recommended that the engines of the current fireboats should to be upgraded, which would help them achieve quicker response times to incidents on the river. New engines would also be more fuel efficient, and produce less exhaust emissions, which will help us contribute to the Mayor's environmental strategies.

Fire investigation units

311. We operate seven fire investigation units. These units attend:

- fires at which someone has died
- fires in which people are reported as being in the building where the fire is taking place and may be trapped
- fire which it is suspected may have been started deliberately
- larger fires (that is those to which we send four or more fire engines)
- any other incidents which the officer in charge thinks the unit should attend. Their crews are trained to identify the seat of the fire and its likely cause.

312. We also operate a special unit with two dogs specially trained to detect the presence of flammable liquids that may have been used to start a fire deliberately.

313. The fire investigation officers who operate these units are trained to identify the seat of a fire and its likely cause. They are also trained to assess the way in which the fire has developed and to report on the performance of any fire resisting or fire suppression system which was fitted in the building concerned.

314. They work closely with the police at any scene where a criminal act may have been carried out, so that any potential evidence can be collected.

315. The information collected by these units is fed back into our real fire library, allowing us to collect together information about fire deaths; and about the effectiveness (or otherwise) of fire safety measures.

316. We will widen the scope of these units and send them to look at every fire in which someone has been injured. This will provide further useful information about the underlying causes which contribute to people being injured by fire. This will help us to target our future activities to reduce fires breaking out, and the severity and impact of those that do, more effectively.

317. While the neighbouring fire and rescue authorities should normally be self sufficient in fire investigation resources, we will of course provide what support we can if a particular need were to arise.

Other vehicles

318. Over 2003/4, we have also put in place the hose laying lorries as proposed in last year's plan. A hose laying lorry delivers additional hose needed at an incident.

319. We also further developed proposals to introduce the new operational resource centres, which will come into operation from 2005/06. The centres, which will be strategically located across London, will be equipped with flatback lorries capable of carrying all the equipment needed to incidents in a single journey.

320. However, we will look again at where these centres are based, in the light of the moves of some of our fire engines, as described in this plan. We will make sure that their locations are appropriate to maintain strategic cover across London.

Incident command

321. We have just completed a best value review of our incident command arrangements.

322. This review has made a number of detailed recommendations for improvements to the current arrangements and for re-structuring the central operational response department. They also include making improved arrangements for training and familiarisation in incident command procedures.

323. Currently we operate four command units (from Stratford, Lambeth, Lewisham and Wembley) and one Brigade command unit (which is also based at Lambeth).

324. The review recommends moving to more, but smaller command units, that can be mobilised earlier in the development of the incident. These units would be able to support each other at larger incidents.

325. We will provide eight smaller new command

units which would be located strategically across London so that they can reach incidents more quickly. A planned location for a new command unit at Heston will need to be relocated elsewhere because of our fire engine redeployment plans outlined above.

Incident aftercare

326. We will continue to improve the aftercare for those affected by fires and other incidents we attend. This will involve:

- doing what we can to limit the amount of damage caused by a fire – and by the way in which we fight it
- helping to clear up after an incident where we can
- providing advice about what to do to bring your home or business back to normal as quickly as possible
- leaving property in safe hands after an incident, so far as we can
- informing gas and electricity suppliers or borough surveyors who may need to know about properties which have been damaged by fire or another emergency, so that they can make sure they are safe
- making sure the area around an incident is safe – or is secured and being looked after to make sure members of the public cannot be hurt.

Environmental impact

327. We are committed to reducing the impact we make on the environment and have put in place a three year action plan of work to help protect the environment.

328. We will continue to train our staff to use equipment to protect the environment when we attend incidents, whether they be fires or other emergencies.

329. We will continue to work together with the Environment Agency and the London boroughs and provide a first responder service for hazardous spills and flooding.

330. We will continue to reduce our energy consumption. The Carbon Trust is working with us to manage our gas and electricity and to introduce energy saving schemes across our property holding. One innovative scheme involves fitting solar panels (photovoltaic cells) that will provide power to one of our fire stations. We are also working towards reducing the carbon emissions from our buildings.

331. Each fire station and office has recycling arrangements in place and we now ask all our suppliers to consider the environmental impacts of the products we purchase. We have already introduced recycling for uniforms, batteries, computer peripherals, furniture, paper and card.

332. We will continue to invest in reducing the emissions from our vehicles. All our new fire engines meet stringent environmental targets and we run LPG, and Hybrid cars. We are also testing biodiesel fuel for our fire engines.

Cooperation and joint working

333. Developing close and more effective partnerships with a range of agencies will remain a priority.

Other fire and rescue authorities

334. We work closely with the neighbouring fire and rescue authorities to make sure that effective arrangements for cross border working are in place and that we can support each other where needed at major incidents.

335. This includes regular liaison with each of the six fire and rescue authorities with which we share a boundary and carrying out joint exercises periodically.

336. We make sure that our procedures, equipment and working arrangements are compatible so that safe systems of work are not compromised when crews from more than brigade are working at the same incident.

337. There are also arrangements in place for us to assist each other at incidents across the boundaries. It may be that at different times of day fire engines from different fire brigades can reach incidents more quickly. Using our new techniques to model our response, we

will be exploring whether it is possible to improve our current arrangements so that, for example, people living close to the London boundaries can routinely rely upon fire engines from the nearest stations attending if they need them.

338. The arrangements to improve resilience in response to the increased threat of terrorist attack or other major incident have been planned on a national basis, and we are ready to use the resources based in London anywhere in the country where they may be needed. We have therefore signed a national mutual aid agreement under which all brigades agree to do all they can to help each other in a major emergency.

339. We also make sure that effective command and control arrangements are maintained when joint working takes place. These arrangements are consistent with the national guidance on incident command

Other emergency services

340. The London Emergency Services Liaison Panel (LESLP) brings together the police, ambulance and the fire and rescue services together with representatives from the London boroughs. It has agreed the respective roles and responsibilities of these agencies at any major incident, and has developed arrangements and procedures for command and control at such incidents.

341. These arrangements are seen to have worked well, and to provide a model for other parts of the country and we will continue to play our part in making them work effectively.

342. We will also maintain the good working arrangements we have with the police and ambulance services at a local level; arrangements which have improved since we moved to a borough based structure a couple of years ago.

London boroughs

343. We work closely with the London boroughs through the Crime and Disorder Partnerships, Local Strategic Partnerships and other networks to promote economic and community development, and improved community safety. Through these links we tackle offending behaviour such as arson and vandalism which reduce the quality of life within London communities. We have local programmes to introduce young people at risk of offending to activities that demonstrate the positive aspects of working within a team on managed tasks that benefit others.

344. We also maintain good working arrangements at a local level on day to day issues. Through these borough contacts we encourage lift repairs, the removal of hazards blocking escape routes and take part in schemes to clear the streets of rubbish and abandoned cars, all of which offer the opportunity for arson.

345. Our borough commanders are also working with London councils to fit smoke detectors in residential premises, especially the homes of vulnerable people such as the elderly and disabled.

Social housing

346. Appendix 4 *What we know about risk* confirms that there is a strong correlation between living in rented accommodation and increased risk form fire.

347. During 2005/06 we will to develop closer partnerships with the registered social landlords (who are responsible for managing social housing across London).

348. Our aims will be to encourage them to fit smoke detectors in all their premises, and to consider fitting hard wired smoke alarms and sprinkler systems when they are refurbishing their stock or building new developments.

349. At the same time, we will work with them to improve their arrangements for the maintenance and repair of lifts in their housing stock; to reduce the distress and alarm caused when lifts break down and to reduce the unwanted drain on our resources in responding to calls to release people shut in lifts.

Procurement

350. We will continue to look at areas where partnerships with the private sector can help us to improve services and efficiency.

351. We have already put in place innovative arrangements with the private sector to supply, manage, maintain and dispose of both personal protective equipment used by our firefighters and our entire vehicle fleet, including our fire engines and operational equipment. Both of these contracts are working well and have delivered significant improvements in safety, service quality and efficiency. Many other fire authorities around the country are looking to follow our lead and are considering similar arrangements.

National procurement arrangements

352. We have cooperated with the government to produce a draft national procurement strategy for the fire and rescue service. Following a consultation period, the Secretary of State is considering responses and it is expected that a final version will be published during the early part of 2005/06. We will play an active role in delivering this strategy.

353. In particular, we will continue to lead, in conjunction with Firebuy, a major project to provide protective and other clothing for firefighters across the country, using the opportunity this provides to create a national identity for the service.

e-government

354. We are working with other fire and rescue authorities and the ODPM as part of a national fire and rescue service e-government project (e-fire). The e-fire project has been reviewed by the government during 2004 and realigned to the new National Framework.

355. The project will deliver the following:

- **fire safety in the community** will provide opportunities for householders and home owners to access information and advice about fire safety matters online or via computer assisted call centres. This will include things like undertaking a home fire risk assessment, requesting a free smoke alarm for someone in need and buying fire safety equipment. It will also facilitate opportunities for booking various community fire safety services provided by local fire brigades, such as schools visits and visits by fire station staff, and make available for schools and teachers attractive and innovative learning materials

- **fire safety and business** will e-enable our interactions with business to regulate fire safety in their buildings, reflecting the new enforcement regime which is expected to be in place shortly. It will also speed up the processes for consulting with other agencies, such as local authorities, on fire safety issues

- **firefighter recruitment** will provide an online self assessment process for those wishing to become firefighters (but it is not now intended to include facilities to submit an application to join the service).

- **fire and rescue service portal** providing access to a range of different users, including citizens, to information and electronic services.

356. We have also been an active partner in another national project to e-enable planning and regulatory services, known as PARSOL. This is intended to provide readily accessible information to the public and business about the range of planning and regulatory services, including on-line applications. The outcomes of the project mean that we will be able to exchange data with local councils where the fire and rescue authority is consulted on issues connected with planning, building control and so on.

Diversity

357. We are committed to developing a workforce which reflects the diverse communities we serve. This will not only help us to provide more responsive services, but will also help to build confidence in each part of the community that we understand their particular needs and aspirations.

358. We review and roll forward our Equalities Action plan each year (which includes our Race Equality Scheme). This sets out in more detail how we will promote equality and celebrate diversity. It covers both how we provide services to the diverse communities in London as well as in our role as am employer in

developing a more diverse workforce.

359. If you are interested in the detail of this plan it is available on our website at www.london-fire.gov.uk. If you have any difficulty accessing it there, please telephone 020 7586 6390 or text phone 020 7587 4375.

360. We have joined with the rest of the GLA Group in setting a target to reach Level 5 of the Local Government Equality Standard. We will continue to work towards meeting this challenging target.

361. We will also work with the GLA and other potential partners to provide access for members of the public and for our staff to a community language service, which includes British Sign Language, to improve how we can communicate with those members of the community who do not speak English as their first language.

362. We will continue to assess the impact of the services we provide on different parts of the community; looking in particular at the impact of changes (such as those set out in this plan) on different groups within the community.

Procurement

363. We will ensure through our procurement strategy that contractors are sensitive to the needs and aspirations of London's diverse communities. We will promote equality of opportunity to all our contractors as well as seeking evidence of their own commitment.

364. We will also encourage businesses from across London's diverse communities to apply for contracts with the Authority and make sure that the way in which we structure and let these contracts places no unnecessary obstructions in the way of such applications.

365. We will take particular care through the proposed development of a national procurement agency for the fire and rescue service to press for equalities issues to be fully reflected in the structure of the new agency and in how it goes about its work.

Community events

366. We will agree a programme of community events which the Authority will support and attend. This programme will be designed to support achievement of our overall equalities objectives and will be developed in consultation with different parts of the community, and with different groups among our own staff.

367. We will make sure that each borough team supports at least one major event in their area each year, as well as maintaining continuing links with different parts of the community.

368. We will make sure that we monitor the impact which this programme has in helping to meet our goals. We will also carry out assessments on the impact of our plans on different parts of the community. We will use these impact assessments to review and improve our programme in later years.

Our staff

Developing a diverse workforce

369. We will continue to build on the good progress we have had already made in increasing the number of black and minority ethnic and women firefighters.

370. We have changed our selection tests to ensure that these are explicitly job related, and that they have no unintended adverse impacts on any particular group, particularly those currently under-represented in our workforce.

371. Where the Government are developing national standards or guidance relating to recruitment and selection standards we will continue to work with them and other fire and rescue authorities to ensure that these are fair and equitable.

372. We will continue our programmes of outreach work to encourage people from under-represented groups (who may not traditionally have considered the fire service as a career) to apply to join our organisation. We will develop the arrangements for working with Borough Commanders to reach the communities they are in contact with.

373. We will continue to run positive action

programmes to support applicants from among parts of the community currently under-represented in the Brigade, recognising that they may have been disadvantaged by historical discrimination, whether overt or indirect.

374. We will publish information each year, as part of our Race Equality Scheme, about our performance in developing a diverse workforce, at all levels of the organisation.

Development and retention of staff

375. In common with many organisations, was are facing the situation where our women staff and those from black and minority ethnic groups are concentrated in the more junior, and so lower paid, jobs.

376. We will take action to develop and support these members of staff to seek promotion, by putting in place mentoring and development programmes. We will support this by examining how best to implement multi-tier entry into the service allowing people to enter directly into managerial and supervisory roles.

377. We will continue to strive for a work environment which is free from harassment and bullying; one where every employee is treated with respect and dignity. We will continue to challenge any example of harassment or bullying among staff, taking a victim centred approach where we come across unacceptable behaviour and seeking to take action which would help to prevent such problems happening again.

378. We will continue to provide support to groups of staff who are currently under-represented in our workforce and who have set up networks and mutual support arrangements.

379. We will also support the involvement of our staff in national support networks, such as Networking Women in the Fire Service.

380. We will monitor the use of formal discipline, grievance, absence control and capability procedures to make sure that there are no unintended adverse impacts on particular groups of staff.

381. We will also develop and expand our mentoring and other support programmes to help people who might otherwise feel isolated and encourage them to develop their skills and progress in the organisation.

382. We do not currently have a disproportionate number of leavers from groups under-represented in the workforce but we will continue to monitor this situation closely and, if necessary, will put in place appropriate measures.

Training to Succeed

383. We will continue to deliver our Training To Succeed programme. This is designed to develop and support staff at all levels in our organisation in their understanding of equalities and diversity issues. It is also designed to help ensure that as part of their day to day work they can play their full part in meeting our overall equalities and diversity objectives.

Work life balance

384. We will continue to develop and implement measures to secure a better work life balance for our staff, through policies covering areas such as childcare, parental leave and job sharing.

Facilities

385. We have made sure that every fire station has separate washing and changing facilities for men and women. We have also provided separate sleeping facilities for men and women at some 90 per cent of our stations and are developing plans for the remaining, more difficult, 10 per cent.

386. We are implementing a rolling programme to improve the washing and changing facilities at all our stations.

387. We will continue to make sure that clothing, protective equipment and the design of operational equipment are all suitable for use by women and well as men, and by operational staff from different religions.

Disability Discrimination Act

388. Until October 2004 the provisions of this Act did

not apply to the employment of our firefighters. This has now changed and so we have taken action to ensure that we are fully meeting our obligations under the Act.

389. We have also carried out a programme of works to our buildings to ensure that we meet the requirements of the Disability Discrimination Act relating to access to, and use of, our buildings.

390. As part of our building maintenance and improvements programmes we will continue to incorporate improvements in the facilities for the disabled as we select, design and implement improvement schemes. This means that we anticipate that planned building works at the following stations during 2005/06 will include such improvements: Heston, Hillingdon, Ilford, Hornchurch, Old Kent Road, Kensington, West Norwood, Islington, Chingford and Southwark.

391. We will make adaptations to working arrangements, where this is practicable, to enable existing, and potential future, disabled members of staff to work effectively.

Faith

392. We shall continue to develop a programme of work to ensure that none of our procedures and practices discriminate unlawfully on grounds of faith. We are in the process of establishing a multi-faith chaplaincy that will advise the Authority on faith issues and provide support to our staff.

Sexuality

393. We will continue to develop a programme of work with our support group for lesbian, gay, bisexual and transgender staff to support and encourage them in the workplace. We have developed a range of strategies to promote firefighting as a career amongst the lesbian, gay, bisexual and transgender community.

Age

394. We are looking carefully at our policies and procedures to see if they discriminate on the basis of age. We have already introduced some flexibility on retirement age for both our operational and main grade staff.

Staff and their development

395. We welcome the settlement of the recent dispute with the Fire Brigades Union. This means that we can now get on with modernising the service and introducing greater flexibility in the way our staff work, where this can help us to improve community safety.

396. We will deliver the changes in firefighter posts set out in this plan through natural wastage and will maintain our policy of no compulsory redundancy for firefighters. We will also manage our recruitment programme to ensure that the planned reductions through natural wastage are achieved as planned.

397. We can only deliver the improvements in this plan, through the work of our staff, and therefore we will continue to do all we can to develop and retain a high quality, professional workforce; one which continues to attract the respect of both the general public and the other agencies with which we work.

Integrated personal development system

398. A key part of the agreement with the FBU is the move from a rank to a role based structure, linked to the implementation of an integrated personal development system.

399. The system identifies the core job roles which firefighters need to carry out, and in what areas they need to be competent to work effectively in those roles. This system provides a competence based approach for the training and development of our operational staff. It provides a structured basis for:

- assessing the competence of our staff as they work
- providing them with the development and support they need to maintain and develop their skills.

400. Much of the development work for this national system was carried out in London, and we will continue to support its implementation nationally, as well as in London. This will be done in a way consistent with the expectations in the National Framework.

401. Under the terms of the national agreement a new role-based structure has been agreed and we will ensure that all operational staff are moved across from the old rank based to the new role based structure.

402. We will also develop a performance appraisal system in the same way as we are doing for our support staff.

Duty systems and shift patterns

403. During 2005/06 we will look carefully at the duty systems which our operational staff currently work, in the light of our greater understanding of risk and workload… This may include some pilot work to explore the practical implications of possible changes before they are rolled out more widely.

404. We will be looking to provide:

- more flexible working patterns to assist people with their work-life balance
- more flexibility in the work that our staff carry out
- more flexibility in the duty systems to help us improve operational efficiency.

405. We have already begun to make progress in this area by introducing new arrangements for part-time work for staff groups who previously were not allowed to do so.

406. Our future plans depend on more flexible working patterns being available for some staff than the current systems allows. For example, an increased focus on community engagement and preventative work means that our staff need to be available when local people or businesses are ready and able to work with us.

407. This means that much of such work will need to be carried out during normal working hours (for businesses) and in the early evening or at weekends if we are to engage with members of the public who are also at work during the day.

408. We have already introduced arrangements to allow operational staff to work part time. We will develop proposals for a range of different working patterns available to firefighters during 2005/06. The development of more flexible working patterns is a key part of the modernisation of the service and is an essential part of, and justification for, the recent pay award for firefighters.

409. There will always be a need for a core shift system which maintains 24 hour cover and so there will remain plenty of opportunity for those existing firefighters who wish to do so to remain on their present shift pattern. However, we also want to look at ways in staff can:

- focus on day time, or evening shifts but reduce the commitment to night time working
- develop more flexible call out arrangements
- work in more flexible ways so that they are not necessarily based at a single fire station or local office, but could move to different parts of London to address the particular risks faced by different communities.

410. Such different working patterns will provide a range of opportunities for staff to adjust their working patterns with their differing domestic commitments and help to increase the flexibility available to achieve a work life balance which best suits them.

411. We understand that many of our staff do find the current shift pattern attractive, and are concerned about any perceived threat to it. Our objective will be to develop more flexible patterns by agreement, and through recruiting new staff on a more varied menu of working patterns, and we will try to allow as many staff as possible who wish to do so to stay on the current shift pattern, though this may operate on a different watch basis.

Skills allowances

412. In 2004 we introduced additional payments for those firefighters who were driving our fire engines.

413. We will keep under review the need to consider making other local arrangements for extra payments to recognise other skill shortages or special skills.

Pre-arranged overtime

414. After consultation with the trades unions, we have introduced arrangements for pre-arranged overtime to be worked where this can help us improve our services in a cost effective way. An example of a situation where such payments would be helpful, is our outreach work to encourage people from groups who have traditionally not seen the fire service as a career to consider applying to become a firefighter.

415. We will keep these arrangements under review and develop and expand their use where this can help support improvements in how we deliver our services.

