

Report title

Approval of Annual Governance Statement 2020/21

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I agree the recommended decision below.

Andy Roe

London Fire Commissioner

Date

This decision was remotely signed on the 21 July 2021

Executive Summary

Regulations 3 and 6 (1) of the Accounts and Audit Regulations 2015 require the London Fire Commissioner (LFC) to have sound systems of internal control and to demonstrate this by publishing an Annual Governance Statement (AGS). The AGS for 2020/21 is attached as Appendix 1 to this report.

Recommended decision

The London Fire Commissioner

1. Approve the Annual Governance Statement attached as Appendix 1.

Introduction and Background

- 1. This Annual Governance Statement for 2020/21 reflects the governance arrangements in place under the LFC.
- 2. The LFC's governance framework is based on the CIPFA/SoLACE *Delivering Good Governance* in Local Government Framework 2016 which requires the LFC to be responsible for ensuring that:
 - business is conducted in accordance with all relevant laws and regulations

- public money is safeguarded and properly accounted for
- resources are used economically, efficiently and effectively to achieve agreed priorities which benefit local people.
- 3. The AGS reflects on the position for 20/21 against those principles and identifies any areas of improvement for 21/22.

Equality Impact

- 4. The London Fire Commissioner and decision takers are required to have due regard to the Public Sector Equality Duty (s149 of the Equality Act 2010) when taking decisions. This in broad terms involves understanding the potential impact of policy and decisions on different people, taking this into account and then evidencing how decisions were reached.
- 5. It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.
- 6. The protected characteristics are: Age, Disability, Gender reassignment, Pregnancy and maternity, Marriage and civil partnership (but only in respect of the requirements to have due regard to the need to eliminate discrimination), Race (ethnic or national origins, colour or nationality), Religion or belief (including lack of belief), Sex, Sexual orientation.
- 7. The Public Sector Equality Duty requires the LFC, in the exercise of all its functions (i.e. everything it does), to have due regard to the need to:
 - (a) Eliminate discrimination, harassment and victimisation and other prohibited conduct.
 - (b) Advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.
 - (c) Foster good relations between people who share a relevant protected characteristic and persons who do not share it.
- 8. Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
 - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic:
 - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 9. The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities

- 10. Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
 - (a) tackle prejudice, and,
 - (b) promote understanding.
- 11. The AGS sets out how the LFC addresses equality considerations, and the 2021/22 plan includes a culture view which will consider in part equality, diversity and togetherness matters.

Strategic Drivers

12. A review and plan of improvement in respect of governance supports the strategic pillar delivering excellence in the LFC Transformation Delivery Plan.

Finance comments

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

Legal comments

- 14. Section 1 of the Fire and Rescue Services Act 2004 states that the Commissioner is the fire and rescue authority for Greater London.
- 15. Regulations 3 and 6 (1) of the Accounts and Audit Regulations 2015 require the London Fire Commissioner (LFC) to have sound systems of internal control and to demonstrate this by publishing an Annual Governance Statement (AGS).

List of Appendices

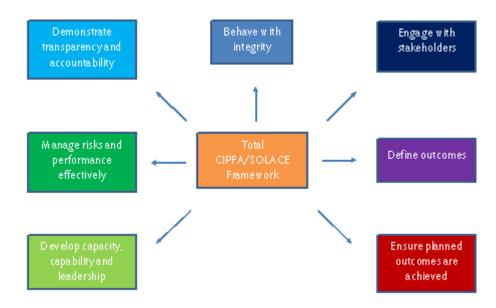
	Appendix	Title	Protective Marking
	1.	Annual Governance Statement 2020/21	None
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London Fire Commissioner

ANNUAL GOVERNANCE STATEMENT 2020/21

Introduction

- Regulations 3 and 6 (1) of the Accounts and Audit Regulations 2015 require the London Fire Commissioner (LFC) to have sound systems of internal control and to demonstrate this by publishing an Annual Governance Statement.
- 2. The LFC is a corporation sole that came into being on 1 April 2018, replacing the London Fire and Emergency Planning Authority (LFEPA). The Mayor of London issued a London Fire Commissioner Governance Direction 2018 in March 2018 to set out those matters requiring Mayoral consent, those requiring the Deputy Mayor for Fire and Resilience's consent and those on which the Deputy Mayor for Fire and Resilience needs to be consulted. It also requires the LFC to follow the Greater London Authority (GLA) practice on staff political restrictions, based on those in the Local Government and Housing Act 1989. In addition, the functions of the LFC shall be exercised by the office holder to fulfil the commitments given by LFEPA as a signatory to the GLA Group Corporate Governance Framework Agreement.
- 3. This Annual Governance Statement for 2020/21 reflects the governance arrangements in place under the LFC.
- 4. The LFC's governance framework is based on the CIPFA/SoLACE *Delivering Good Governance in Local Government Framework 2016* which requires the LFC to be responsible for ensuring that:
 - business is conducted in accordance with all relevant laws and regulations
 - public money is safeguarded and properly accounted for
 - resources are used economically, efficiently and effectively to achieve agreed priorities which benefit local people.
- 5. The CIPFA 2016 review promotes writing and communicating reports for the public and other stakeholders in a fair, balanced and understandable style; striking a balance between providing the right amount of information to satisfy transparency while not being too onerous for users to understand. This statement has been produced with those considerations in mind.
- 6. The "core principles" underpinning the CIPFA/SoLACE Framework are set out below:



7. The key elements of the LFC's governance framework at the London Fire Brigade (LFB) are set out below against these core principles.

Table 1: How the LFC meets the principles under the CIPFA framework

CIPFA Principle	How the LFC meets the principle
Principle 1 - Behaving with integrity, with commitment to ethical values, and respect for the rule of law	 Behaving with integrity through leadership is provided by the LFC, the Commissioner's Board (CB), Directorate Boards (DB), Portfolio Board, the Top Management Group and senior officers Behavioural framework outlining the behaviours expected of all employees in the organisation at all levels, following the leading self, leading the function and leading the service model. The Behavioural framework focusses on compassion, togetherness, accountability and the Togetherness Strategy and action plan formulated in 2021 focusses in part on leadership skills and behaviours. This is supported by a scheme of governance which is reviewed annually (last reviewed March 2021), anti-fraud measures, and whistleblowing procedures which are reviewed as and when required, and not less than every three years Director of Corporate Services is the Head of Paid Service and is responsible for all LFC staff Director of Corporate Services is the LFC's Section 127 Officer and is responsible for safeguarding the LFC's financial position and ensuring value for money General Counsel to the Commissioner is the Monitoring Officer who is responsible for ensuring legality and promoting high standards of conduct and for reporting to the LFC on cases of maladministration Decision making framework and scrutiny and review arrangements (see para 8 below) Register of Interests, Declarations of Gifts and Hospitality, politically restricted roles All reports presented for decision receive professional advice and input from finance and legal to ensure they comply with budget and legal requirements