Multi-tier entry

416. Until March 2004, the law required all operational staff to join the fire and rescue service as firefighters, and then progress through the ranks as they develop their skills and seek promotion. We welcome the fact that that law has been repealed which means that people with the right skills and abilities can join the service other than as a firefighter, developing their operational and command skills as necessary after joining the organisation. We can now begin to plan how to make use of this greater flexibility.

Night time working

417. The national agreement reached in settlement of the pay claim makes provision for staff to do duties other than responding to emergency calls at night, subject to certain conditions which include these duties being consistent with an Authority's integrated risk management plan.

418. We recognise that there will be some opportunities for carrying out important work at night and we will make full use of these opportunities. This could include:

- carrying out training or exercises while public services are not running (examples could, include the railways, the underground, airports and so on);
- making essential safety checks at businesses or entertainment venues which operate at night, or at places where there is a significant life risk where vulnerable people are sleeping (such as hospitals, care homes and so on).

Public holidays

419. We recognise that public holidays are distinct from normal working days or weekends, and that this will affect what work can be done by staff on duty on those days. However, we will seek to make full use of the particular opportunities which public holidays do provide for work other than responding to calls for assistance.

420. Public holidays are usually the focus for a wide range of community events. This gives us invaluable opportunities to get out into the community, spreading the community fire safety message and encouraging people, especially those from groups which are currently under-represented in the service, to think about a career in the fire and rescue service.

421. There are also occasions when many people will take the opportunity to go shopping (for example, at the January sales, at DIY and other outlets) which again can provide a good opportunity for targeted community fire safety work.

422. There is also an increasing trend for public transport operators to use extended breaks over a bank holiday to close down parts of the transport network to carry out major engineering and building works. This provides a good opportunity (which we will make full use of) to carry out major training exercises on those days.

Our support staff

423. We will apply the principles of workforce development which underpin the integrated personal development system for our operational staff to all our employees.

424. We are developing over the coming year a job evaluation for our support staff and a performance appraisal system linked to the appraisal system for operational staff.

425. We will also consider carrying out a wider pay

and grading review.

Industrial relations

426. It is unavoidable that the national fire service dispute will have had an impact on staff morale and relations between managers and staff. However now the dispute has been resolved, we will do all we can to develop a positive and constructive industrial relations climate so that staff and managers can work together to improve community safety.

427. We have reviewed our local industrial relations procedures in the light of the national agreement. However, inevitably management and the trades unions will not always agree on everything. We are therefore continuing work to put in place effective and speedy disputes resolution machinery, which enjoys the confidence of both parties.

428. The national agreement has also put in place updated discipline, grievance, job performance and attendance procedures and we have put in place streamlined procedures consistent with the national agreement.

Health & safety and the environment

429. We will continue to do everything we can to secure the health and safety of our staff, especially those operational firefighters who may be exposed to hostile environments as part of their work to protect the community.

430. We will work closely with the Health & Safety Executive and local safety representatives to ensure that we put in place safe systems of working for all aspects of work; and we will continue to work closely with colleagues around the country and with the Audit Commission and Her Majesty's Inspectorate of Fire Services to ensure that best practice is exchanged and that we can learn from the experience of others. Guidance issued by the Health & Safety Task Group is one way by which this can be achieved.

431. We have developed, as part of our safety management system, a comprehensive inventory of the risks associated with our operational activities. We maintain a central register of the risk assessments we have carried out against that inventory and have developed comprehensive guidance for managers on health and safety issues.

432. We will continue to provide specialist health and safety advice within the organisation and have recently overhauled our systems to collect information about all safety events (given that as much can be learned from 'near misses' as from actual accidents).

433. We have well established and sophisticated arrangements in place to investigate those accidents which do occur, and to take any necessary action to prevent similar accidents recurring in the future.

434. We let a new contract for occupational health support April 2003 and these arrangements are working well.

435. Last year we opened a major real fire training facility at our training centre in Southwark. This facility has been designed to be environmentally friendly and thereby to minimise the impact of its operation on our neighbours. It provides a realistic training environment for both our trainee firefighters and our more experienced staff in a controlled environment which minimises the risks of accident or injury during such training while providing a realistic training experience.

Finance and resources

436. We consulted separately on our budget proposals for 2005/06 before we agreed our budget submission to the Mayor in November 2004. Our budget submission is consistent with the intentions in this plan.

437. The mayor and London Assembly have now approved our budget requirement for 2005/06 at £403.4m. This budget requirement is consistent with the proposals in this plan.

Performance management

438. We want to make sure our services provide best value for money and operate efficiently and effectively. During the last few years we have improved our

planning processes and the way we manage and use performance information. We will do more work in 2005/06 to make these arrangements even better.

439. We are now improving the links between borough plans, the corporate plan and this plan, developing programme and project management across the organisation, and are looking at how we can then link these plans to individual performance appraisal.

440. When preparing our plans for service improvements and delivering better value for money we have adopted a risk based approach – targeting our activities and our resources (whether staff or money) on those issues which pose higher risks.

Planning

441. We continue to try and improve the integration between our business and our financial planning. Our corporate plan (which is available on our web-site) provides detail about our planned activities over the next three years from 2004/05 to 2006/07, in line with our agreed three year financial statement.

442. The corporate plan is supported at officer level by:

- annual service plans for each department
- annual plans for each borough.

443. It is also supported by specific strategies for delivering improvements in key areas (for example arson reduction, equalities and diversity, health safety and environmental issues, procurement, information and IT and so on).

444. We continue to improve the way in which our corporate objectives and targets are linked into individuals' and teams' objectives and targets.

445. Our three year corporate plan, and the supporting departmental service and borough plans, are reviewed and rolled forward annually as part of the performance management framework. The current annual business and planning cycle is illustrated in the diagram.

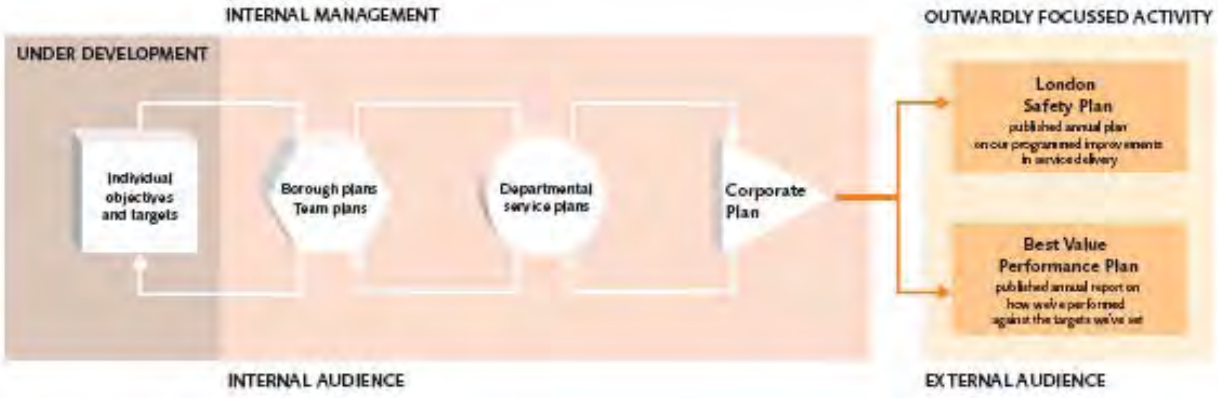

Figure 1: LFEPA's annual business and planning cycle

Corporate risk

446. This plan sets out our approach to reducing risks within the community. However, it is also important that we develop a register of the major internal risks to the delivery of our services and that we identify what we can do to reduce these as well.

447. The advantage of using this risk management approach internally, as well as externally, is that we can identify and programme in a consistent way what we need to do to make sure delivery of our services is not disrupted, and agree clear priorities for the action we need to take.

448. To achieve this by the end of 2005/06, we will further develop our register of these risks to our ability to maintain services without disruption, and make sure

that our planning processes take full account of those risks, and what we can do to reduce and mitigate them.

449. As well as managing internal risks to reduce the chances of something going wrong and disrupting service delivery or causing preventable losses of some sort, we are also planning what we should do if something does go wrong.

450. We will therefore develop a business continuity plan, which will set out what we will do to help us recover quickly, if some of the worst things happen, despite our best efforts to prevent them doing so.

Best value reviews

451. We will continue to carry out best value reviews of our activities. Reviews completed in 2003/2004 identified average efficiency savings of 3 per cent, exceeding our internal target of 2 per cent.

452. In 2004/05 we completed the following reviews:

- fire stations, firefighters and emergency cover
- incident command support
- borough structure and support services.

453. The borough structure review found that there is resounding support for our borough structure both internally and externally from our local authority partners, charities and other stakeholders. The benefits have been recognised by all and by raising our profile at borough level we are better placed to deliver our new, wider prevention agenda than we have been before.

454. However, having confirmed the overall approach, the review identified that the size and resilience of the borough teams affects their performance and recommended that these considerations should be reflected when looking at where these teams should be based.

455. The reviews have all confirmed the importance of getting the right balance of uniformed and non-uniformed staff and have challenged long held assumptions about the suitability of posts for non-uniformed managers. They have found that mixed teams are working well within boroughs and that the right balance of skills, experience and capabilities can be delivered with a greater proportion of non-uniformed staff.

456. This opens the door to a future where the groups that are currently under-represented within our workforce, particularly at stations, will have increased opportunities to become managers of frontline uniformed staff. It is hoped that this increased diversity will improve our performance in delivering our services as well as making us more attractive as an employer, and creating truly multi-gender, multi-cultural workplaces.

457. The firefighting, fire stations and emergency cover review looked at how time is used at stations and made further recommendations which will achieve a more equitable spread of administrative duties amongst staff at stations. This, in turn, will free up officer time which will partly be used to increase the amount of station-based training.

458. The approach underpinning each of these reviews is to encourage greater flexibility at a local level and to clarify responsibilities for each management tier while being less prescriptive about how this is achieved in detail.

459. Another key aim is to ensure that staff at all levels, particularly in the borough teams, are provided with the competences and information necessary to manage and drive forward performance improvement.

460. By the end of 2004/05, we started our reviews of:

- strategy, planning and performance
- communications
- property.

461. Our current plans are to start a further batch of reviews during 2005/06 looking at:

- finance
- legal services
- vehicles and operational equipment
- emergency planning.

Performance Assessments

462. We have taken part in an initial performance assessment (IPA) for the GLA group carried out by the Audit Commission. We published our self assessment in March 2004 and the Audit Commission's final report in November 2004 assessed the LFEPA as a 'good authority' overall.

463. The Audit Commission has been developing a comprehensive performance assessment (CPA) model for the fire and rescue service and work is underway to reconcile the IPA work with the new CPA regime.

464. Other external inspections of the Authority have produced favourable results. For example, the last three annual management letters from the external auditor have been complimentary with only minor areas highlighted for improvement. Where areas for improvement have been highlighted, the Authority has taken action to implement them.

465. We were scored highly by our external auditor for the financial and governance parts of the IPA.

466. The Audit Commission has also confirmed that we making "good progress" in modernising fire and rescue services in London and that no other fire and rescue authority has made better progress than we have in delivering modernisation of the service.

Communication

467. We will continue to develop and improve how we communicate with Londoners and key stakeholders, in line with our consultation and community engagement strategy.

468. We keep these arrangements under review in the light of practical experience and will be rolling forward our strategy during 2005/06 in the light of our experience since it was first approved in July 2002.

469. Each year we will consult key stakeholders and members of the community on the priorities in our London Safety Plan and our proposals for making London a safer city, in accordance with government guidance.

470. We are committed to a joined up approach to consultation and engagement across our activities, and with the rest of the GLA group because:

- the public and stakeholders expect that the GLA as a group is coordinated
- value for money can be achieved by sharing effort, expertise and outcomes
- consultation fatigue can be avoided, particularly among the organisations often consulted on different issues.

471. We will look at the most effective channels for communicating our proposals to people living and working in London. This could include use of local borough and regional newspapers including the Londoner (the paper produced by the GLA Group) through editorial comment and/or advertising.

472. Local radio and television and online news services will also be considered.

473. We will carry out a best value review in 2005/06 into our communications and will implement any improvements agreed as a result of that review.

Research

474. This plan highlights a number of areas where further research is needed to improve our understanding of risk and the factors which can help to reduce or mitigate it.

475. We welcome the recognition in the government's National Framework for the fire and rescue service that *"research and other evidence can play a crucial role in :*

- *development of policy*
- *understanding risk and developing strategies to deal with it*
- *identifying and sharing best practice*

- *informing the development of equipment and techniques for dealing with incidents".*

National research programme

476. The framework confirms the benefits of a national research strategy and the government's belief that there is considerable scope to improve collaboration on research.

477. We agree with this analysis and welcome the government's commitment to allocate £1m in 2004/05 to support suitable projects, following consultation through the Practitioners' Forum and the Community Safety Forum.

478. We will urge the government, and other stakeholders such as the Local Government Association, other fire and rescue authorities, and private firms involved in the fire and insurance industries to agree a research programme over the next few years which, among other things, would look at:

- bringing together research from this country, and indeed around the world, into those factors which increase or reduce risks from fire and the effectiveness of different strategies to reduce those risks
- commissioning additional research into these issues where any significant gaps are identified in current knowledge
- improving our understanding of the complex behaviour of fire, if and when it does break out, including how factors such as human behaviour, the room of origin and the impact of different products/materials can affect how quickly a fire spreads and gets out of control
- looking at the effectiveness and impact of different community fire safety strategies
- quantifying the benefits of installing smoke alarms and sprinkler systems.

London-wide issues

479. There are a number of areas where we believe that a number of different agencies in London could usefully get together to plan and commission research.

480. These include:

- gaining a better understanding of how social risk factors such as smoking, alcohol and drug abuse, age, disability, socio-economic status, housing tenure, immigration/asylum status inter-relate with each other and impact on fire and other important factors such as health, or crime and disorder
- improve our understanding about the causes of road traffic accidents and their outcomes (in terms of life loss or injury) and the most effective ways both to reduce the number of accidents and to improve the effectiveness of the emergency services' response
- monitor and analyse the causes of flooding and improve our understanding of how we could reduce the frequency or severity of floods
- look at the causes of lift failures and how we can work with building owners or managers and lift manufacturers to reduce their numbers.

481. We will discuss these areas with potential partners and in particular explore with the GLA whether they could take the lead in pulling together research into one or more of these issues.

Our research programme

482. We will analyse our own information on performance to improve our understanding of the effectiveness of activities in reducing and mitigating risk.

483. In particular, over the next few years, we will look more closely at:

- any evidence about the impact of particular community fire safety initiatives on reducing the number of fires breaking out, the number of deaths and injuries from fires and the number of hoax calls

we receive

- information and trends on the number of injuries from fire, and factors which may be affecting those figures
- the impact of certain types of incidents (and how we deal with them) on the local community and its environment
- improved qualitative information about the range of incidents we attend where there is no risk of fire, the resources we use at those incidents and the impact we have in improving safety and quality of life in the locality.

484. We will also explore with the academic world and consultants the potential benefits for commissioning some more detailed research work into issues such as:

- the effectiveness of specific community fire safety initiatives.
- what may help to improve the effectiveness of rescue work (including an examination of the relative impact of rescues by the Brigade, other emergency services, or members of the public themselves)
- building on any national study, to look at the relationships between how quickly we attend incidents, and the outcomes of those incidents (in terms of saving lives, reducing injury and minimising property and environmental damage).

Longer term changes

485. The intentions above are the first phase of a longer term strategy to improve the way in which we manage our resources in order to improve community safety.

Strategic resource

486. In order to achieve a primary objective which is to free more resources to do proactive community safety work and undertake other essential activities, this plan includes making a second major change in the way that some firefighter time is used.

487. We already have experience of putting some fire engines on 'second line availability' for limited periods to enable crews to carry out community fire safety work or training. However, these fire engines remain available to respond to an incident within a relatively short time, if required and this affects the efficiency with which these staff can be used for other key activities.

488. The risk modelling work undertaken by our consultant enables an assessment to be made of the impact of a planned (but not permanent) reduction in the number of fire engines available, by assessing the contributions that different fire engines make to maintaining overall emergency cover. In turn, this makes it possible to plan to identify and release staff to:

- carry out community safety work, including home fire risk assessment
- work on borough, regional or even London-wide projects or campaigns
- provide time and opportunities for essential training to be carried out
- conduct outreach or other community engagement or recruitment activity.

489. The stations designated to contribute to the strategic resource would be those who have second appliances that make a lesser contribution to emergency cover when compared to others. So, if these second fire engines at these designated stations are not available for emergency cover there will be less impact on the Authority's ability to respond at normal levels of demand. This effect has been modelled in order to identify:

- the fire engines that can be placed in the resource with the least effect on emergency cover overall
- the fire engines that could be best spared at different times of the day

- the fire engines that make such a significant contribution to cover that they should not be placed in the resource; and
- the maximum number of fire engines that could potentially be placed in the resource, which based on our current arrangements for 'second line availability', would not exceed 30 during 2005/6.

490. Officers are currently working with ORH in order to identify what the impact would be of removing different numbers of appliances (for example, 10, 20, 30) from front line availability. When we have this data, the Authority would be enabled to plan for the reduction of immediate emergency cover and, temporarily, re-allocate those resources to do even more work in the community, or to undertake training, or other work that is important. There is also a range of management systems that will need to be developed so that the use and recall of the resource can be carried out effectively. The introduction and management of the resource will therefore be implemented in a staged way, measuring the effects carefully at each stage.

491. The magnitude of the improvements achieved by the redeployment of 10 appliances is such that there is clearly capacity to introduce this more flexible and efficient use of resources and yet still achieve major improvement in second appliance attendance times. In considering the effect on emergency response, however, the use to which the reserve will be put must be taken into account. One of its primary purposes is to reduce the risk of serious fires occurring and to reduce their effects. There is, therefore, a significant interaction between activities to reduce fires and fire deaths and the need for response resources. This relationship will also need to be monitored carefully.

492. The work to develop the strategic resource will also encompass the ability to identify those appliances that could be most easily spared if they needed to be, due to short term absence, sickness, and so on.

493. Appliances and the crews forming the strategic resource would not be immediately available to attend normal emergency calls but would remain available for recall in the event of a major incident or at times of peak workload. An appropriate approach for the recall to be effective will be implemented as the work develops and used in the management of the resource, so as not to affect the longer term resilience of the Authority's response. As the effects of withdrawal of appliances are understood within the new deployment pattern and recall arrangements are developed and tested, the use of the resource can be expanded.

494. To make sure that all stations and pump crews get an opportunity to do other work as part of the strategic resource, second appliances from the identified stations will sometimes move to cover another station allowing the crew from that station to carry out training or undertake community safety work.

495. The work involved in the development of the operation of the strategic resource also needs to be considered alongside the resource demands that the changes set out in this plan create, in an already significant modernisation programme. There will be costs in recall hardware (pagers and so on) and training for staff making decisions about recall although initial scoping indicates that these should be contained within existing budgets. There will also be management issues in giving staff more independence and responsibility. The use of the strategic resource will be developed during 2005/06 and we will then review its operation and consider how it can be developed further in the future to strike the optimum balance between prevention work and training and maintaining a fast, effective and resilient emergency response.

496. Once fully implemented, this new approach provides greater flexibility in the management of people resources whilst ensuring effective cover remains in place. The 'people resource' released will be used to enhance their own effectiveness and the Authority's protection and preventative role – a vital element of the LSP2 – without detriment to the ability to provide the 'response' capability when required at major incidents through the recall arrangements.

Alternate crewing

497. We already operate a system for alternate crewing of some of our appliances. This is where some appliances are not crewed permanently, but when they are needed staff move across from another appliance at the station. Most of the appliances that we operate like this at present are our incident response units – most of which will be used very infrequently.

498. We will look at the opportunities for making greater use of alternate crewing in the future as we believe it will both make better use of our staff and provide more varied and interesting jobs.

New patterns of working

499. We know that our busiest time of day for emergency calls is during the afternoon and evening. This is also the time of the day which is best for carrying out community safety work.

500. The quieter times of the day for operational calls (from one o'clock until six or seven in the morning) are also the times of day when traffic congestion is at its lightest and so we are able to get to incidents more quickly than we can during the day.

501. The peak workload for both answering emergency calls and for carrying out community fire safety work falls at the same time of day. We will therefore look at developing new patterns of working which will allow us to increase the resources we provide at those times of day, while reducing the number working during the night (at a time when there is little opportunity to carry out prevention work or training).

502. We will always retain the capacity for a quick emergency response at any time of the day – and so the bulk of our firefighters will continue to work a shift pattern which provides this cover.

503. However we will develop proposals during 2005/06 for putting in place different working patterns to complement those we need to maintain 24 hours cover.

504. These new working patterns will be developed to ensure that the staff working them receive the training and support necessary to ensure that they are competent in all aspects of their work, and that safe systems of work are never compromised.

505. We aim to develop firm proposals for this more flexible approach to working in time to consult on those proposals when we roll forward this plan next year. Where necessary to develop such firm proposals, we will carry out appropriate pilot work during 2005/06, in close consultation with our staff.

More flexible emergency cover

506. We know that the patterns of risk across London changes at different times of the day, week and year. During 2005/06 we will improve our understanding of how these changing patterns of risk relate to our pattern of fire stations and fire engines and changing traffic speeds and base the changes to working patterns on that better understanding.

507. We will explore options for a more flexible pattern of emergency response. This would mean a switch away from the historical pattern where a fire engine is based at the same fire station 24 hours a day, regardless of changes in the pattern of risks and in the number of calls being made.

508. Instead we will look at a new approach where a different number of fire engines are kept available at different times of the day, and the station at which they are based also moves, where this reflects changing patterns of risk.

509. We will consult on any proposals emerging from this work when we produce our action plan for 2006/07.

Looking at the vehicles we use

510. We will also look carefully at the type and range of vehicles we use to respond to fire & other emergencies and to move our people about. For example it may be more effective and efficient to provide different types of vehicle to respond to certain non emergency calls.

511. Currently we mobilise at least one fire engine and its full crew to every incident we attend, even though for some incidents not all of the crew or equipment on a fire engine may be needed to deal with that incident.

512. Clearly such changes would need to be costed and worked through carefully, and fully discussed with our staff, before proposals were firmed up for consultation. However we believe that it is important to look at these more radical ideas, and to assess carefully their potential contribution to meeting our overall objectives and will continue this process over the coming year.

Annex 1: **Average first appliance arrival times (current actual)**

Borough	**Minutes & seconds**	**Rank** (1 = fastest)
Barking and Dagenham	**6:13**	22
Barnet	**6:28**	26
Bexley	**6:22**	24
Brent	**5:56**	19
Bromley	**6:36**	28
Camden	**4:43**	3
City	**4:38**	2
Croydon	**5:59**	20
Ealing	**5:45**	16
Enfield	**6:31**	27
Greenwich	**5:31**	14
Hackney	**4:59**	7
Hammersmith and Fulham	**5:10**	11
Haringey	**5:51**	17
Harrow	**6:37**	29
Havering	**6:47**	33
Hillingdon	**6:39**	32
Hounslow	**6:37**	30
Islington	**4:59**	8
Kensington and Chelsea	**4:49**	5
Kingston upon Thames	**6:13**	23
Lambeth	**5:07**	10
Lewisham	**5:00**	9
Merton	**5:53**	18
Newham	**5:33**	15
Redbridge	**6:03**	21
Richmond upon Thames	**6:38**	31
Southwark	**4:57**	6
Sutton	**6:25**	25
Tower Hamlets	**4:31**	1
Waltham Forest	**5:29**	12
Wandsworth	**5:30**	13
Westminster	**4:47**	4

Source: LFEPA Incident Recording Information System (IRIS) April 1999 to September 2003 (calculated by ORH Ltd).

Annex 2: **Second appliance arrival within eight minutes – current and predicted percentage point changes**[4]

CURRENT Ranking before pump redeployment	
City	100.0%
Kensington and Chelsea	99.7%
Westminster	99.3%
Islington	98.9%
Hackney	97.9%
Tower Hamlets	95.9%
Lambeth	95.2%
Hammersmith and Fulham	92.4%
Camden	92.0%
Wandsworth	89.1%
Lewisham	86.0%
Southwark	85.1%
Barking and Dagenham	81.2%
Newham	79.2%
Haringey	73.1%
Greenwich	68.1%
Ealing	67.9%
Enfield	65.7%
Merton	63.5%
Hounslow	62.1%
Croydon	61.7%
Brent	55.6%
Richmond upon Thames	54.6%
Kingston upon Thames	53.0%
Barnet	50.6%
Redbridge	45.3%
Waltham Forest	42.6%
Bromley	42.3%
Bexley	35.4%
Harrow	34.1%
Hillingdon	27.8%
Havering	25.8%
Sutton	25.0%

PREDICTED Ranked change after pump redeployment	
- 5 to 0	
Westminster	-4.1
Islington	-0.8
Southwark	-0.8
Kensington and Chelsea	-0.6
Camden	-0.4
Lewisham	-0.3
Tower Hamlets	-0.2
0	
Barking and Dagenham	0.0
City	0.0
Greenwich	0.0
Hackney	0.0
Hammersmith and Fulham	0.0
Havering	0.0
Kingston upon Thames	0.0
Lambeth	0.0
Newham	0.0
Wandsworth	0.0
0 to 4	
Richmond upon Thames	+0.1
Merton	+0.4
Brent	+0.6
Haringey	+1.9
Redbridge	+1.9
Bromley	+2.8
Enfield	+3.5
London-wide	**+3.8**
4 to 10	
Ealing	+4.3
Harrow	+5.7
Bexley	+7.9
Barnet	+8.7
10 to 45	
Croydon	+11.7
Hounslow	+15.5
Sutton	+19.0
Hillingdon	+20.1
Waltham Forest	+44.6

[4] after pump redeployments and closure of Manchester Square fire station

LONDON FIRE & EMERGENCY PLANNING AUTHORITY

London Safety Plan 2005/08

Appendix 3:
Modernisation of the fire and rescue service

London Safety Plan

The London Safety Plan 2005/08 comprises an executive summary and (for 2005/06) an action plan, borough profiles and five appendices, which provide more detail. These appendices are:

Appendix 1 – London and its fire and rescue service
Appendix 2 – The changes in detail
Appendix 3 – Modernisation of the fire and rescue service
Appendix 4 – What we know about risk
Appendix 5 – Our effectiveness

All of the London Safety Plan 2005/08 is available:

- on our website at **www.london-fire.gov.uk/saferlondon**.
- on request by writing to: **LFEPA, LSP 2005/2008, FREEPOST SE 1956, LONDON, SE1 7BR**
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Contents

Integrated risk management plans

1. Government guidance calls for each fire and rescue authority to produce an integrated risk management plan setting out the Authority's strategy for:

- reducing the number and severity of fires and in collaboration with other agencies, road traffic accidents and other emergency incidents occurring in the area for which it is responsible
- reducing the severity of injuries in fires, road traffic accidents and other emergency incidents
- reducing the commercial, economic and social impact of fires and other emergency incidents
- safeguarding the environment and heritage (both built and natural)
- providing value for money.

2. The London Safety Plan is LFEPA's integrated risk management plan, and complies with all government guidance on preparing these plans.

Government expectations

3. The government's vision is for a public sector fire and rescue service that works with and for the community it serves. It expects us to work within a National Framework that gives some greater flexibility to fire authorities to decide what needs to be done in their area to improve public safety while providing a clear framework within which performance management can be improved. It also expects the service to play its part in the government's wider agenda for the modernisation of public services. Specifically, the government envisages a service that:

- is proactive in preventing fires and other risks, rather than simply reacting to fires
- acts in support of the government's wider agenda of social inclusion, neighbourhood renewal and crime reduction
- has effective institutions that support its role and purpose
- is well-managed and effective
- is committed to developing and adapting to changing circumstances, including the growing threat of terrorism.

4. To turn this vision into reality, the government has acted over the last year to change the national context within which we, and all other fire and rescue authorities, are operating.

Fire and Rescue Services Act

5. A new Fire and Rescue Services Act came into force in October 2004. This is the first major piece of legislation affecting the role and responsibilities of fire and rescue authorities, and how they are expected to operate, since the 1947 Fire Services Act.

6. The new Act includes the following changes which affect how we operate:

- introduction of a specific statutory duty to promote fire safety, including making arrangements for providing information and encouragement about steps to prevent fires and fire injuries and giving advice on request about fire prevention and spread, and means of escape
- introduction of a new statutory duty to make provision for rescuing people and protecting them from serious harm in the event of road traffic accidents
- provision of a power for the Secretary of State to confer extra powers or duties on fire and rescue authorities. A draft for such an order has been issued for consultation which proposes an extension of our duties to cover**:**
    - chemical, biological radiological or nuclear incidents
    - search and rescue in the event of a landslide or the collapse of a building, tunnel or other structure
    - rescuing people and protecting them from serious harm in the event of major flooding
    - rescuing people and protecting them from serious harm in the event of a major transport incident
    - using any specialist resources we have to deal with these type of incidents to support other fire and rescue authorities should such incidents happen in their area.

  - The Secretary of State is currently considering the responses to the consultation.

- provision of an express power for fire and rescue authorities to respond to other emergencies where people may be injured or where there may be harm to the environment (including plant and animal life). For the first time the new Act provides the power for us to employ staff or purchase equipment specifically to deal with such emergencies – rather than having to rely on the staff and equipment we need to fight fires

- requirement for the Secretary of State to maintain a Fire and Rescue Service National Framework which sets priorities and objectives for fire and rescue authorities and provides guidance where necessary. The framework is intended to promote public safety and economy, efficiency and effectiveness. The first National Framework has already been published (see below)

- additional powers for firefighters to take action they consider necessary to deal with an emergency (including for example moving vehicles, stopping traffic, forcing entry to buildings) and to enter buildings to investigate the cause or progress of a fire.

7. The Authority welcomes the introduction of this Act, many of whose provisions we argued were necessary in our first London Safety Plan.

National Framework

8. The government published the 2005/06 National Framework for the fire and rescue service in December 2004. This reflects developments since the publication of the 2004/05 national framework in July 2004, which set out a shared strategy for meeting the government's objectives of saving lives and stopping injuries through more effective action to prevent fire and by ensuring that the service is well prepared and equipped to respond to the many challenges it faces.

9. Under the new Act we must "have regard" to the contents of the National Framework when planning and delivering our services. Furthermore, the government has the power to intervene where it considers that we are failing (or are likely to fail) to act in accordance with the framework.

10. Our plans are consistent with the framework.

National targets

11. The government has set national targets for the fire and rescue service in England. The main target is:

- to reduce the number of accidental fire-related deaths in the home by 20 per cent, averaged over the 11 year period to 31 March 2010.

12. This is supported by two further targets, which are:

- no local fire and rescue authority having a fatality rate, from accidental fires in the home, more than 1.25 times the national average by 2010;

- to achieve a 10 per cent reduction in deliberate fires by 31 March 2010 from the baseline in 2001/02.

13. We are currently meeting the main target, but will keep this under careful review as performance across the rest of the country improves.

Regulatory Reform Order

14. The government is taking action to reform general fire safety legislation. This will include removing the requirement for building owners or occupiers to obtain a fire certificate and extending to more premises the principles already applying to many workplaces.

15. Under those principles, responsibility for ensuring fire safety in non-domestic premises rests with the person responsible for those premises. To meet this responsibility, they are expected to assess the risks associated with both the building, and how they intend to use it. Once they have carried out that risk assessment, they then need to put in place suitable measures both to reduce the risks which they have identified and to protect people using the building from those risks that still remain.

16. These requirements will be enforced by the fire and rescue service, though some other agencies may take on this responsibility in certain situations (for example the Health & Safety Executive would continue to enforce safety in the nuclear industry).

17. The timescale for this new regime for coming into force is not yet clear. When it does come into force we will have greater flexibility to develop a programme

of inspections, and provision of advice and support, which reflects the differing risks presented by different buildings; however, in the interim we will be continuing to administer fire certification as part of our existing risk based fire safety inspection programme.

Civil Contingencies Act

18. The new Civil Contingencies Act is expected to be fully in force by October 2005; some of it is planned to come into force on 1 April 2005.

19. This Act provides a new framework to reinforce cooperation between the emergency services, local authorities and other front line services (such as the police and ambulance services) at a local level. This is intended to ensure that they can deal with the full range of emergencies from localised major incidents through to catastrophic incidents (such as a major terrorist attack).

20. The Act gives fire and rescue authorities a new statutory duty to work with these other agencies to work together to develop contingency plans.

21. Specifically we will (working with other partners) be required to:

- assess the risk of an emergency occurring
- put in place emergency contingency plans and conduct exercises to ensure that we can (in relation to our functions) both prevent, and respond to, emergencies
- establish business continuity management arrangements, so that we can function in an emergency
- share information with other local emergency responders;
- inform the public about civil protection in order to reduce, control or mitigate the effects of emergencies.

22. The Act also gives the Secretary of State powers to make temporary legislation requiring us, and other agencies, to act in order to deal with the most serious of emergencies.

23. The Cabinet Office is currently undertaking consultation on the draft Regulations and Guidance to the Act. The draft Regulations would give the following functions to the LFEPA:

- lead responsibility for ensuring that a Community Risk Register is maintained in each local resilience area in London;
- on behalf of London local authorities, the lead responsibility for emergencies in relation to any pan-London emergency;
- at the request of any London local authority, assist them in:

  carrying out exercises for local authorities in relation to pan-London emergencies

  the provision of training to local authority staff in relation to a pan-London emergency.

24. It is expected that the final version of the Regulations and Guidance will be published in April 2005 and will place the LFEPA at the centre of multi-agency planning in London. Resources supporting delivery of the emergency planning function will be reorganised and the staffing establishment increased temporarily, funded by an increase in government grant, to carry out the new duties.

LONDON FIRE & EMERGENCY PLANNING AUTHORITY

London Safety Plan 2005/08

Appendix 4:
What we know about risk

London Safety Plan

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Contents

Our approach to improving our understanding of risk

1. We have already collected a considerable amount of information about risks across London. This information covers:

- the number of fires and other emergencies which we attend, and when and where they happened
- where deaths or injuries from fire, or other incidents we are called to, have occurred
- premises we inspect in order to enforce fire safety legislation
- premises we visit to familiarise ourselves with their layout and any particular risks caused by their design and construction or how they are used
- detailed data about the effects of actual fires we have investigated, which is used to inform research into the pattern of deaths and injuries from fires (by property type, time of day, location, and a number of other factors)
- non-fire emergencies we attend
- incidences of deliberate fire setting
- number and pattern of false alarms; both those caused deliberately and those resulting from automatic fire detection and suppression equipment
- relative levels of deprivation
- data from other organisations (for example, from the London Ambulance Service and Transport for London about the road traffic accidents they are called to – as we only attend a small proportion of such accidents).

2. Analysis of this information enables us to draw a number of conclusions about the patterns of risk across London.

3. We will continue to work to improve our understanding of risk, and of the factors which influence relative risks in different parts of London, or among different groups within the community.

4. We have also prepared a profile of the risks in each of the thirty two London boroughs and the City of London. These profiles are published on our website at www.london-fire.gov.uk/saferlondon.

5. The research we have carried out to date into the factors which increase risks from fire, suggests a very complex relationship between factors such as age, socio-economic status, some disabilities (for example those resulting in reduced mobility), social exclusion, drug and alcohol abuse. A number of these factors seem to be linked to increased risk from fire, but causal links are not so clear. For example, are older people more at risk because of their age, or because they are more likely to live on a limited income, or from a combination of the two factors)?

6. We therefore intend to work with the government, the academic world (and in co-operation with other fire authorities across the country) to:

- bring together any research which may have been done around the world into those factors which increase or reduce risks from fire, and the effectiveness of different methods to seek to reduce those risks
- commission additional research, where this would be helpful to improve our understanding of the complex nature of the causes of fire, and the different risks to which people are exposed if and when fire does break out.

7. Our plans for research are set out in appendix 2 – *The changes in detail*.

Fire deaths

8. Chart 1 shows the causes of fire deaths in London over the eight years from 1996 to 2004. Eighty per cent of fire deaths were caused by accidental fires. Chart 1 also includes a breakdown of the causes of those accidental fires. This shows that 44 per cent of the fires in which people died were caused by smoking materials (that is cigarettes or other forms of tobacco) and a

further nine per cent were caused by a cigarette lighter or matches. After this, cooking appliances (13 per cent), heaters (10 per cent), naked flames (eight per cent) and candles (seven per cent) were the causes of fires in which people died.

9. Our information also shows that, for more than half (53 per cent) of the fires in which someone died since 1996 no smoke alarm was fitted, and in a further nine per cent of such fires, although an alarm was fitted it was not actually working when the fire broke out (for example because the battery had been removed).

10. These findings reinforce the need to press home fire safety messages. Many of the deaths in fires started by cigarettes happened when a smoker fell asleep without properly putting out their cigarette. In many of these cases people might have had a better chance to escape safely had a smoke alarm sounded and alerted them to the fire.

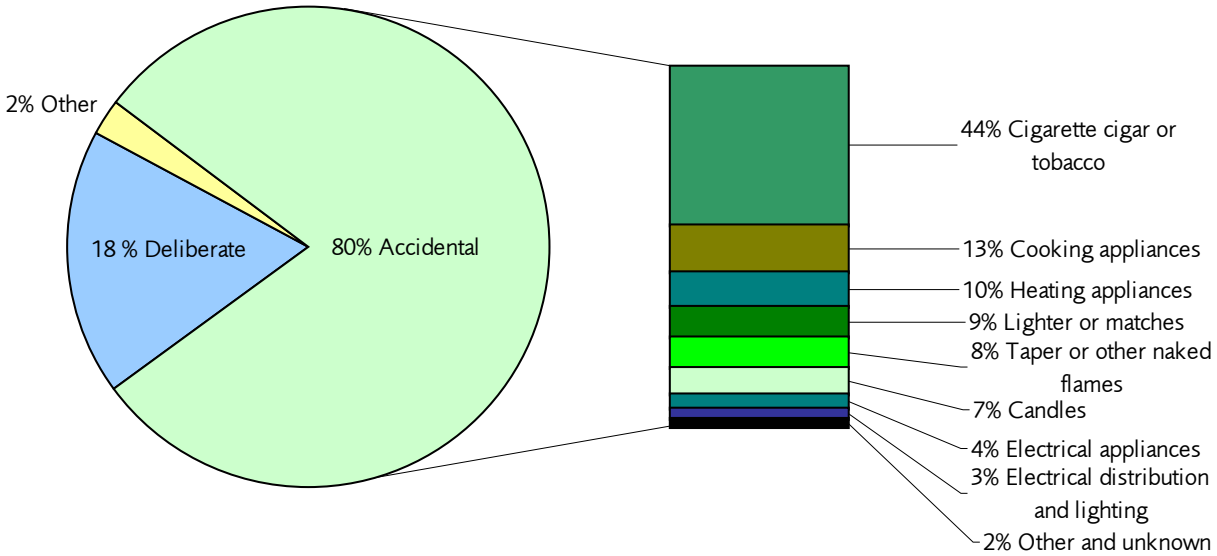


Chart 1: Fire deaths by cause with breakdown of accidental fatal fires (April 1996 to March 2004)

11. We will therefore continue our work to:

- publicise these risks from fire
- reinforce the need to fit and maintain smoke alarms
- encourage people to prepare escape plans in the event a fire does break out (particularly if any member of the household has mobility problems) and
- expand our programme of home visits to carry out home fire risk assessments.

12. Chart 2 shows the age of people who have died as a result of accidental fires. This shows that over a half of the people who died in accidental fires were over 60 years old; and 24 per cent of those who died were over 80.

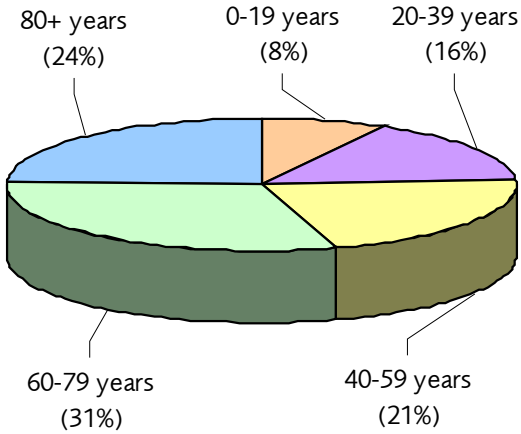


Chart 2: Accidental fire deaths by age (April 1996 to March 2004)

13. This confirms a strong correlation between age

and increased risk from fire, which we believe is largely associated with reduced mobility among many older people.

14. Once again, this underlines that it is particularly important to make sure that as people get older they have smoke alarms fitted in their home, that those alarms are working properly, and that people have their escape routes planned in the event that a fire does break out.

15. Chart 3 presents a breakdown of fire deaths by age and sex. This shows that men are at greater risk from accidental fires than women; a finding which applies across most age groups. The exception is of those over 85 years old, a group among which there are substantially more women than men.