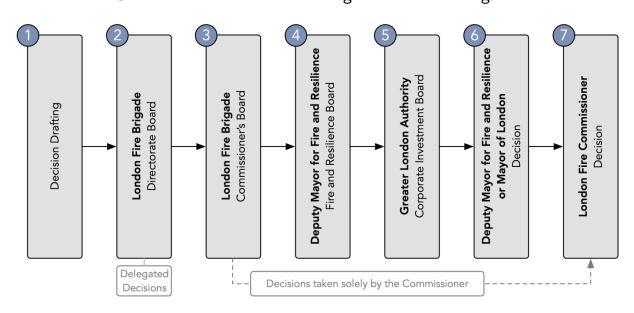
CIPFA Principle	How the LFC meets the principle
Principle 2 – Ensuring openness and comprehensive stakeholder engagement	 Public consultation on London Safety Plan, which is the Brigade's integrated risk management plan detailing how the Brigade will address risk in the community Multi-agency working arrangements on the incident ground and through day to day business with partners to improve community safety, including Ambulance Driver Assist during the COVID-19 pandemic Community safety youth programmes including Education Team, Fire Cadets,) and Juvenile Fire setters Intervention Scheme (JFIS) and community engagement programmes working with local/emergency service partners – These have all been impacted during 2020/21 by the pandemic Borough Commander liaison and local engagement with stakeholders Resilience partnership working with NFCC, London Resilience Group and the Government, including co-ordination in relation to the pandemic Utilising online digital communication channels such as Twitter, Facebook and YouTube to promote engagement with the service
Principle 3 – Defining outcomes in terms of sustainable economic, social, and environmental benefits	 LFC's Transformation Delivery Plan setting out the LFC's purpose, vision and strategy for the Brigade Current IRMP (London Safety Plan) - extended for one year in 2020 - with specific commitments and performance indicators for key service areas. LFC's Sustainable Development Strategy and Togetherness Strategy which are specific strategies focussing on inclusion, social impacts, sustainability and the environment Delivery of Brigade services supporting London's diverse communities and distinctive neighbourhoods in improving community safety Equality impact analyses and sustainable development impact assessment procedures

CIPFA Principle	How the LFC meets the principle
Principle 4 – Determining the intervention necessary to achieve intended outcomes	 Operational Improvement Process Oversight Panel, Operations Professionalism Board and Brigade Portfolio Board Quarterly corporate performance report tracks the performance of all the Brigade's activities in terms of key performance indicators and commitments against the London Safety Plan. The report also highlights remedial actions being taken where slippage does occur. Monitoring of performance against the Transformation Delivery Plan, HMICFRS and Grenfell Tower Fire action plans which combined set a clear vision, strategy, and action plan for the Brigade's priorities The LFC, via the Commissioner's Board, the Deputy Mayor, and the London Assembly (via the Fire Resilience and Emergency Planning Committee) ensures that the Brigade remains focussed on achieving its agreed objectives and priorities. Transformation Delivery Plan setting a clear vision, strategy, and action plan for the Brigade's priorities Monitoring of performance through the Togetherness Board, against the Togetherness Action Plan which drives activity outlined in the Togetherness Strategy.
Principle 5 – Developing capacity, including the capability of leadership and individuals within the Brigade	 Investment in training, Learning Management System and Big Learning (an online learning portal) Training partnership with Babcock Training Limited Talent and performance framework to effectively manage the performance of our people helping us to achieve our targets, goals and priorities by developing our employees and fully utilising their knowledge, skills, as part of our department plans and Transformational Delivery Plan Reflective learning from operational incidents or exercises (operational staff) Maintenance of skills through development and maintenance of operational professional (DaMOP) Operational Improvement Process (Policy 825), overseen by the Operations Professionalism Board and agreed interventions such as Ops News, new/amended policy, Big Learning training packages, DaMOP, and evaluation of training solutions The Brigade also works across a broad set of partnerships and collaborative arrangements to maximise capacity by delivering services in the most effective and efficient way including national arrangements such as National Interagency Liaison Officers (NILOs).

CIPFA Principle	How the LFC meets the principle
Principle 6 – Managing risks and performance through strong internal control and financial management	 Corporate risk register identifies strategic risks Review of strategic risks as part of the quarterly performance reporting cycle Strategic risk register refresh work undertaken during November 2020 through to March 2021 Budgetary control systems and monthly budget reporting to Commissioner's Board and approval by LFC Scheme of delegation Monitoring financial spend and outcomes/profiling of departments Scrutiny by newly established Audit Committee
Principle 7 – Implementing good practices in transparency, reporting and audit to deliver effective accountability	 Meeting the mandatory data publication as set out in the DCLG Transparency Code (February 2015). Senior Information Risk Officer (SIRO) and Data Protection Officer roles Dedicated transparency page on the Brigade here and all LFC decisions are published on the website. Mayor's Office for Policing and Crime (MOPAC) internal audit of key governance processes, risk management and internal controls Held to account by Deputy Mayor Fire, Resilience and Emergency Planning Committee review and scrutiny of LFC decisions and can challenge policy External audit of Brigade's systems of internal control Assurance via appointment of independent Operational Assurance Advisor