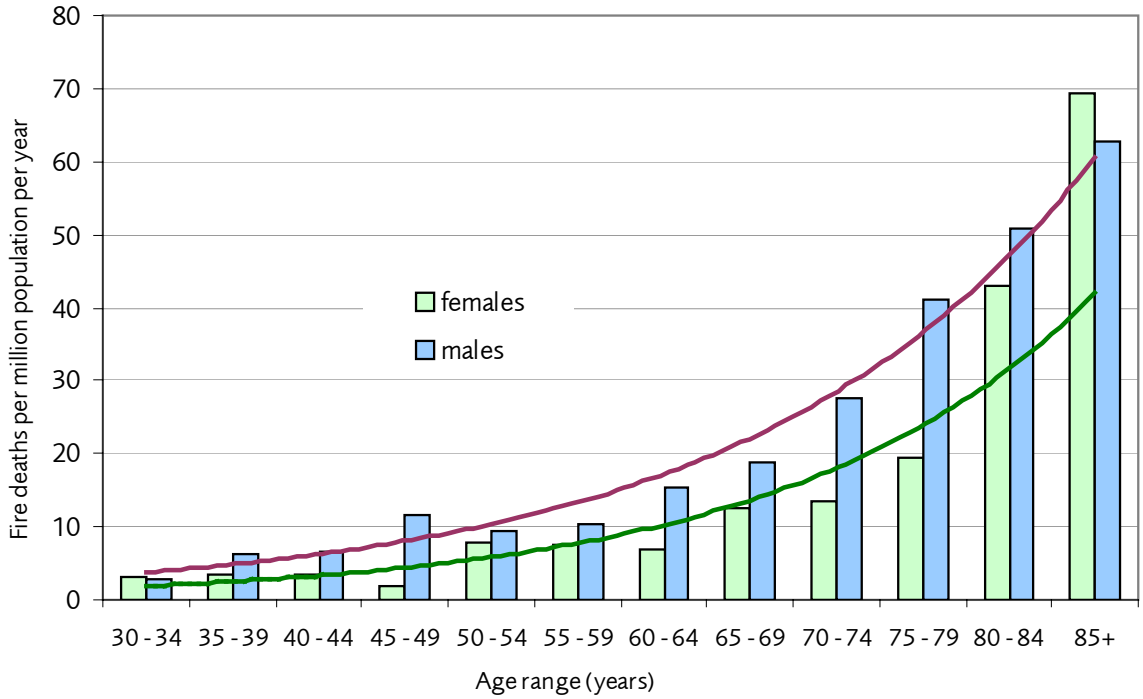


Chart 3: Fire deaths by age and sex (April 1996 to March 2004)

16. Chart 4 shows the ethnic origin of those who have died in accidental fires.

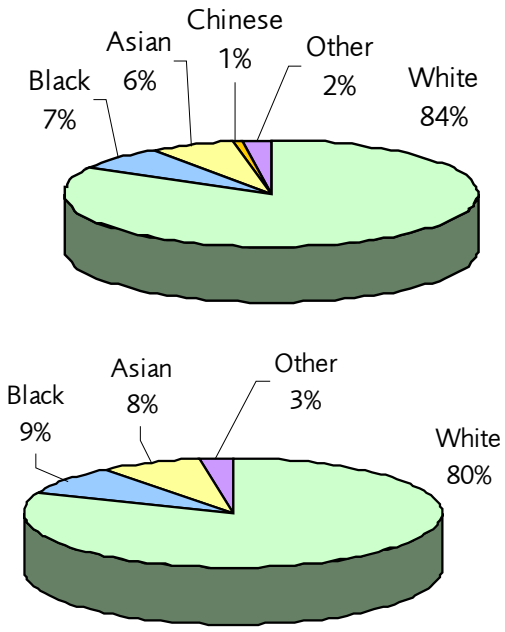


Chart 4: Accidental fire deaths by ethnicity – women (top) and men (bottom) (April 1996 to March 2004)

17. This shows a higher proportion of white people among those who have died than there are in the population as a whole. This may well reflect the fact that there are fewer older people among the black and minority ethnic communities than among the white community which would confirm the strong correlation between age and risk from fire. There are no significant conclusions which can be drawn from pattern of deaths among the Black, Asian and other communities.

18. Chart 5 looks at the type of buildings in which fire deaths have happened.

19. This shows that 59 per cent of accidental fire deaths in dwellings happen in flats (48 per cent in purpose built flats and a further 11 per cent in converted flats).

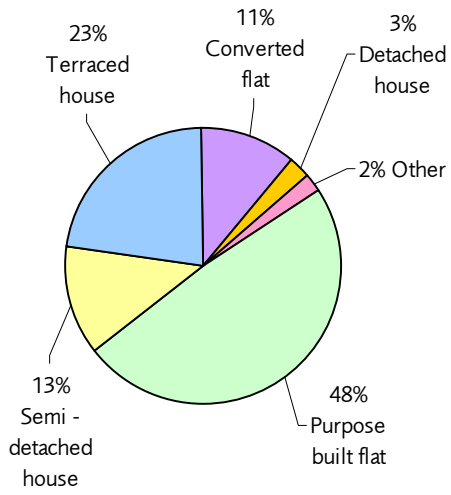


Chart 5: Accidental fires deaths in dwellings (by dwelling type) (April 199 to March 2004)

20. The risk of death from fire then decreases as dwellings generally become more spacious; with 23 per cent of accidental fire deaths taking place in terraced houses, 13 per cent in semi-detached houses and only three per cent in detached houses.

21. This pattern is even starker when looking at the annual rate of fire deaths among people living in different types of accommodation.

22. This is consistent with the conclusion (para 89) that there is a strong correlation between risk from fire and living in rented accommodation.

Dwelling type	Annual fire death rate per 100,000 dwellings a year
Purpose built flats	2.64
Converted flats	1.47
Semi-detached houses	1.20
Terraced houses	1.61
Detached houses	0.80

Fire injuries

23. Chart 6 shows a breakdown of the type of homes in which injuries from accidental dwelling fires happen.

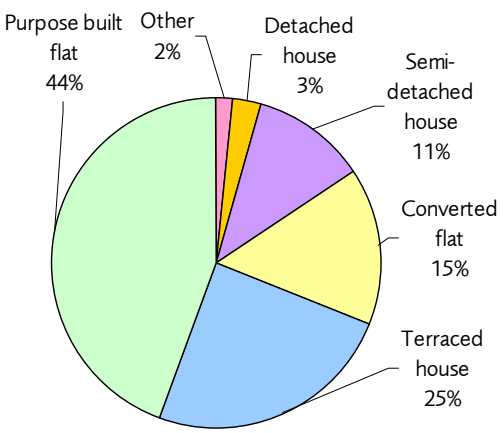


Chart 6: Injuries in accidental dwelling fires (by dwelling type) (April 1996 to March 2004)

24. This confirms the pattern we saw with fire deaths: people living in flats are much more likely to be injured in a fire than those living in houses; and there is a higher risk if you live in a terraced house than if you live in a semi-detached or detached house.

25. Chart 7 shows the time of day at which accidental fire deaths and injuries from fire occur in people's homes.

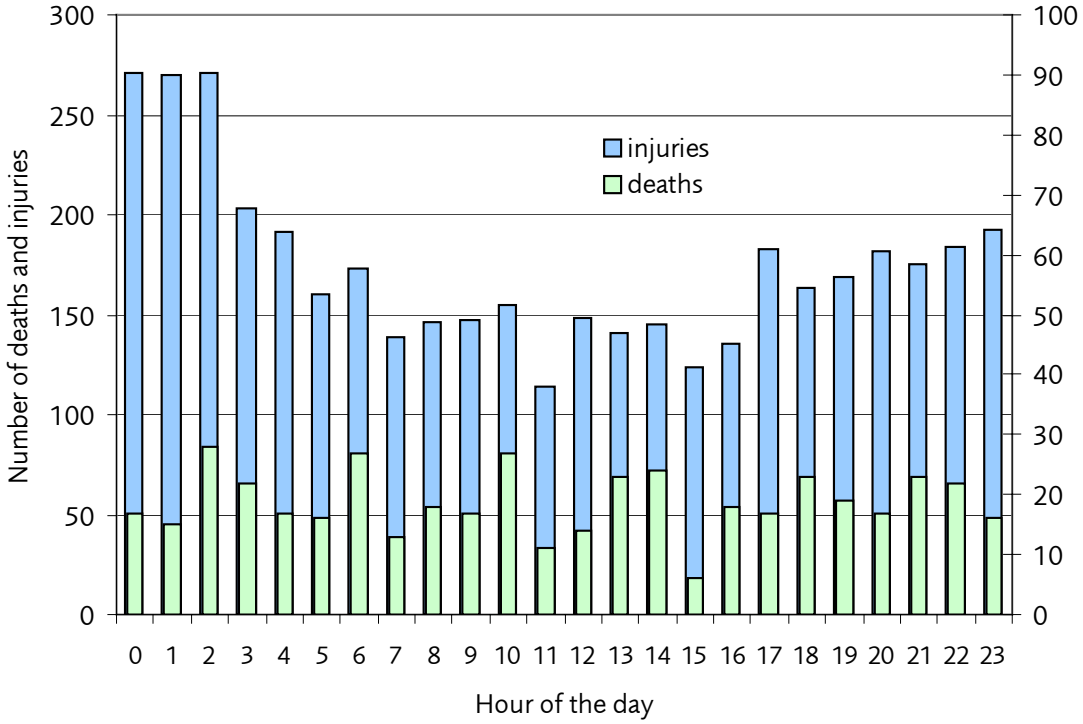


Chart 7: Accidental fire deaths and injuries in dwellings (by time of day) (April 1996 to March 2004)

26. This shows that people are more likely to be killed or be injured in the early hours of the morning than at any other time of day.

27. This is consistent with our understanding that fire deaths and injuries are more likely to happen as people fall asleep while there is still a fire risk alight (for example a cigarette, candle or nightlight). These risks are increased when people's judgement or alertness may be impaired by alcohol or drug abuse.

28. Risks are lowest during the daylight hours, which is not surprising as many homes are empty during these hours while people are at work or school.

Fires

29. Chart 8 shows a breakdown of all primary fires[1] by location. This shows that one half of the fires we attend are in people's homes. A further nine per cent are in other types of buildings. The remainder are in outdoor structures (27 per cent) and in vehicles (14 per cent).

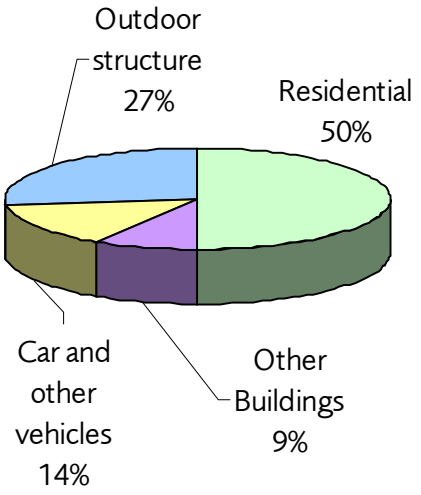


Chart 8: All primary fires by location (April 1999 to March 2004)

30. Chart 9 looks more closely at residential fires, and the types of homes where they break out.

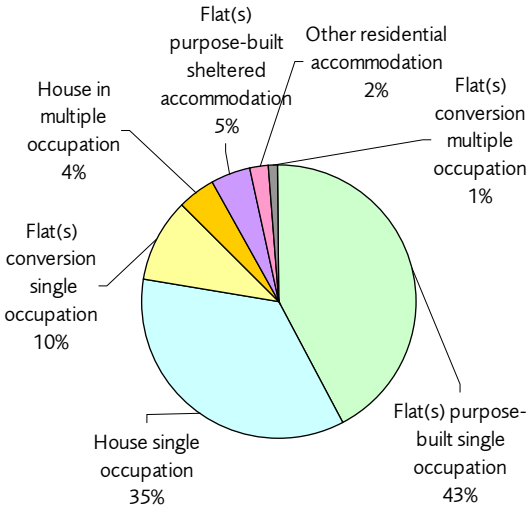


Chart 9: Fires in residential property by dwelling type (April 1999 to March 2004)

31. Not surprisingly this shows a similar pattern as for fire deaths and injuries, with fire more likely to happen in a flat than in a house.

32. However it is interesting that five per cent of fires happen in sheltered accommodation and a further four per cent in houses in multiple occupation.

33. The incidence of fires in sheltered accommodation reflects the higher risks which we understand are associated with getting older, and less mobile.

34. The number of fires in houses in multiple occupation confirms the particular risks in this type of accommodation. This reflects the fact that these properties are often densely occupied, and in relatively poor condition. It confirms that we need to pay particular attention to these properties in our protection and prevention work.

35. Chart 10 shows a breakdown of the time of day when fires break out. Serious fires and smaller fires are shown separately.

[1] A 'primary fire' is any fire involving casualties or any fire involving property (including non-derelict vehicles) or any fire where at least five fire appliances attend.

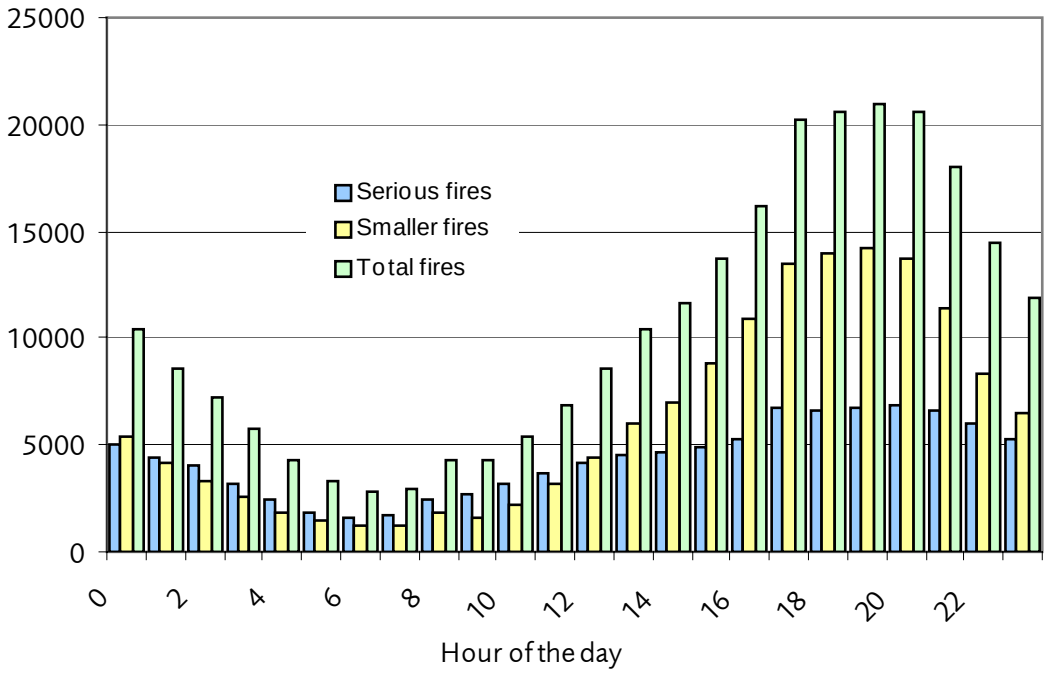


Chart 10: Fire by time of day (April 1999 to March 2004)

36. There is a consistent pattern where the number of fires peaks in the early evening (between 4pm and 9pm) and then declines to a low point at 5am or 6am in the morning and then gradually rising again through the day.

37. This means that although a fire is more likely to break out in the early evening, it is less likely to result in a death or injury than a fire which breaks out in the early hours of the morning.

38. This does show a very different pattern to the time of day when people are killed or injured in fires.

39. This is shown more clearly in Chart 11, which illustrates the different patterns during the day when fires, fire deaths, injuries and rescues take place.

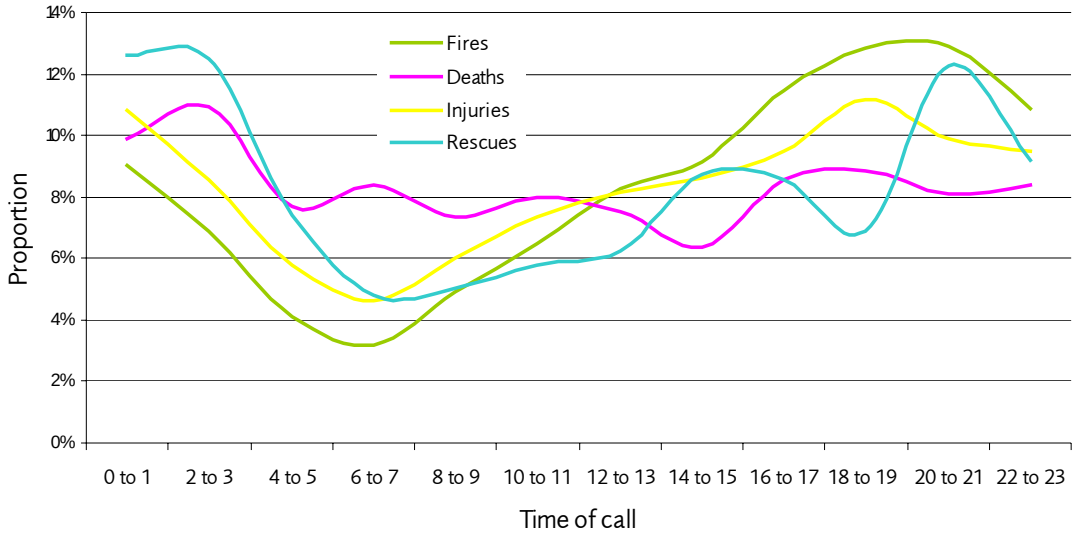


Chart 11: Primary fires - fires, fatalities, injuries and rescues (by time of day) (April 1999 to March 2004)

40. This confirms the picture that if effective safety measures are taken, even if a fire does break out, you have a better chance to escape safely. As discussed above, the risk of death or injury seems to be linked to people falling asleep while there is still a fire risk alight, and not being able to wake up and escape in time if a fire does then break out.

False alarms

41. Chart 12 above shows a breakdown of the different type of false alarms. These fall into three main groups:

- calls from people who genuinely believe that there may be a fire
- hoax calls from people who know that there is no fire
- calls generated by automatic fire detection equipment.

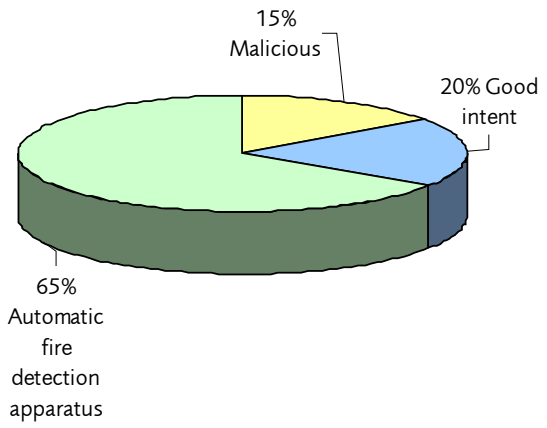


Chart 12: False alarms to fire by cause (April 1999 to March 2004)

42. We encourage people to call us as soon as they suspect that there may be a fire. We therefore welcome people who make calls with a good intent; even if it turns out that there is in fact no fire.

43. Hoax calls are a problem as they waste our time and resources, and can lead to a situation where a crew responding to a hoax call is not available to attend a real fire, and a different crew has to attend the fire from further away.

44. We have seen an increasing number of false alarms caused by automatic fire detection equipment in recent years. This partly reflects the increasing number of these systems which are being fitted.

45. Chart 13 shows that about two-thirds of these false alarms are from non-domestic properties.

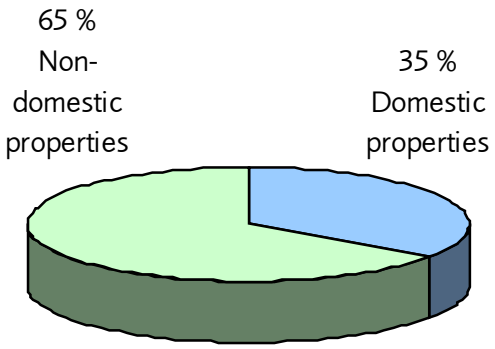


Chart 13: Automatic fire alarms (AFAs) by property type (April 1999 to March 2004)

46. Our first London Safety Plan assessed the risks associated with these false alarms from non-domestic properties. As a result of this, while we still respond to every alarm, we decided to send just a single fire engine to most of these alarms. As outlined in Appendix 5, we are monitoring this new policy closely.

Road traffic accidents

47. Chart 14 shows the number of road traffic accidents (RTAs) we have attended in each year since April 1999.

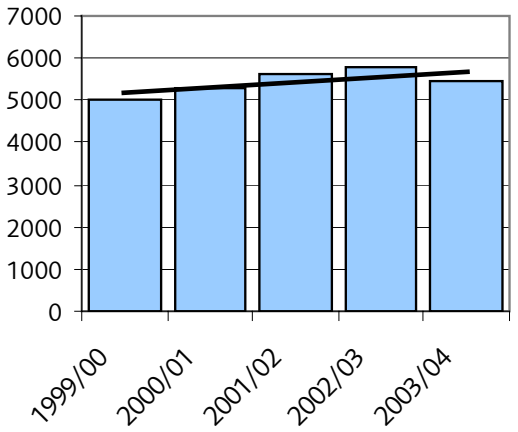


Chart 14: Road traffic accidents attended by the London Fire Brigade (April 1999 to March 2004)

48. This shows a steady increase from 1999/2000 to 2002/03. Although there was a decrease last year, the underlying trend remains upwards.

49. It is uncertain whether the new statutory duty to provide for rescuing people and protecting them from serious harm in the event of road traffic accidents will lead to us being called to a higher number of accidents in the future. This is something that we will monitor next year.

50. Chart 15 shows the number of deaths and injuries at those road accidents which we attended over the last five years.

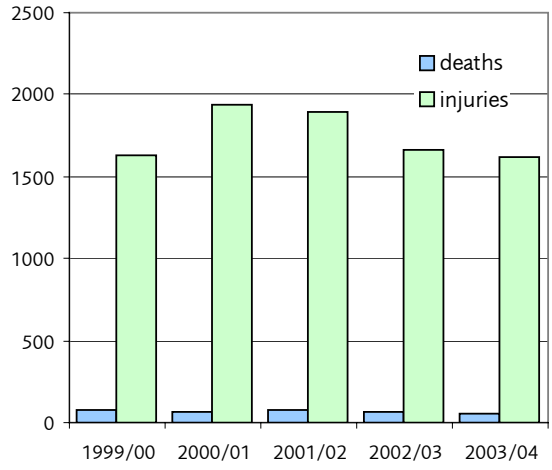


Chart 15: Deaths and injuries at road traffic accidents (April 1999 to March 2004)

51. This does suggest an overall reducing trend in the number of injuries over the last four years.

Other incidents

52. As well as attending fires we attend a range of other incidents. These are often known as special services.

53. Chart 16 shows analysis of the causes of injuries at these special services.

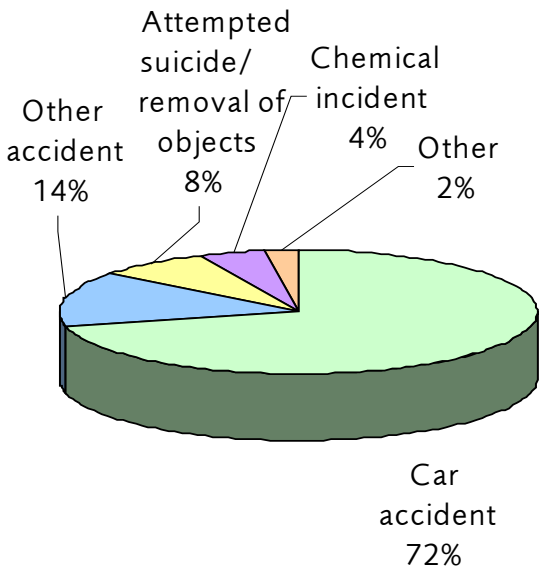


Chart 16: Injuries at special services incidents (including road traffic accidents (by cause) (April 1999 to March 2004)

54. This confirms that road accidents are by far the major cause (72 per cent), confirming the benefits of recognising our role at these accidents in the new statutory duty.

55. The other significant causes are other accidents (for example rail crashes, collapsed buildings), attempted suicide and incidents where dangerous chemicals have been spilled.

56. Chart 17 shows the number of deaths and injuries at these special services (excluding road accidents).

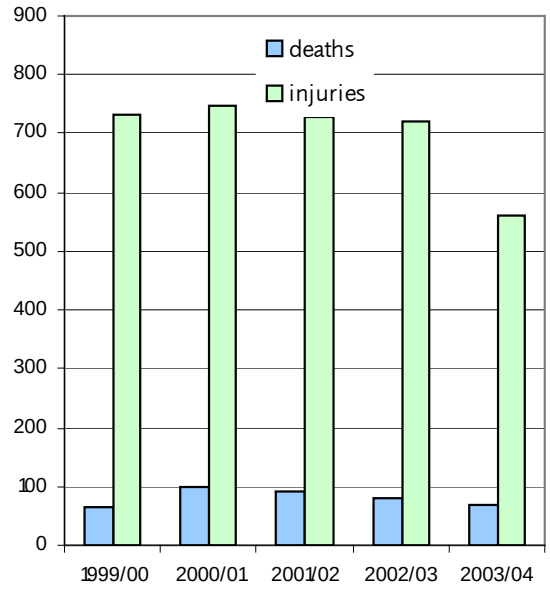


Chart 17: Deaths and injuries at special services incidents (excluding road traffic accidents) (April 1999 to March 2004)

57. As with road accidents, this shows a pattern of a gradual reduction over the last five years.

Releasing people shut in lifts

58. In our first London Safety Plan we set out concerns about the number of times we are called out to release people shut in lifts.

59. We do not believe that the Brigade is the most appropriate agency to provide assistance to people who are shut in lifts and we made the commitment to work with building owners and managers to reduce the number of times when lifts break down, and when we are asked to help.

60. As with hoax calls, attending these calls is a significant drain on our resources, increases the risk that the nearest appliance and crew will not be available to attend a fire or other emergency. It also reduces the time which our crews have available to carry out community fire safety work.

61. Chart 18 shows the number of these incidents we have attended over the last few years, and the number of people who we have released.

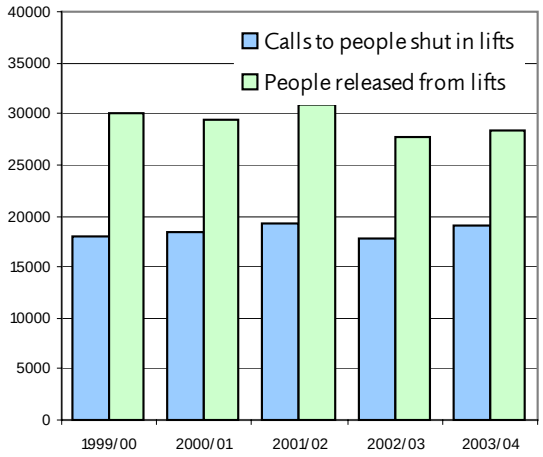


Chart 18: Shut in lifts calls and people released (April 1999 to March 2004)

62. This shows a welcome reduction over the last couple of years in the number of times we have been called out. We will continue our work with building owners and managers to continue this reducing trend in future years.

63. To help focus our efforts where they can have the greatest effect we have looked at which type of buildings cause the most of these unwanted calls.

64. Chart 19 below shows this breakdown. This confirms that a large majority of these calls come from residential premises; and we believe that this is focussed on social housing.

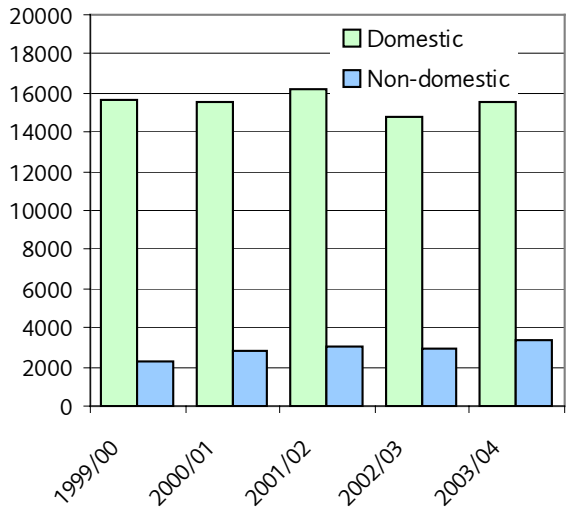


Chart 19: Shut in lift incidents by property type (April 1999 to March 2004)

65. However it is also interesting that, although the numbers are much smaller, there appears to be an increasing number of these calls from non-domestic buildings. We will keep this under review and, if the trend continues, consider whether we need to develop a programme to target this specific problem.

Risk maps

66. We have used information about the incidents we have attended over the five years 1999/2004 and mapped the distribution of these incidents across London. This enables us to make visual and statistical analyses and comparisons of where different types of emergency response are.

67. We can, in turn, explore what other factors might correlate with areas of higher incident activity and provide some indication as to why certain types of incident are occurring. Put another way, a higher rate of incident activity in an area which matches a high rate of other social or demographic factors may indicate where risk is more prevalent and help us predict where fires and other emergencies are more likely to happen.

68. This developing work can be used to assess how any changes in how we might deploy our resources (both for prevention and for emergency response) might impact upon our understanding of risk.

69. The risk maps are the first stage in a longer term process of further improving our understanding of risk.

70. Initial work has been focused on the incidents we attend that constitute a greater risk to life for both the public and our staff. This means there is particular emphasis on fires and road traffic accidents.

Data used in risk mapping

71. Data used in the risk maps has been collated so that it can be shown at any level – from the smallest area used in the census (which can cover up to 150 households) up to ward, borough, region or London-wide. We decided to use wards for the maps in this plan as this is an area small enough to show the differences between relatively small areas, but large enough for it be possible to get some idea of the distribution from a London-wide map.

72. The maps show the number of different types of incidents and other factors in each ward in five bands from very high to very low. These bands each contain roughly the same number of wards (so that there are broadly the same number of 'very high' as 'medium' or 'very low' wards). This gives a good idea of the spread of incidents across different parts of London. However, it does mean that these bands can cover different ranges of incidents. In other words the 'very high' or 'very low' band could cover quite a wide range of incidents, while those wards in the middle bands may cover quite small ranges.

73. For some of the maps created, it was not possible to define bands with roughly equal numbers of wards, due to the numbers of incidents within the data set. Where this was the case we have attempted to find the most natural break in the incident numbers.

74. The maps are in different colours reflecting the data source(s) used as follows:

- red/yellow – LFEPA incident data for the period April 1999 to March 2004.
- blue – social and demographic factors from Census 2001 or the Index of Multiple Deprivation 2004
- green – data from other agencies.

75. The five bands in the maps represent:

	LFEPA incident data	Census 2001 or IMD2004	Other agencies
Very high risk			
High Risk			
Medium risk			
Low risk			
Very low risk			

76. The table at the end of this document gives further information about the bandings used for each risk map.

77. We intend to use these risk maps (and the supporting breakdown of information below ward level) to support our borough commanders and their teams in identifying and understanding risks in their area. This will help them to target their protection and prevention work more effectively.

What these maps tell us

78. Overall these maps indicate that risks are spread across London. They provide a contrast to the way we used to map risk using the former national standards of fire cover (see map 21). We believe this more widely spread risk supports our plans to try and reduce the differences in the speed of emergency response in different parts of London.

Life risk from fire

79. Map 1 plots life risk from fires, which is derived from the total number of rescues, injuries and fatalities for the five years of incident data used. This is a summary of life risk from all fires and not just accidental dwelling fires.

Map 1: Life risk from fires (fatalities, injuries and rescues) from all fires [Actual numbers for five year period: fatalities 390; injuries 6,609; rescues 5,972]

80. The spread of life risk may extend over one or more whole wards, but it is more likely to be on a much smaller scale, such as a street, a housing estate or even single building. Interestingly map 1, showing the pattern of death, injury or the need to be rescued from fire, is not the same as that for accidental dwelling fires, even though the predominant number of casualties and rescues do occur in accidental dwelling fires. The fire life risk map (map 1) shows a more diffuse pattern than maps 2 and 3. Whilst some of this wider distribution may be accounted for by life risk associated with fires in non-residential premises we believe the more significant reason for this distribution is that those who die or are injured in fires do so because of issues of mobility surrounding the casualty rather than where they live.

81. Separate statistical analysis (see para 89), confirms a strong correlation between risk from accidental dwelling fires in any particular area and the proportion of rented housing in that same area.

82. These findings underline the importance of community fire safety work; where a targeted programme of home fire risk assessments should help to reduce the risks of fire breaking out in these homes; and fire safety advertising and partnerships to increase smoke alarm ownership, and improve maintenance of those alarms, to alert people quickly if a fire should break out and make sure they can leave the building safely.

Accidental dwelling fires

83. Map 2 shows a concentration of accidental dwelling fires in those inner areas where housing density is greater, and where there is a higher proportion of rented housing (map 4).

Map 2: Accidental dwelling fires. [Number of incidents for five year period 33,632]

84. The higher risk areas do spread beyond the boundaries of what was considered as B risk under the old fire cover standards (see map 22). The deployment of our fire engines based on the old standards of fire cover means that areas of similar risk currently get a different standard of response from us.

85. We believe that the simple mapping of incident volumes (map 2) can be improved by taking account of housing density. So map 3 shows the number of accidental dwelling fires *per household*. This suggests a slightly broader spread of very high and high risk than in map 2, with an apparent increase in activity, in relation to the number of households in an area, in the east and north west of London and a reduction in activity in the south and south west of London. The highest incidence is in boroughs such as Brent, Camden, Haringey, Hackney, Tower Hamlets, Barking and Dagenham, Lambeth, Southwark and Greenwich.

Map 3: Accidental dwelling fire (per household)

86. We have looked at the historical pattern of accidental dwelling fires across London against a range of other factors. This is to try and find out whether some other factors can help us say where fires in the home are more likely to happen.

87. A better understanding of these links can help us both improve how we target our fire safety work (through better protection and prevention) and help us look at how best to plan our pattern of emergency response.

88. We looked at a range of factors, using information from the 2001 Census and the Index of Multiple Deprivation (IMD) 2004. From the census we looked at the proportion of lone pensioners, the proportion of single parent families, and the prevalence of long term illness (because these are factors identified by the FSEC model), and the proportion of rented homes in an area. We used the IMD but also looked at the individual deprivation 'domains' that make up the index including employment, income, education and crime.

89. This work has found a strong correlation between accidental dwelling fires and the proportion of rented accommodation (map 4). In other words you are more likely to have a fire at home if you live in rented accommodation than if you own your own home.

Map 4: Distribution of rented accommodation (Census 2001)

90. The risk of a fire breaking out in the home may not rise simply because it is rented. People may be more likely to suffer a fire if they live in rented accommodation, because that type of accommodation is often more cramped and has less living space per person, or because it may be less well maintained. Or it may be that the risk increases because many people living in rented accommodation tend to be less well off than those in other types of housing and so may be more likely to use cheaper (but less safe) forms of heating (such as paraffin stoves).

91. This is important when considering whether factors such as the popularity of buy to let properties in recent years is likely to increase fire risk. We need to consider whether to target campaigns at such owners to make sure they fit smoke alarms and keep them working.

92. We found no significant statistical correlation between accidental dwelling fires and other factors like long-term illness or the proportion of lone pensioners despite these factors being used in the ODPM FSEC toolkit. However, we do know that when people in this group do suffer a fire, they are at greater risk of death or injury because they are less able to react and escape to safety.

93. The lack of any correlation also runs counter to our experience and knowledge of those who are vulnerable in fires. Our report Fire Deaths in London (1996 to 2000) which looked at 27,000 fires found that those over 60 and who suffer some form of disability were more like to die in fires. We need to do further research to find out why these anomalies exist.

94. Some other factors have shown some moderate correlation with accidental dwelling fires. These are

- IMD income deprivation domain (map 5)
- IMD employment deprivation domain (map 6).

95. The distribution in these maps does suggest greater issues of employment and income deprivation in inner London boroughs with particular emphasis on east London.

Map 5: Income deprivation distribution (IMD 2004)

96. Whilst these maps may provide an indication of potential future risks from fire, we need to take care when looking at what these findings mean. A correlation between two factors (such as accidental dwelling fires and the proportion of rented accommodation) does not necessarily mean there is a direct causal link.

Map 6: Employment deprivation distribution (IMD 2004)

97. Whilst rented accommodation provided the strongest correlation with accidental dwelling fires, it was also found that the distribution of single parent families (from Census 2001), had a moderate correlation. A strong correlation between accidental fires in the home and the IMD was also noted, with the individual IMD domains of employment and income also showing strong correlation.

Accidental fires in other buildings

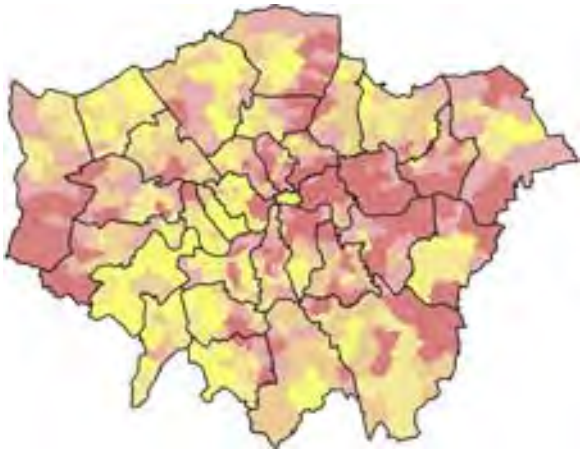
98. Map 7 shows accidental fires in buildings other than dwellings and a more distributed picture of incidents, probably reflecting the wider distribution of industrial estates and small business across London (for example those in the Lea Valley, Barking and Dagenham, Park Royal and so on). The concentration of incidents in south Hillingdon is caused by Heathrow airport and its ancillary services.

Map 7: Accidental fires in buildings other than dwellings. [Number of incidents for five year period: 10,446]

99. We intend to explore this pattern of incidents against other factors such as our fire safety database and land use data in an effort to understand what factors are influencing where these type of fires are occurring.

Non-accidental (deliberate and unknown cause) fires

100. The majority of non-accidental (deliberate and unknown) fires are small fires not involving buildings (for example rubbish fires or abandoned car fires). The risk of death or injury from non-accidental fires is largely confined to those which are started in buildings.



Map 8: Non-accidental (deliberate and unknown) fires. [Number of incidents for five year period: 50,159]

101. We have looked to see what correlation we could find between the IMD and deliberate fires (including arson). In our initial correlation work we found – somewhat surprisingly – that the IMD crime deprivation domain showed only a weak correlation. By contrast the IMD Education, training and skills deprivation domain (map 9) showed a strong correlation with deliberate and unknown fires. The IMD Income deprivation domain (map 5) and the IMD Employment deprivation domain (map 6) show a moderate correlation.

Map 9: Education training and skills deprivation distribution (IMD 2004)

102. Map 10 also indicates that these areas also tend to have a higher proportion of young people (those under 18 years of age), who we know are more likely to set fires deliberately.

Map 10: Distribution of under 18s in population (Census 2001)

103. These findings reinforce the need to continue our work with young people to increase their awareness of the potential dangers from fires; and in particular to build on our work with young firesetters and our LIFE project (see appendix 2 – *The changes in detail*.) aimed at working with young offenders, to try to prevent them from repeating this sort of behaviour.

Fires involving pressurised gas cylinders

104. Fires that involve pressurised gas cylinders (like oxygen, acetylene) can present a significant risk to both firefighters and the general public; the most prevalent risk is with acetylene cylinders.

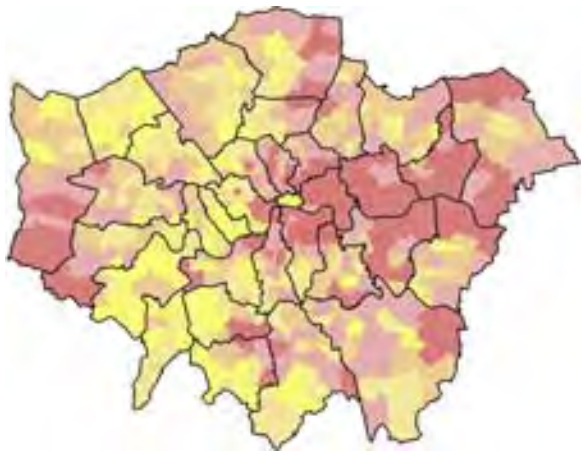
Map 11: Acetylene cylinder incidents attended by the London Fire Brigade. [Number of incidents between April 2002 and April 2004: 46]

105. Our initial research on cylinder incidents is inconclusive and it will be necessary to carry out further data gathering and analysis. This is an important area for further research due to the serious risk that acetylene cylinders present coupled with the high levels of disruption that can be caused to local communities, businesses and the travelling public when these incidents do occur.