Decision-making framework and scrutiny

8. The London Fire Commissioner has seven distinct stages of decision-making:



9. Steps five and six are Greater London Authority (GLA) stages, required for a formal decision of the Mayor or Deputy Mayor for Fire and Resilience (DMFR) where the London Fire Commissioner has been required to consult or seek prior consent by the Mayor's London Fire Commissioner

Governance Direction 2018. Step four is required by the DMFR to ensure that only approved business proceeds to the GLA for consideration. Steps 5 and 6 are not needed in matters that require prior consultation, as opposed to prior approval.

10. Scrutiny of the decision-making framework is exercised through the LFC's Commissioner's Board, the Deputy Mayor's Fire and Resilience Board, and the London Assembly via the Fire, Resilience and Emergency Planning Committee (FREP).

Review of effectiveness

- 11. The LFC uses a number of ways to review the effectiveness of governance arrangements. One of the key assurance statements in reviewing effectiveness, is the annual report and opinion of the external auditors. Another significant element is the internal audit function conducted on behalf of the LFC by the Mayor's Office for Policing and Crime (MOPAC). MOPAC is fully compliant with Public Sector Internal Audit Standards (PSIAS). Internal audit covers key governance processes, risk management and internal controls. During 2020/21, MOPAC reported on several areas, including all key financial systems. The internal auditors' opinion for 2020/21 was that, based on the areas audited, the LFC's control framework is adequately designed although some controls are not operating effectively to mitigate key system risks. The end of year report detailing the work conducted by MOPAC can be located here.
- 12. Corporate governance processes have been operating as intended throughout the year. A summary of the governance outcomes is shown below:

Issues identified	Performance in 2020/21
Formal reports by Section 127 or Monitoring Officer	None issued.
Issues identified by the LFC as the Fire Authority or Monitoring Officer recommendations	No significant issues or breaches of officer conduct have occurred.
Proven frauds carried out by members of staff	No fraud cases have been identified in 2020/21, although any potential cases raised are investigated with support from internal audit as necessary
Use of Regulation of Investigatory Powers Act	There were no applications for any RIPA authorisations in 2020/21, nor were there any previous authorisations that continued into 2020/21.
Complaints/compliments received from members of the public	A total of 98 complaints were received. These have been actioned accordingly. In addition, a total of 243 compliments were received during 2020/21.
Number of whistleblowing cases	There were two (2) cases which qualify as whistleblowing items during 2020/21. (1) Whilst not received directly through the whistleblowing process, the referral by the family of matters pertaining to the tragic death by suicide of a young fire fighter is regarded as falling within the terms of the policy. An internal review followed which made recommendations which form the basis of an action plan and also

incorporate the recommendations of the Coroner following an Inquest. The proposed culture review will also consider matters arising from this tragic event.

(2) An anonymous referral made via City Hall in relation to health and safety for fire fighters in the context of training during the COVID-19 pandemic. The report concluded that LFC are delivering training critical to the effective operation of the Brigade and that risks to staff from COVID in all training delivered to LFC staff are being effectively controlled, as far as is reasonably practicable.