106. We intend to find new ways of identifying where such cylinders are stored and used in order that we can understand where the risk exists. It will also help us explore ways to improve the prevention of these incidents and limit their impact when they do occur.

Secondary fires

107. Secondary fires are smaller fires **not** involving buildings or any serious life risk to the public. The most common types of these fires are grass fires during the summer months and rubbish and other small fires, often on housing estates or patches of waste ground, throughout the year.



Map 12: Distribution of secondary fires. [Number of incidents for five year period: 149,798]

108. This is reflected in map 12 which shows that this type of fire is more common in inner east, south east and north east London (areas where there are higher levels of deprivation) and those parts of outer London where there are more areas of open land. While we have not carried out correlation work in this area, visual comparison with maps 5 and 6 suggest there may be strong links with elements of the IMD. We do believe that further work in this area is important as these incidents contribute towards a worsening in the standard and quality of life in an area.

False alarms – good intent and hoax calls

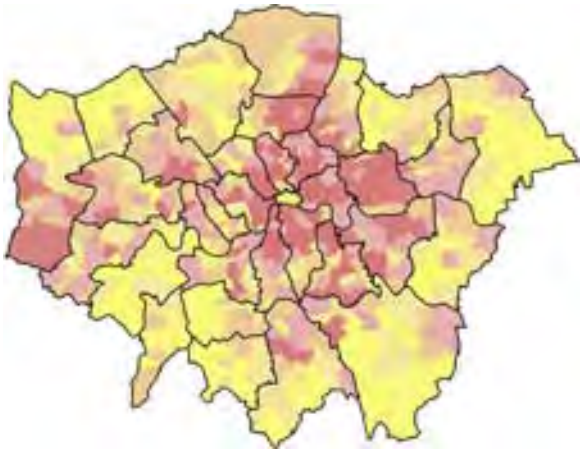
109. Good intent false alarm calls are made where a person believes there to be a fire which we subsequently find not to be the case.

Map 13: False alarm calls (good intent) to non-residential premises. [Number of incidents for five year period: 14,708]

110. The distribution of false alarms calls of good intent to non-residential premises (Map 13) seems to have a concentration in central London, with activity expanding in all directions, though more so to the east and west. It is not clear what conclusions can be drawn from these initial findings and more detailed research is required.

111. Malicious calls show a similar pattern of distribution (Map 14) to secondary fires, with a higher incidence of hoax calls in areas of higher deprivation and where there is a greater concentration of social housing. These are also those areas which tend to have a higher proportion of young people (map 10) whom we know to be mainly responsible for making hoax calls.

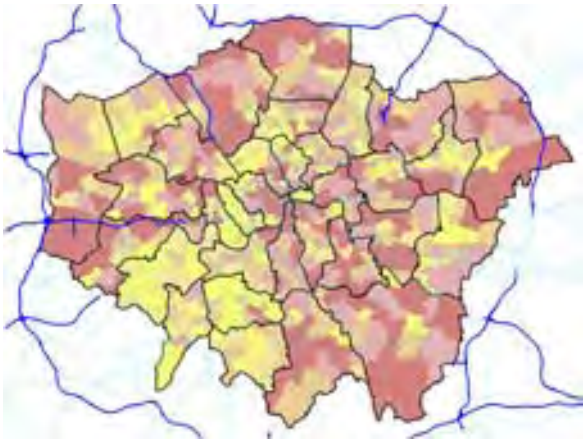
112. There is a moderate correlation between the overall IMD score and the occurrence of malicious calls and this is slightly stronger than the moderate correlations with the individual IMD domains of Income and Employment deprivation (maps 5 and 6). Further work will be required to ascertain if more significant relationships can be developed between where these types of incidents occur and the factors that increase the likelihood of occurrence.



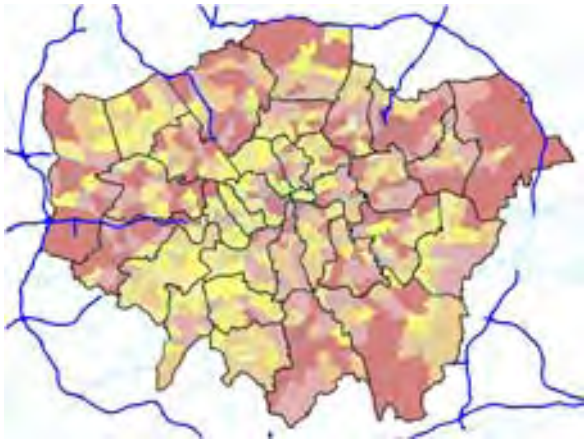
Map 14: Malicious (hoax 999) false alarm calls. [Number of incidents for five year period: 31,303]

Road traffic accidents

113. Map 15 shows the number of road traffic accidents attended. Map 16 shows the number of people killed, injured or rescued from road traffic accidents. These show similar patterns of distribution. This reflects the fact that we generally get called to accidents which are of a more serious nature.



Map 15: Road traffic accidents attended by the London Fire Brigade. [Number of incidents for five year period: 26,678]



Map 16: Casualties (fatalities, injuries and rescues) at road traffic accidents attended by London Fire Brigade. [Actual numbers for five year period: fatalities 344; injuries 8,682; rescues 5,563]

114. We have also looked at RTA data from other agencies (the police, Transport for London [TfL] and the London Ambulance Service) to better understand the whole picture of RTAs in London. Map 17 shows the location of road accidents attended by the London Ambulance Service (LAS) over a one year period. In the year concerned the LAS attended 24,649 calls to road traffic accidents compared to 5,029 calls to road traffic accidents attended by the London Fire Brigade.

Map 17: Road traffic accidents attended by the London Ambulance Service (April 2002 to March 2003). [Number of incidents: 24,649]

115. The pattern of RTA activity is significantly different from that for fires. This is particularly significant for us in this Plan, given the extension of our statutory duties to cover attendance at road traffic accidents. This means that we now need to take into account the risks from such accidents when planning our pattern of emergency cover.

116. Where there are concentrations of accidents we attend, these seem to reflect the major arterial routes, where traffic speeds tend to be higher. Maps 15 and 16 show motorways and A roads. In the outer London area it is clear that some of the higher risk wards are correlated with major roads such as the M25, M4, M11 and the A1.

117. We therefore looked at these incidents in greater detail. This work confirmed that some 45 per cent of road accidents we attend occurred on or close to A roads, although these comprise only 14 per cent of London's total road network. There is a similar concentration of deaths, injuries and rescues around the A roads. Research of TfL data, which is based upon incidents recorded by the police, shows there are more people killed or seriously injured in RTAs in central London and this is due to the greater likelihood of pedestrians, cyclists or motorcyclists being hit by larger vehicles. In outer London the emphasis on incident types would appear to be on higher speed vehicle on vehicle collisions, where we are more likely to attend because people are trapped.

118. This provides some context to the different concentrations of activity of the LAS (map 17) and London Fire Brigade (map 15) and which is further reinforced by variation in the number of RTAs recorded by the police compared to those we attend. The data shows that we attend approximately 17 per cent of the overall number of RTAs that occur in London (when compared to TfL data). Comparison of this data at a borough level, reveals that in the outer lying boroughs we attend a higher proportion of RTA calls, normally over 20 per cent and as high as 25 per cent in Bromley and 26 per cent in Hillingdon. In the inner London boroughs we attend a smaller proportion of road accidents, such as seven per cent in the City, nine per cent in Westminster and 10 per cent in both Camden, and Kensington and Chelsea.

119. This research provides us with a clearer understanding of our new statutory duty and the number of RTAs we attend compared with the overall volume as well as the distribution of incidents where we are involved.

120. In future work we may we may want to consider further research with other agencies to better understand why road accidents happen and support lead agencies in reducing the number of road accidents.

We may also want to build on many current improvements in our RTA response capabilities to understand what factors improve or impact upon our RTA response capability.

Incidents involving hazardous materials

121. Map 18 shows the distribution of incidents involving hazardous materials attended by the London Fire Brigade. The distribution is similar to that for fires in buildings other than dwellings (map 7). This is unsurprising as most of these incidents will be at commercial or industrial premises. The map also shows the location of some major sites that present a more significant risk to public in the event of an incident there. The risks presented by these sites are well managed under strict guidelines known as the Control for Major Accident Hazards (or COMAH) regulations.

122. We intend to carry out further research in an attempt to achieve a more sophisticated understanding and quantification, of the risks presented by incidents of this type, and factors that will help us better identify where these risks exist and incidents might occur.

Map 18: Incidents involving hazardous material attended by the London Fire Brigade with location of sites controlled under COMAH regulations. [Number of incidents for five year period: 2,581. Number of COMAH Sites: 20]

Making buildings/structures safe

123. We attend incidents to help make safe buildings or structures that have suffered some form of damage and which present some immediate danger to the public.

Map 19: Making buildings/structures safe incidents. [Number of incidents for five year period: 15,175]

124. The concentration of incidents (map 19) appear to be in the inner boroughs, with the area around Heathrow also standing out. We hope to further analyse what type of incidents these are and the type of property or locations where they occur. Such analysis will help us better understand if we can take action to limit the occurrence of these type of incidents or how best we can respond when they do occur.

Flooding

125. Flooding incidents will include a mixture of floods caused by extreme weather, and those related to flood risks associated with the major rivers such as the Thames, the Lea and so on).

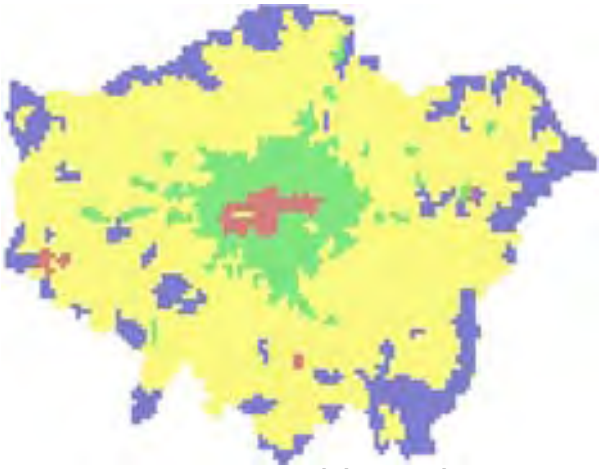
Map 20: Distribution of flooding incidents. Number of incidents for five year period: 37,659

126. The incidents (map 20) are clearly concentrated in inner London, which may reflect the impact of the Thames and other major waterways. However, we need to do more work to look at the different types of

flooding as well as make comparison with other information sources to better understand the type of flooding incidents we attend, the location and any patterns or relationships that exist.

Conclusions

127. The overall strategic message from the risk maps is that our resources are not currently, deployed in a way that optimises their impact upon risk.



Map 21: LFEPA current mobilising risk map (1998)

128. Map 21 shows our current mobilising risk map, as compiled to reflect the old fire cover standards. The red area represents ''A' risk, the green area 'B' risk, the yellow area 'C' risk and the blue area 'D' risk. Our resources have, to date, been focussed to meet existing standards of fire cover in the different risk category areas. Calls to fires in 'A' and 'B' risk get a faster and greater response than those in 'C' or 'D' risk. This means that our resources (that is, .fire appliances, fire stations and staff) are more heavily concentrated in the central area of London around 'A' and 'B' risk areas.

129. A number of central London areas in the former 'A' and 'B' risk areas do represent a comparatively high risk. However, there are a number of other areas in the former 'C' risk area that present a similar risk, but without the same level of emergency cover. This wider distribution of incidents is demonstrated in map 22, where the 'C' and 'D' risk has been superimposed on a map of accidental dwelling fires (as seen in map 2). This highlights the number of wards that are banded as high and very high risk within the old 'C' and 'D' risk area. 'A' and 'B' risk areas are shown in grey for clarity.

Map 22: Distribution of accidental dwelling fires in the former 'C' and 'D' risk area only ['A' and 'B' risk areas shown in grey]

130. This wider distribution of risk is further demonstrated in map 23 where the distribution of life risk associated with all fires (map 1) is even more diffuse across the former 'C' and 'D' risk area.

Map 23: Distribution of life risk (fatalities, casualties and rescues) in 'C' and 'D' risk area

131. We have compared the life risk from fires in the old 'B' and 'C' risk areas. We found that the overall population in the 'C' risk area was higher and consequently the overall number of casualties was also higher. However, the actual rate of casualty per household (the number of people killed, injured or rescued compared to the number of households in that same area) was higher in the old 'B' risk area. This reflects the higher population density in the inner London boroughs coupled with the higher levels of rented accommodation and social deprivation which we identified as having strong correlation to accidental dwelling fires.

132. This wider distribution of risk (outside the old 'A' and 'B' risk areas) is further supported when we look at the distribution of RTA incidents in the 'C' and 'D' risk area (map 24). The significant life risk associated with road traffic accidents (comparable to life risk for fires), coupled with a statutory duty to make provision for responding to these incidents, means we must ensure the deployment of our resources can also meet this need.

Map 24: Distribution of Road Traffic Accidents in 'C' and 'D' risk area only

133. Whilst we can seek to create a more equitable balance of emergency cover, it is also clear that a number of these risks (particularly life risk) may not be best addressed through improved response alone. Prevention of fires or other incidents and the provision of better protection for people in places where incidents occur will sometimes be the only answer, when the provision of more response is not viable.

134. By developing our understanding of the factors that may increase the risk of a fire, road traffic accident or other incident occurring we will improve how we can target our resources to achieve effective means of prevention.

Future changes in risk

135. When preparing plans for the future of London's fire and rescue service we need to look not only at historical patterns of risk, but also at what we know about planned changes which will affect risk in London, or other longer term trends which could impact on risks facing those living and working in London.

Major developments

136. There are a number of major developments planned for London. These include:

- Thames Gateway
- Olympics Bid
- Crossrail
- Channel Tunnel and new terminal at King's Cross
- DLR and East London Line extensions
- Heathrow terminal 5
- Proposed new river crossings in east London

137. For each of these large developments, and any others which may proceed in the years ahead, we will work closely with the planners, developers, architects and engineers to make sure that the design and construction incorporates measures to protect public safety effectively.

138. The work we have done, in developing our plans for a new pattern of emergency response, has confirmed that it is robust enough to maintain service improvements even if there were an increase in the number of incidents by many more than would be expected in such new developments (which will also have in-built safety measures).

Population change

139. The mayor's London Plan forecasts an increase of some 800,000 in London's population to 8.1m by 2016. This represents an increase equivalent to the population of a town the size of Leeds.

140. The plan also highlights that *"London's population is not only growing but its composition, particularly in terms of age structure and ethnicity, is changing markedly"*.

141. It emphasises that *"the impact of migration has had a rejuvenating effect on London's age structure; people moving to London tend to be young adults, such as those students or first time employees, while those moving out are mostly older workers, retired people and young families. This impact is projected to increase as these trends continue over the next 15 years"*.

142. We know that fire risk is largely caused by people and how they behave and so the projected increase in population will increase the potential risks from fire.

143. We will address this through our continued work on protection and prevention. In particular we will target our prevention activities more closely at those groups most at risk. In doing so, we will take into account the changing demographics; for example:

- young people moving into London – from elsewhere in the UK or from abroad – will tend to move into rented accommodation (which we know tends to be associated with higher risk from fire)

- while many older and retired people do look to move away from London, there is a well- established trend for people to live longer which means that overall the age profile across the country is changing, with an increasing number of older people. In London, 12 per cent of the population is aged 65 or over and three per cent of the total population is over 80. We know that elderly people are more at risk from death or injury from fire and so this group will remain a priority for our prevention work

- there is a high, and growing, proportion of single parent families in London – another factor which we know is linked to increased risk from fire

- a large majority of refugees and asylum seekers coming to the UK live in London. Many of them do not speak English as a first language, and have no income (and so cannot afford to take even simple prevention measures such as purchasing a smoke alarm). They often live in overcrowded and poor quality accommodation. All these factors increase risk from fire, and as many asylum seekers speak little English they are a particularly difficult group to engage through our prevention work.

Climate change

144. There is now widespread acceptance that climate change is taking place, and that as global warming develops there will be an increase in severe weather such as drought, heavy storms (with the associated risk of flooding) and strong winds.

145. An increase in long hot spells over the summer months will increase the risk (and possible severity) of grass fires. Our experience confirms that there is a substantial increase in such fires during hot summers such as that in 2003. We need to work with others to increase awareness of such risks (for example, taking care with cigarettes, barbecues, picnics and so on during droughts) and to ensure that we maintain the resources needed to fight such fires when they break out. A well-established grass fire can be particularly difficult to fully extinguish, and can require a sustained presence by our crews and their appliances and equipment.

146. In recent years we have also seen an increase in the number of floods, whether caused by overflowing watercourses or as a result of intense rainfall overwhelming drainage and sewage systems. This is a further example of the effects of global warming which was predicted by many experts.

147. London has had several such incidents; though we have avoided the extensive floods in other parts of the country as a result of overflowing rivers or the severe effects for flash flooding such as that in Cornwall and Scotland during the summer of 2004.

148. As part of our improved resilience to deal with major emergencies we are providing some large capacity pumps which will be of particular use in helping to deal with major floods (provided of course that there is somewhere to pump flood waters to, which may not be the case in the event of flooding over a significant area).

149. Another predicted aspect of global warming is an increase in severe weather events, and there have been a number of severe storms in recent years which have resulted in property damage and risk to people as advertising hoardings or other structures are damaged by high winds.

150. We play our part in helping to rescue people trapped as a result of such storms, and in helping to make structures safe until longer term repairs can be carried out. The improved resilience we are putting in place to respond to major incidents will also be of use when we are asked to help following storm damage.

The future

151. The work with our modelling specialists has provided new insights into the current service and an understanding of the possibilities for the future (in the lifetime of this plan but also beyond) which would not otherwise have been available and which significantly

exceed the limitations of old fire cover review methodologies.

It has provided a solid basis for decisions now and a springboard from which we will be able to explore new and related issues (for example, the need, identified in the Best Value Review of Incident Command, to determine the question of officer call out bases); and there is the prospect of new methodologies. This includes a software package which ODPM provided to all fire authorities in March 2004 – the Fire Service Emergency Cover (FSEC) toolkit. It is the intention of officers to make a detailed assessment of whether and how this can add to the next stage of work. This could not be done for the work which has informed this plan because of its late delivery (in the context of preparatory work for LSP2) and the volume of work necessary to set out, configure and validate the software. That this would be the case was acknowledged by the Minister for Local Government (including Fire) earlier this year. There are also considerable resource implications to using the FSEC model.

Annex 1: **Data used in charts in this document**

Chart	Subject	Date range	Data source
1	Fire deaths by cause with breakdown of accidental fatal fires	April 1996 - March 2004	LFEPA Real Fire Library (RFL)
2	Accidental fire deaths by age group	April 1996 - March 2004	RFL
3	Fire deaths by age and sex	April 1996 - March 2004	RFL
4a	Accidental fire deaths by ethnicity - women	April 1996 - March 2004	RFL
4b	Accidental fire deaths by ethnicity - men	April 1996 - March 2004	RFL
5	Accidental fire deaths by dwelling type	April 1996 - March 2004	RFL
6	Injuries from accidental fires in dwellings (by property type)	April 1996 - March 2004	Incident Recording Information System (IRIS)
7	Accidental fire deaths and injuries in dwellings by time of day	April 1996 - March 2004	RFL
8	All fires by location	April 1999 - March 2004	IRIS
9	Fires in residential property by dwelling type	April 1999 - March 2004	IRIS
10	Number of fires by time of day	April 1999 - March 2004	IRIS
11	Primary fires - fires, fatalities, injuries and rescues by time of day	April 1999 - March 2004	IRIS and RFL
12	Cause of false alarms to fire	April 1999 - 2004	IRIS
13	AFA false alarms by property type	April 1999 - March 2004	IRIS
14	Road traffic accidents attended by LFEPA	April 1999 - March 2004	IRIS
15	Deaths and injuries at road traffic accidents	April 1999 - March 2004	IRIS
16	Causes of injuries at special services	April 1996 - March 2004	IRIS
17	Deaths and injuries at all other special services (excluding road traffic accidents)	April 1999 - March 2004	IRIS
18	Releasing people shut in lifts	April 1999 - March 2004	IRIS
19	Number of calls to lift incidents by property type	April 1999 - March 2004	IRIS

Annex 2: **Risk banding used on maps**

152. Below is a table which contains the keys for the maps in this appendix to the London Safety Plan.

153. The maps use a banding system which allows us to easily distinguish where the areas of highest risk lie. The bandings were chosen so that a roughly equal number of areas belong to each of the five bands from very low to very high risk. Most of the maps show just incident numbers by ward, but some (such as 3, 4 and 5) use Census data and figures from the Indices of Multiple Deprivation. Map 18 shows incident numbers by station ground as this is the most precise geographical location we could get for acetylene cylinder incidents. This table shows the upper and lower breakpoints for each band, as well as a count of how many areas fall into each band.

Map ref.	Map Title	No incidents			Very Low			Low			Medium			High			Very High		
		x <= Score	Score < *x*	No. of areas	*x* <= Score	Score < *x*	No. of areas	*x* <= Score	Score < *x*	No. of areas	*x* <= Score	Score < *x*	No. of areas	*x* <= Score	Score < *x*	No. of areas	*x* <= Score	Score < *x*	No. of areas
1	Casualties from all fires	0	1	12	1	7	120	7	12	139	12	17	100	17	26	121	26	700	149
2	Accidental dwelling fires	0	1	15	1	30	121	30	42	121	42	56	129	56	72	122	72	162	141
3	Accidental dwelling fires per household (*1,000)	0	1	18	1	6.45	113	6.45	8.78	129	8.78	11.3	130	11.3	14.12	130	14.12	33.29	129
4	Percentage of rented accommodation	-	-	-	0	6	0	6	40	292	40	57	173	57	67	71	67	100	89
5	Income deprivation	-	-	-	4.92	13.16	125	13.16	20.04	125	20.04	27.35	125	27.35	37.24	125	37.24	71.78	125
6	Employment deprivation (*100)	-	-	-	1.11	5.71	125	5.71	8.06	125	8.06	10.73	126	10.73	14.08	124	14.08	30.52	125
7	Accidental fires in buildings other than dwellings	0	1	14	1	6	141	6	9	106	9	14	138	14	22	127	22	446	123
8	Non-Accidental primary fires	0	1	13	1	32	119	32	52	126	52	78	132	78	114	126	114	447	133
9	Education deprivation	-	-	-	1.08	7.09	125	7.09	11.70	125	11.70	17.46	125	17.46	23.88	125	23.88	62.20	125
10	Percentage of under 18s	-	-	-	0	18.85	127	18.85	21.64	127	21.64	23.52	128	23.52	25.75	126	25.75	37.24	127
11	Acetylene cylinder incidents – OTPI	0	1	76	-	-	-	1	2	28	2	3	6	3	4	2	-	-	-
12	All secondary fires	0	1	13	1	84	118	84	137	128	137	210	130	210	342	132	342	1,402	128
13	False alarms – good intent to non-residential premises	0	1	8	1	8	123	8	13	142	13	18	103	18	27	129	27	486	144
14	False alarms – malicious calls to all premises	0	1	15	1	15	120	15	27	120	27	45	130	45	75	130	75	279	134
15	RTAs attended by Brigade	0	1	13	1	23	132	23	31	100	31	43	140	43	59	139	59	261	125
16	Casualties from RTAs attended by Brigade	0	1	20	1	9	113	9	15	127	15	23	131	23	34	127	34	248	131
17	RTAs attended by London Ambulance Service	0	1	2	1	21	133	21	29	134	29	36	110	36	46	116	46	316	155
18	HazMat incidents	0	1	63	1	2	92	2	3	102	3	5	158	5	7	119	7	39	115
19	Making safe incidents	0	1	6	1	13	129	13	20	132	20	26	131	26	35	129	35	162	114
20	Flooding incidents	0	1	11	1	22	127	22	35	115	35	58	130	58	90	128	90	288	138
21	1998 mobilising risk	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
22	Accidental dwelling fires in C and D risk	0	1	15	1	30	121	30	42	121	42	56	129	56	72	122	72	162	141

Map ref.	Map Title	No incidents			Very Low			Low			Medium			High			Very High		
		x <= Score	Score < *x*	No. of areas	*x* <= Score	Score < *x*	No. of areas	*x* <= Score	Score < *x*	No. of areas	*x* <= Score	Score < *x*	No. of areas	*x* <= Score	Score < *x*	No. of areas	*x* <= Score	Score < *x*	No. of areas
23	Casualties from all Fires in 'C' and 'D' risk	0	1	12	1	7	120	7	12	139	12	17	100	17	26	121	26	700	149
24	Rats attended by Brigade in 'C' and 'D' risk	0	1	13	1	23	132	23	31	100	31	43	140	43	59	139	59	261	125

LONDON FIRE & EMERGENCY PLANNING AUTHORITY

London Safety Plan 2005/08

Appendix 5:
Our effectiveness

London Safety Plan

The London Safety Plan 2005/08 comprises an executive summary and (for 2005/06) an action plan, borough profiles and five appendices, which provide more detail. These appendices are:

Appendix 1 – London and its fire and rescue service
Appendix 2 – The changes in detail
Appendix 3 – Modernisation of the fire and rescue service
Appendix 4 – What we know about risk
Appendix 5 – Our effectiveness

The London Safety Plan 2005/08, borough profiles and the appendices are available:

- on our website at **www.london-fire.gov.uk/saferlondon**.
- on request by writing to: **LFEPA, LSP 2005/2008, FREEPOST SE 1956, LONDON, SE1 7BR**
- by telephoning us on **020 7587 6390**
- by emailing **saferlondon@london-fire.gov.uk**
- using our textphone service on **020 7587 4375**

Contents

page

Headline targets

1. In 2000 the former London Fire & Civil Defence Authority set headline targets for a five year period running from April 2000.

2. These targets were, by March 2005, to:

    - reduce the number of fires by 20 per cent
    - reduce the number of deaths caused by fire by 20 per cent
    - reduce the number of injuries caused by fire by 20 per cent
    - reduce the number of false alarm calls we receive by 20 per cent.

3. These headline targets were designed to be aspirational. They were intended to give a clear message to our staff about the Authority's overall objectives – and to promote and support a change in attitude where prevention is seen as at least as important as fighting fires. At the time, this cultural change was a major challenge in a service which had historically seen fighting fires as its main purpose.

4. These headline targets were successful in providing a clear sense of direction and underlining our commitment to prevention work. They helped to focus staff on the impact of their work – whether on protection, prevention or intervention – on improving community safety.

5. We have reviewed our progress towards achieving these targets, and the lessons learned from setting such longer term targets. As a result of this review we set out in appendix 2 a new series of headline targets for the next five years (that is 2005 to 2010).

Number of fires

6. We have continued to see around 50,000 fires a year in total.

7. A more detailed analysis shows that this is partly due to the impact of changes in the number of smaller fires which do **not** affect buildings. For example, during the long hot summer in 2003 we saw a big increase in the number of grass fires, which affected the overall number of fires. This was a national phenomenon which is reflected in the latest national statistics published by government.

8. The total number of property fires has increased slightly from 2000/01 (a rolling average of 20,932), to 21,577 in 2003/04.

9. However, fires in people's homes have actually increased each year since 1999/2000 (a rolling average of 8,510 rising to just under 9,000 by 2003/04). A similar pattern was seen in relation to accidental fires in the home (a rolling average of 6,477 in 1999/2000 rising to 6,789 by 2003/04).

10. This shows the need to redouble our efforts on helping people to prevent fires breaking out; and to be more effective in getting those safety messages to those parts of the community most at risk from fire.

Number of fire deaths

11. The actual numbers of deaths from fire remain, thankfully, very low (between 60 and 70 a year). While this is still too many, the numbers are low enough to mean that there can be significant variations year on year, making it more difficult to identify underlying trends.

12. The chart below shows the number of fire deaths in both dwellings and other buildings since 1996. This shows that there has been a reduction in the number of people dying in their home. However there has also been a slight increase in the number of people dying in other buildings; though the numbers are still much less than those being killed in their homes.

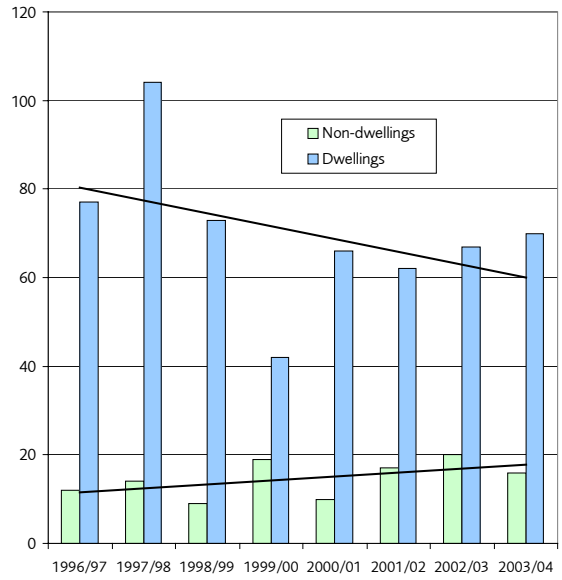


Chart 1: Fire deaths in dwellings and non-dwellings (April 1996 to March 2004)

13. Looking at the average figures over a rolling five year period (to help even out annual variations) we have seen a reduction year on year in fire deaths in dwellings from 73 in 2000/01 to 61 in 2003/04.

14. A similar pattern applies when looking at deaths from accidental fires in people's homes (reducing from an average of 58 in 2000/01 to 49 by 2003/04).

15. This means that we made good progress towards our target of a 20 per cent reduction over five years; achieving a 15 per cent reduction at the end of fourth year.

16. When account is taken of the increase in population over the period, we have achieved an 18 per cent reduction in fire deaths in the home per 100,000 population over four years.

Number of fire injuries

17. Overall injuries from fire have reduced by some 15 per cent over the last four years (from a five year rolling average of 1,572 in 1999/200 to 1,333 in 2003/04).

18. The position for fire injuries in people's homes is even more encouraging, with a 19 per cent reduction over the last four years (from a rolling average of 1,314 in 1999/2000 to 1,063 in 2003/04).

19. When the increasing population of London is taken into account, we have already seen a reduction of more than 20 per cent in the risk of actually being injured by a fire in your home.

Number of false alarms

20. False alarms fall into three main groups:

    - those made with good intent
    - those caused by automatic fire alarms
    - hoax calls.

21. We always encourage people to call us if there is any suspicion that fire may have broken out. Our target to reduce false alarms was therefore focussed on hoax calls, and those caused by automatic alarms.

22. Overall the number of false alarms from automatic equipment has actually risen steadily since we set our targets: from a five year rolling average of 38,540 in 1999/2000 to 49,643 in 2003/04.

23. However these overall figures include false alarms from domestic equipment; circumstances in which we would still advise people to call us out. These have nearly doubled over the period – from an average of 11,526 a year in 1999/2000 to over 19,000 in 2003/04.

24. The number of false alarms from automatic equipment in other buildings did increase for a couple of years but has now levelled out (running at around 30,500 a year).

25. While it is disappointing that we have not succeeded in reducing this type of false alarm, it should be recognised that the number of these alarms fitted rises every year – stabilising the number of false alarms they cause does mean a reduction in the number of false alarms per thousand fire alarms fitted.

26. Nonetheless, this is an issue which causes a significant drain on our resources, often from repeated calls to the same buildings. So we will work harder to identify those particular buildings to which we do get repeated false alarm calls and to work with the people managing those buildings to bring the operation of their alarm systems in line with good practice elsewhere.

27. Much better progress has been made in reducing hoax calls, where we achieved our target for a 20 per cent reduction within four years (Chart 2).

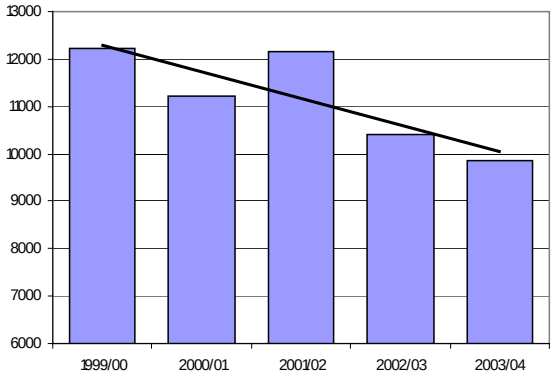


Chart 2: Malicious false alarms (hoax 999) calls

28. This is a result of a series of initiatives such as work with young offenders, community projects such as the LIFE scheme (Local Intervention Fire Education) and the Prince's Trust, and agreements with mobile phone operators to disconnect phones where they are used repeatedly to make hoax calls.

Lessons learned for setting future targets

29. Discussions with a range of staff has confirmed the value of setting headline targets, provided that they are:

    - **meaningful** – looking at the effectiveness of what we do as well as just numbers; and linking the objectives more clearly to operational targets

    - **credible** – stretching but achievable

    - **well communicated** – both internally (so that staff understand what is expected of them) and externally as changing people's behaviour is essential if the targets are to be met.

30. It has become clear that setting targets for overall reductions in the number of fires is too unfocused; as the figures are affected by factors such as increases in the number of grass fires during long hot spells of weather, over which we can have little, if any, influence.

31. The next set of headline targets will focus on the two priorities identified by the government: that is reductions in accidental fires in the home, and in deliberate fires.

32. Similarly, for deaths and injuries, we plan to focus on the government's priority to reduce accidental fire related deaths in the home.

33. For false alarms we intend to set separate targets for reducing hoax calls, and false alarms from automatic equipment, reflecting the different pressures on the number of each type of false alarm.

How well do we perform compared with other fire and rescue authorities?

34. The government sets a number of performance indicators against which all fire and rescue authorities' performance is measured. These are called best value performance indicators (BVPIs). Annex 1A sets out the BVPIs for 2005/06 – our current performance measures. We supplement these BVPIs with additional local performance measures (LFPIs). The measures we used in 2004/05 are set out in Annex 1B; a final list will be published as part of our Best Value Performance Plan for 2005/06 by end June 2005.

35. Annex 2 sets out how well we performed against these indicators compared with the other metropolitan fire and rescue authorities.

36. The figures for 2002/03 are the latest available from the Office of the Deputy Prime Minister at the time this plan was prepared.

37. It also shows how we performed compared with the top quartile of best performing authorities across England and Wales.

38. We were the best performing among the metropolitan authorities for:

    - percentage of incidents at which the number of fire engines met the recommended standards of fire cover (99.6 per cent)
    - total number of fire calls which we attended (excluding false alarms) per 10,000 population (66.5)
    - number of property and vehicle fires per 10,000 population (27.9)
    - number of false alarms due to automatic fire alarms in buildings other than dwellings per 1,000 of those buildings (109)
    - percentage of ethnic minority uniformed staff (6.75 per cent)
    - top five per cent of earners that are women (11.4 per cent).

39. In all these areas we are also among the upper quartile of performance by all fire and rescue authorities.

40. We were among the top half of best performing metropolitan authorities for a further four indicators:

    - number of accidental fires in dwellings per 10,000 dwellings (20.9)
    - number of injuries from accidental fires in dwellings per 100,00 population (21.2)
    - number of malicious false alarm calls per 1,000 population (1.4)
    - level of the Equality Standard for local government which we have achieved (Level 2 against a five point scale). Here performance was below the upper quartile for all fire and rescue authorities, reflecting the particular problems and risk in the built up areas of the metropolitan cities, with their pockets of multiple deprivation.

41. Our performance in relation to the numbers of fires breaking out (both total fires and accidental fires in dwellings), the number of injuries and the number of malicious calls is particularly encouraging given the importance placed on these by the government.

42. For the remaining indicators, our performance compares less well with the other metropolitan authorities and with the upper quartile for all fire and rescue authorities:

    - percentage of fires contained to the room of origin (between 88.1 per cent and 93.3 per cent in the different risk categories)
    - percentage of times when the number of firefighters on our appliances met the national standard
    - percentage of times when attendance times met the recommended standards (92.9 per cent)
    - number of deaths from accidental fires in dwellings per 100,000 population (0.74)
    - percentage of undisputed invoices paid within 30 days (76 per cent)
    - sickness levels for both uniformed staff and all staff
    - ill-health retirements by firefighters
    - cost per head of population (£44.70).

43. Confining fires to their room of origin is not a direct measure of the effectiveness of our fire fighting: a major factor in the outcome is how quickly we were called to the fire. In many cases the fire may have spread before it is noticed and we are called

out. This reinforces the need to develop our work on protection and prevention, as well as maintaining an effective emergency response.

44. Although we perform relatively well on the number of fires breaking out, and the injuries they cause, this is not reflected in the number of **deaths** from accidental fires in dwellings. Once again, this reinforces the need to take a truly integrated approach to protection, prevention and emergency response to reduce further the possibility of dying should a fire break out.

45. The national standards for attendance times and the number of firefighters on an appliance have now been withdrawn by the government, to increase local flexibility to tailor our response to meet local needs and circumstances.

46. The reported figures for attendance times do not compare like with like as they bring together four different sets of standards for the old property based risk categories. These standards were much more demanding in the old 'A' risk areas (concentrations of high risk properties in areas like the City of London and the West End) than in the lower risk areas which are predominantly residential. In the old 'A' risk areas we were expected to get 2 fire engines on the scene within about five minutes and a third within about 8 minutes, while in the lower 'D' risk areas the standard was one fire engine within 20 minutes. As London had a higher proportion of 'A' and 'B' risk areas, the national standards were more demanding in London than in other parts of the country.

47. When looking at our performance in the lower risk areas (that is, the old 'C' and 'D' risk) our performance compared well with other authorities.

48. We have achieved a substantial improvement in the speed with which we process invoices. During 2003/04 this figure improved to over 90 per cent of invoices being paid within thirty days.

49. The Authority made improving our performance on sickness absence a priority some years ago. We have achieved significant improvements in sickness absence and have set clear targets for further improvements. We have also succeeded in reducing ill health retirements.

50. We have not been able to compare our performance in dealing with emergencies other than fires with that of other fire & rescue authorities, because such information is not available on a consistent basis.

What has happened since our first Plan was approved in January 2004

51. We have made good progress in implementing the improvements set out in our first London Safety Plan.

Fire safety inspections

52. We have continued to identify previously unknown commercial premises which are covered by the Fire Precautions (Workplace) Regulations 1997 and have added over 3,000 of such premises to our inspection programme since April 2004.

53. We will decide the frequency of future re-inspections of these premises by assessing the risk they present and grading them accordingly.

54. The Fire Precautions (Workplace) Regulations are due to be revoked once the Regulatory Reform Order has been approved.

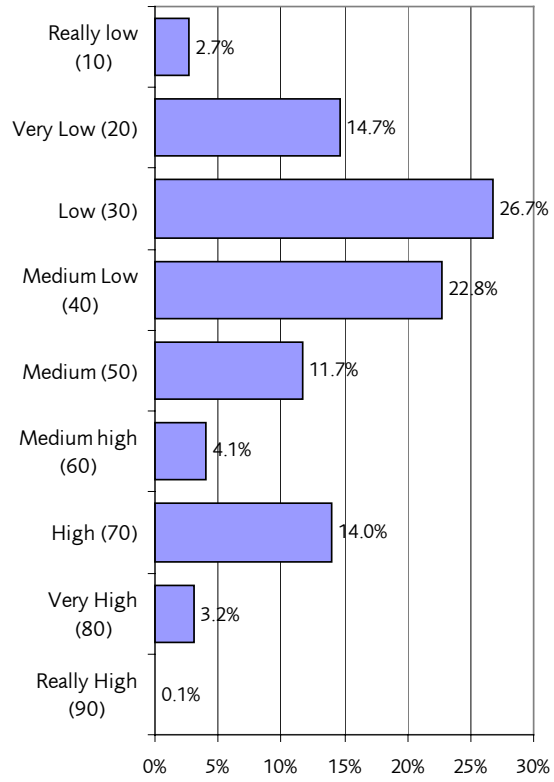


Chart 3: Premises risk-graded by the London Fire Brigade (proportions by risk category)

Mobilising

55. We successfully opened our new command and mobilising centre in Docklands in April 2004, which included a brand new computerised mobilising system.

56. The new arrangements provide a more flexible, resilient and efficient service to the public and enable us to provide a more sophisticated response; tailored to the needs of particular incidents.

Aerial appliances

57. In April 2004 we stopped mobilising our aerial appliances to calls from automatic fire alarms unless there are exceptional reasons identified by the borough commander to keep the aerial appliance as part of our first attendance.

58. At the same time we also reduced the number of aerial appliances kept ready to respond to calls for assistance from 16 to 11, and repositioned them to provide better strategic cover across London.

59. Looking at the three months from June to August, the number of times an aerial appliance went to an incident reduced from over 7,000 in 2003 to 1,640 in 2004 (a reduction of 77 per cent).