- 13. Last year's Annual Governance Statement highlighted delivery against the Transformation Delivery Plan (TDP) as the key area of improvement, especially in terms of delivering risk critical incident command and leadership training, and a longer term goal of delivering on cultural change to drive the Brigade towards being an agile and learning organisation. A number of actions from the TDP have now been completed and in terms of progress against the items above, all level 1 incident commanders are on track to have been trained by December 2021.
- 14. Deeply embedded cultures take time to change; although monitoring and evaluation suggests cultural change is occurring there remains some ingrained issues. While the Brigade has launched progressive initiatives including the Togetherness Strategy, Wellbeing Strategy and a performance and talent framework, an internal investigation into the Brigade's culture following the death of a trainee firefighter has resulted in the outcome that there should be a Brigade wide review of LFB culture across staff groups. The work to deliver this and subsequent actions will take place during the next financial year. As a result, these key areas of improvement will also be carried forward.
- 15. The previous statement also highlighted two recommendations from a governance review, namely the creation of a Transformation Board to oversee the transition of the Brigade so that it meets the LFC's vision for the service and the appointment of an audit committee to provide external scrutiny. Both of these functions came into being during 2020/21.
- 16. A further governance review will take place during 2021/22 to focus on the re-design of board functions, structures and memberships. This is intended to provide better focus on strategic priorities, outcomes and assurance.

The Brigade's Transformation Blueprint

17. Last year's statement identified the LFC's Transformation Delivery Plan (TDP) as the vehicle to ensure delivery against the Grenfell Tower Inquiry and HMICFRS recommendations, as well as transform the Brigade. However, the TDP is only the start of the journey. The appointment of a Director for Transformation and establishment of the Transformation Board has led to the development of a transformation blueprint and identification of specific capabilities so that the Brigade is enabled and empowered to deliver and sustain transformative change. The key capabilities are:

Transformation Blueprint

Embedded Portfolio, Programme and Project

- Transformation
 Shape full cycle of
 programme development
 through to benefits
 realisation and Post
 programme assurance of
- dev across LFB

 Monitoring and reporting of

 GT / HMI Action Plan

Portfolio

Strong People centred Business Change

- Centre of expertise
- Leading and building and enable change
- across the LFB
- Supporting and enabling a People Centred

Performance – data driven

Providing BI to support

Performance -Continuous Improvement Driven

Centre of expertise for structured Continuous

- Improvement Supporting the LFB to build organisational capability
- Training and supporting frontline teams in tools and techniques around process design and
- Empower and enable teams to drive their own improvement journey

Enterprise Risk Management approach

Organisational Assurance Framework

- 18. Work on the portfolio approach, risk management refresh, and community risk focus (through the Community Risk Management Plan – formerly known as London Safety Plan) is well advanced and expected to deliver in 2021/22. These in turn will be core components of an assurance framework and the establishment of a business change/continuous improvement function. The assurance framework is expected to inform future governance improvements and reviews of effectiveness.
- 19. Accordingly, delivery against the transformation blueprint also features as a key area of improvement for the following year (2021/22).

Key areas of improvement for 2021/22	Planned action
Carried forward from 2020/21:	Effective and timely delivery of the Transformation Delivery Plan (TDP), including
Risk critical: Incident command, leadership training, reconnecting with London's communities.	delivery of the HMICFRS and Grenfell Tower Inquiry action plans.
Longer term: Cultural change, becoming an agile and learning organisation, driving innovation in the fire and rescue service	New - Delivering the culture wide review and acting on subsequent improvement actions.
New for 2021/22:	Expected delivery of:
Progress and delivery against the transformation blueprint	Portfolio approachRisk strategy and register refreshCommunity Risk Management PlanAssurance framework
Governance review	Development of Audit Committee workplan

Key areas of improvement for 2021/22	Planned action
	Improved Board functionality, structure and memberships