60. This means that in 2003 each of these appliances went to 445 incidents on average over this three month period. Under the new arrangements this reduced to an average of 149 incidents attended by each appliance, despite the reduction in the number of these vehicles. This confirms that we were right to predict in the first plan that these changes would increase the likelihood of these vehicles being available in their station when a genuine call for assistance is received.

Automatic fire alarms

61. A new policy for responding to automatic fire alarms was put in place in September 2004; once we had completed the necessary preparatory work and told people who may be affected about the change.

62. This means that it is too early to assess the impact this change has had. However we will monitor it closely.

63. The new policy means that we:

- continue to respond as before, with at least two appliances, to all calls for assistance in residential buildings where a smoke detector is sounding
- continue to respond, normally mobilising the nearest available fire engine in response to an alarm from automatic equipment in other types of building
- supplement this initial attendance by additional fire engines or specialist vehicles as appropriate if the initial call from the automatic alarm is followed up by supporting evidence that there is a fire.

64. However, where there are sound reasons to do so for particular buildings (in the light of risk assessments by the Borough Commander or their staff), we still send more than a single fire engine in response to the initial alarm from automatic equipment.

Home fire risk assessments

65. We have started our programme to carry out 25,000 home fire risk checks by March 2005. While it now appears that this challenging target won't be met, the recently implemented revised systems and procedures are showing early signs of an improved performance in the final quarter of the year and we are optimistic that we will achieve the target of 25,000 for 2005/06.

66. Working together with other agencies, as a result of these home fire risk assessments over 3,200 smoke alarms have already been fitted.

Fire rescue units

67. We now have 10 fire rescue units in service (an increase from five when our first plan was agreed last year).

68. By the end of May 2005 all the old fire rescue units will have been replaced and there will be ten new units, with expanded capabilities, on the run.

London resilience

69. We have made substantial investment over the last year in improving our resilience to respond to catastrophic acts of terrorism or other major disasters.

70. During 2004/05 we introduced the following additional appliances and equipment:

    - 10 incident response units providing the capability for mass public decontamination (and decontamination of firefighters at incidents involving the spillage of dangerous materials). These are located to enable us to reach incidents anywhere in London within 45 minutes and to allow us to provide rapid support to neighbouring counties – and other parts of the country – should it ever be needed
    - three lorries carrying equipment for urban search and rescue equipment
    - three lorries carrying extended duration breathing apparatus (allowing firefighters to access and work for longer in places such as tunnels or deep cellars), gas tight suits and rescue rail stretchers
    - three lorries carrying gas tight and chemical protection suits
    - additional equipment for our firefighters to help them identify when they may be faced with dangerous materials or hazardous working environments.

Annex 1A: **Best Value Performance Indicators (BVPIs) for 2005/06**

A number of new best value performance indicators (BVPIs) have been introduced by the government for all fire and rescue authorities from 2005/06; some others have been changed or deleted. We review our local performance indicators (LFPIs) annually; a final list of all BVPIs and LFPIs for 2005/06, with performance in 2004/05 and targets for 2005/06, 2006/07 and 2007/08 will be published as part of best value performance plan 2005/06 by end June 2005.

Reference	Description	2003/04 actual	2005/06 draft target
All fires			
BVPI 142ii	Number of primary fires attended	**20,068**	**20,000**
	Number of primary fires attended per 10,000 population *NB: primary fires are those in properties or other serious fires.*	**27.28**	**27.19**
Deliberate fires			
BVPI 206i	Number of deliberate primary fires (excluding deliberate primary fires in vehicles) per 10,000 population	**Changed for 2005/06***	
BVPI 206ii	Number of deliberate primary fires in vehicles per 10,000 population	**New for 2005/06***	
BVPI 206iii	Number of deliberate secondary fires (excluding deliberate secondary fires in vehicles) per 10,000 population	**New for 2005/06***	
BVPI 206 iv	Number of deliberate secondary fires in vehicles per 10,000 population	**New for 2005/06***	
Accidental fires in the home			
BVPI 142iii	Number of accidental fires in the home	**6,608**	**6,400**
	Number of accidental fires in the home per 10,000 dwellings	**21.68**	**21**
BVPI 143i	Number of deaths arising from accidental fires in the home	**56**	**49**
	Number of deaths from accidental fires in the home per 100,000 population	**0.76**	**0.67**
BVPI 143ii	Number of injuries arising from accidental fires in the home	**839**	**750**
	Number of injuries arising from accidental fires in the home per 100,000 population	**11.41**	**10.2**
BVPI 144	Percentage of accidental fires in the home which are confined to their room of origin	**87.08 per cent**	**91 per cent**
Fires in buildings other than dwellings			
BVPI 207	The number of fires in non-domestic premises per 1,000 non-domestic premises	**New for 2005/06***	
False alarms			
BVPI 146i	Number of calls to malicious false alarms not attended per 1,000 population	**Changed for 2005/06***	
BVPI 146ii	Number of calls to malicious false alarms attended per 1,000 population	**Changed for 2005/06***	
BVPI 149i	Number of false alarms caused by automatic detection apparatus	**30,906**	**30,000**
	Number of false alarms caused by automatic detection apparatus per 1,000 non-domestic properties	**111.75**	**108.47**
BVPI 149ii	Number of those properties with more than one attendance	**New for 2005/06***	
BVPI 149iii	The percentage of calls which are to a property with more than 1 attendance	**New for 2005/06***	

Reference	Description	2003/04 actual	2005/06 draft target
Community Fire Safety			
BVPI 208	The percentage of people in accidental dwelling fires who escape unharmed without FRA assistance at the fire	**New for 2005/06***	
BVPI 209i	The percentage of fires attended in dwellings where a smoke alarm had activated	**New for 2005/06***	
BVPI 209ii	The percentage of fires attended in dwellings where a smoke was fitted but did not activate	**New for 2005/06***	
BVPI 209iii	The percentage of fires attended in dwellings where no smoke alarm was fitted	**New for 2005/06***	
Equalities			
BVPI 2i	The level of the Equality Standard for Local Government in England to which the Authority conforms	**Level 2**	**Level 5**
BVPI 2ii	The duty to promote race equality	**no target**	**77%**
Financial administration			
BVPI 8	Percentage of invoices for commercial goods and services paid within 30 days	**90.60%**	**93%**
BVPI 150	Net expenditure on the provision of fire and rescue services per head of population	**£48.61**	**£55.67**
Other management targets			
BVPI 157	Percentage of possible electronic interactions that can be accessed electronically	**43%**	**100%**
Staff sickness absence			
BVPI12	Working days/shifts lost to sickness absence:		
BVPI 12a	Number of duties (days or shifts as appropriate) lost per member of staff	**13.13**	**9.4**
BVPI 12b	Number of shifts lost per uniformed member of staff (operational and control staff)	**12.46**	**9.27**
Workforce composition			
BVPI 17	Percentage of ethnic minority uniformed staff of ethnic minority population of working age in the brigade area	**New for 2005/06***	
BVPI 210	The percentage of women fire-fighters	**New for 2005/06***	
BVPI11i	Top 5 per cent of earners that are women	**9.89%**	**14.88%**
BVPI11ii	Top 5 per cent of earners from black and minority ethnic communities:	**4.80%**	**7.28%**
BVPI 11 iii	The percentage of top 5% of earners that are disabled	**New for 2005/06***	
BVPI 16	The percentage of employees declaring that they meet the Disability Discrimination Act 1995 disability definition compared with the percentage of economically active disabled people in the authority area	*	
Workforce turnover (leavers)			
BVPI 15a	Ill-health retirements among fire officers	**2.12%**	**2.07%**
BVPI 15b	Ill-health retirements among other staff	**0.36%**	**0.51%**

*These are new best value performance indicators which have been introduced for all fire and rescue authorities from 2005/06. We are currently in the process of gathering historical information, where available, to assist us in developing targets for 2005/06 and beyond.

Annex 1B: **Local London Fire Performance Indicators (LFPIs) for 2004/05**

We review our local performance indicators (LFPIs) annually; a final list of all performance indicators for 2005/06, with performance in 2004/05 and targets for 2005/06, 2006/07 and 2007/08 will be published as part of Best Value Performance Plan (BVPP) 2005/06 by end June 2005. The 2005/06 draft target is taken from our BVPP for 2004/05.

Reference	Description	2003/04 actual	2005/06 draft target
Handling of emergency (999) calls			
LFPI 203	Average time to answer an emergency (999) telephone call in seconds	**6**	**5**
LFPI 204	Percentage of emergency (999) calls answered:		
	- within 7 seconds	**75%**	**85%**
	- between 8 and 10 seconds	**4%**	**5%**
	- between 11 and 20 seconds	**9%**	**8%**
	- in over 20 seconds	**9%**	**2%**
All fires			
LFPI 142a	Total number of fires attended (excluding false alarms)	**57,403**	**51,500**
LFPI 142d	Total fires attended (excluding false alarms) per 10,000 daytime population	**64.29**	**57.67**
Deliberate fires			
LFPI 142b	Number of deliberate fires in dwellings	**2,321**	**2,200**
	Number of deliberate fires in dwellings per 10,000 dwellings	**7.62**	**7.22**
LFPI 143b	Number of deaths arising from deliberate fires in dwellings	**11**	**12**
	Number of deaths arising from deliberate in dwellings per 100,000 population	**0.15**	**0.16**
LFPI 142e	Number of deliberate fires in premises other than dwellings	**1,530**	**1,450**
LFPI 201	Number of deliberate secondary fires	**29,863**	**23,000**
Fires in buildings other than dwellings			
LFPI 142c	Number of fires in buildings other than dwellings	**3,632**	**3,530**
LFPI 143c	Number of deaths arising from fires in premises other than dwellings	**6**	**6**
LFPI 143f	Number of injuries arising from fires in premises other than dwellings	**131**	**120**
Other smaller fires (known as secondary fires)			
LFPI 200c	Number of fires involving derelict (abandoned) vehicles	**3,151**	**1,600**
LFPI 200e	Number of rubbish and similar fires	**9,259**	**8,700**
False alarms			
LFPI 149a	Number of false alarms caused by automatic fire detection apparatus in the home	**19,917**	**19,500**
LFPI 149b	Number of false alarms caused by automatic fire detection apparatus in the home as a proportion of number of alarms installed	**1.00%**	**1.20%**
Special services (incidents other than fires and false alarms)			
LFPI 121d	Number of road traffic accidents attended	**5,410**	**5,200**
LFPI 121f	Number of incidents attended where people are shut in lifts	**16,626**	**15,500**
Standards of fire cover			
LFPI 124	Percentage of shifts where front-line appliances are not available to respond to calls for assistance	**0.52%**	**0.48%**

Reference	Description	2003/04 actual	2005/06 draft target
Emergency planning			
LFPI 128a	Number of COMAH sites where plans are completed within the statutory deadline	**1**	**3**
	Percentage of COMAH sites where plans are completed within the statutory deadline	**100%**	**100%**
LFPI 128c	Percentage of completed COMAH plans tested within statutory 3 year time limit	**100%**	**100%**
LFPI 129	Number of emergency planning training sessions and exercises held for the London boroughs	**42**	**47**
Fire safety regulation			
LFPI 148	Fire Precautions (Workplace) Regulations 1997: programmed/sampled inspections completed as a percentage	**90.05%**	**100%**
LFPI 148a	programmed/sampled inspections completed as a number	**5,133**	**5,402**
LFPI 148b	previously unknown premises identified and inspected as a number	**7,495**	**7,803**
LFPI 135b	Total alleged fire risks reports dealt with	**318**	**328**
LFPI 135a	Percentage of alleged fire risks responded to within 3 hours	**51%**	**75%**
Community Fire Safety			
LFPI 123	Proportion of time spent by station-based staff on community fire safety	**2.39%**	**6%**
LFPI 124	Home fire safety risk assessments carried out	**-**	**25,000**
Citizen satisfaction with services			
LFPI 20b	Number of complaints upheld	**75**	**45**
LFPI 4	Percentage of those making complaints satisfied with how it was handled	**70%**	**70%**
Financial administration			
LFPI 150	Net expenditure on the provision of fire and rescue services per head of day-time population	**£40.50**	**£46.56**
Other management targets			
LFPI 132	Number of road traffic accidents involving fire engines	**504**	**459**
LFPI 180	Energy consumption in our buildings:		
LFPI 180a	Gas consumption (mWh)	**43.47**	**N/A**
LFPI 180b	Electricity consumption (mWh)	**15.08**	**N/A**
LFPI 180c	Water use – excluding water used at incidents and in training – (cubic metres)	**142,048**	**N/A**
LFPI 205a	Percentage of time external website available	**99.96%**	**100%**
LFPI 205b	Corporate intranet site available	**99.94%**	**100%**
LFPI 205c	Corporate email system available	**99.99%**	**100%**
Staff sickness absence			
LFPI 12	Working days/shifts lost to sickness absence:		
LFPI 12a	Number of shifts lost per member of uniformed operational staff	**12.46**	**9.45**
	Percentage of shifts lost per member of uniformed operational member of staff	**6.83%**	**5.18%**
LFPI 12b	Number of duties lost per uniformed non-operational member of staff	**13.29**	**7.03**
	Percentage of duties lost per uniformed non-operational member of staff	**5.68%**	**3.01%**
LFPI 12c	Number of shifts lost per member of control staff	**12.65**	**7.74**
	Percentage of shifts lost per member of control staff	**6.93%**	**4.25%**

Reference	Description	2003/04 actual	2005/06 draft target
LFPI 12d	Number of days lost per main grade/principal officer	**9.39**	**8.67**
	Percentage of days lost per main grade/principal officer	**3.61%**	**3.34%**
LFPI 12e	Number of duties lost per craft and manual member of staff	**19.06**	**16.41**
	Percentage of duties lost per craft and manual member of staff	**7.33%**	**6.31%**
Workforce composition			
LFPI 17	Percentage of staff from minority ethnic communities:		
LFPI 17a	uniformed operational staff	**7.66%**	**14.54%**
LFPI 17b	uniformed non-operational staff	**4.96%**	**no target**
LFPI 17c	control staff	**8.11%**	**14.87%**
LFPI 17d	main grade staff and principal officers	**26.03%**	**30.64%**
LFPI 17e	craft and manual staff	**28.95%**	**31.91%**
LFPI 21	Women staff as a proportion of the workforce:		
LFPI 21a	uniformed operational staff	**2.51%**	**7.49%**
LFPI 21b	uniformed non-operational staff	**4.13%**	**no target**
LFPI 21c	control staff	**73.87%**	**no target**
LFPI 21d	main grade staff and principal officers	**53.46%**	**maintain levels**
LFPI 21e	craft and manual staff	**78.07%**	**no target**
LFPI 11i	Top 5 per cent of earners that are women		
LFPI 11a	uniformed operational staff	**0.38%**	**2.00%**
LFPI 11c	main grade staff and principal officers	**36.56%**	**46.33%**
LFPI 11ii	Top 5 per cent of earners from black and minority ethnic communities:		
LFPI 11a	uniformed operational staff	**3.45%**	**7.61%**
LFPI 11c	main grade staff and principal officers as a percentage	**8.60%**	**16.52%**
LFPI 24	Staff (excluding operational staff) declaring that they meet the Disability Discrimination Act 1995 definition:		
LFPI 24a	As a percentage of the workforce	**4.97%**	**5.32%**
LFPI 24b	Economically active disabled people in London as a percentage	**8.60%**	no target reference only
Workforce turnover (leavers)			
LFPI 22	Proportion of voluntary leavers who are female **:**		
LFPI 22g	all staff	**22.34%**	**annual target**
LFPI 22a	uniformed operational staff	**1.69%**	**annual target**
LFPI 22b	uniformed non-operational staff	**0.00%**	**annual target**
LFPI 22c	control staff	**100%**	**annual target**
LFPI 22d	main grade staff and principal officers	**54.69%**	**annual target**
LFPI 22e	craft and manual staff	**100%**	**annual target**
LFPI 23	Proportion of voluntary leavers who are black or from minority ethnic groups:-		
LFPI 23g	all staff	**5.29%**	**no target**
LFPI 23a	uniformed operational staff	**5.00%**	**no target**
LFPI 23b	uniformed non-operational staff	**100%**	**no target**
LFPI 23c	control staff	**0%**	**no target**

Reference	Description	2003/04 actual	2005/06 draft target
LFPI 23d	main grade staff and principal officers	**4.76%**	**no target**
LFPI 23e	craft and manual staff	**0%**	**no target**
Workforce health and safety			
LFPI 130	Number of working days lost due to work related injuries	**15,412**	**14,304**
	Number of working days lost due to work related injuries per 100,000 workers	**219,795**	**210,353**
LFPI 133	Injuries, illnesses and dangerous occurrences required to be reported by the RIDDOR regulations	**308**	**278**

Annex 2: **LFEPA's performance compared with other metropolitan fire and rescue authorities – 2002/03**

Key

London	West Midlands	West Yorkshire	Tyne & Wear	Merseyside	South Yorkshire	Greater Manchester

↓ The arrow next to each indicator indicates which Metropolitan Brigades, if any, where performance was within the top quarter of all Fire & Rescue Authorities.

BV 144a	BV 144b	BV 144c	BV 144d	BV 145a	BV 145b	BV 145c	BV 142i
Percentage of accidental fires in dwelling confined to the room of origin - 'A' risk, eg in major cities	Percentage of accidental fires in dwellings confined to the room of origin - 'B' risk, eg in smaller cities/larger towns	Percentage of accidental fires in dwellings confined to the room of origin - 'C' risk, e.g. in smaller towns	Percentage of accidental fires in dwellings confined to the room of origin - 'D' risk, e.g. in rural areas	Percentage of incidents at which the number of appliances met the standards of fire cover	Percentage of incidents at which the number of riders met standards of fire cover (National minimum standard is 75%)	Percent of incidents at which attendance times met the standards of fire cover	Total number of fire calls attended per 10,000 population (excluding false alarms)
100.00	98.00	94.90	100.00	99.58	96.40	97.80	66.67
100.00	96.30	94.90	91.67	99.50	95.44	96.37	111.56
99.30	95.40	94.40	91.60	99.50	95.40	96.10	122.24
94.20	92.40	93.07	91.30	99.50	93.50	94.76	134.30
93.30	90.50	90.71	90.10	98.00	88.30	93.20	138.40
92.30	90.50	89.60	79.20	97.20	81.94	92.94	157.20
90.91	82.43	88.10	71.13	92.92	64.35	92.70	187.20

Annex

BV 142ii	BV 142iii	BV 143i	BV 143ii	BV 146	BV 149
Number of property and vehicle fires per 10,000 population	Number of accidental fires in dwellings per 10,000 dwellings	Number of deaths from accidental fires in dwellings per 100,000 population	Number of injuries arising from accidental fires in dwellings per 100,000 population (excluding precautionary checks)	The number of malicious false alarm calls per 1,000 population	Number of false alarms due to automatic fire alarms in buildings other than dwellings, per 1,000 of such buildings
28.00	18.01	0.50	9.80	1.14	109.03
46.63	19.30	0.50	9.94	1.14	118.27
49.20	21.67	0.63	11.98	1.42	124.70
49.51	25.23	0.70	14.42	1.70	124.80
59.10	26.00	0.72	16.40	1.70	141.40
59.80	34.60	0.75	19.40	2.10	164.55
60.70	35.40	0.98	26.30	2.30	197.00

BV 2 (a)	BV 8	BV 12 (I)	BVPI 12 (ii)	BV 15 (I)	BV 17 (a)	BV 11 (a)	BV 150
the level of the equality stanbdard for local government in England to which the Authority conforms	the percentage of undisputed invoices which were paid in 30 days	the working days/shifts lost to sickness absence by whole-time uniformed staff	the working days/shiofts lost to sickness absence by all staff	wholetime firefighter ill health retirements as a percentage of thje total workforce	percentage of ethnic minority uniformed staff	Top 5% of earners that are women (percentage)	expenditure per head of population on the fire & rescue service
3	98.40	8.80	9.10	1.10	6.80	11.35	£35.30
3	97.80	8.80	9.40	1.30	4.40	5.30	£33.60
2	95.10	10.40	11.00	1.30	1.80	4.60	£33.70
1	94.10	10.50	11.30	1.60	1.50	4.00	£33.90
1	92.00	10.60	11.50	1.90	1.50	3.60	£42.40
< 1	89.30	10.90	10.60	2.50	0.90	1.20	£44.10
< 1	76.00	13.60	13.80	2.90	0.60	0.80	£44.30