The continuing impact of CoVID-19 during 2020/21

- 20. The coronavirus disease (COVID-19) which emerged towards the end of the previous financial year has continued to have an impact on Brigade operations and the community throughout 2020/21.
- 21. Throughout the disruption the Brigade has managed to operate at a steady state with all critical activities (i.e. those activities necessary for the delivery of key Brigade services) have continued to be managed as per our Business Continuity arrangements. Our capacity to respond to incidents and maintain our response time has been mostly unaffected and degradation strategies have been put in place to manage any impact on our staffing numbers.
- 22. In-line with our Strategic Response arrangements (SRA) the Commissioner's Continuity Group (CCG) has convened on a regular basis throughout 2020/21 to provide strategic management of the incident and ensure that the LFB remains prepared for any potential impacts of COVID-19 spread in London. Liaison with the National Fire Chiefs' Council has also continued to ensure sharing of best practice and information across the country and to ensure that the Brigade is aligned with the national position. This approach has allowed us to maintain continuity of service through the various government tiers and national lockdowns.
- 23. We have adopted an approach limiting some activities in-line with Governments 'social distancing' strategy. However, we have continued to provide our full emergency fire and rescue service response, maintaining operational assurance at simultaneous / waking watch provision, Fire Safety Inspecting Officer activity with additional pre appointment screening, alleged fire risk inspections again with additional pre appointment screening, operational risk database visits, premises risk assessment including high rise information gathering, and petroleum visits / hydrant inspections.

Partnership working

24. As well as ensuring our own critical activities are managed we have been able to assist our partner agencies through the Local Resilience Forum by providing staff and resources to support the pan London response with staff trained and deployed to assist the London Ambulance Service deliver its front line service, pandemic multi-agency response teams (PMART), and logistical support to the NHS.

Forward look and recovery

25. The Brigade has a dedicated Recovery Group which has assisted in plotting the path to recovery by prioritising the resumption of critical/important activities through risk assessments and aligning these to best support the governments social distancing relaxation plans. Lessons learnt have also been captured to inform organisational improvements in efficiency, effectiveness and minimise the impact on our staff and their wellbeing.

Financial and governance implications of coronavirus on the Brigade

26. It is likely that the impact of the coronavirus will feature as a long-term factor on the Brigade's finances. It is hard to be certain about the overall financial impact, but the Brigade has incurred additional costs owing to the pandemic (especially the use of pre-arranged overtime to maintain operational readiness). It is hard to forecast the exact final financial impact on the Brigade as the COVID-19 situation continues to evolve, and whilst additional funding has been made available to meet costs so far, the impact on future funding is yet to be determined. Additionally, costs for providing Ambulance Driver Assistance are now being recovered from the London Ambulance Service. The existing financial controls provide the mechanism to regularly review these costs and their impact on the budget position.

- 27. In terms of the impact on governance arrangements, there continues to be minimal impact.

 Governance and decision-making meetings are being conducted virtually through Microsoft Teams which ensures that decisions and business as usual can progress.
- 28. As the Brigade transitions to a post-COVID environment, it is likely that blended working arrangements will become common place using a mix of station-based staff, office and home locations to provide the full range of Brigade services.

Equalities considerations

29. The Brigade, under the leadership of the LFC, takes the Public Sector Equality Duty very seriously. The LFC's approach is embodied in the 'Togetherness' Strategy, which has a dedicated externally-facing pillar which includes a number of strategic objectives and actions directly relating to how we advance equality of opportunity, foster good relations and eliminate discrimination in the communities we serve and protect. These are important deliverables in terms of how the Brigade governs itself.

Equality in the community

- 30. Normally, LFB carries out around 80,000 Home Fire Safety Visits (HFSVs) annually and in addition to reducing fire risk, crews also ensure that referrals are made to specialist services such as safeguarding and to the Metropolitan Police (MPS) and/or London Ambulance Service (LAS) depending on the issue. COVID-19 has significantly impacted the number of face-to-face HFSVs that can be conducted, with visits reduced to those of a risk-critical nature, and performance for 2020/21 shows that 17,321 visits have been completed. Nevertheless, the development of a 'virtual' HFSV package will help to mitigate this going forward and provide new opportunities for engagement with our communities. Additionally, LFB have started a new pilot, working in 9 boroughs to take a deliberative approach in engaging seldom heard communities to shape local community engagement across London. This work will enable the Brigade to better understand and deliver services ensuring they are accessible and shaped by the diverse community we serve.
- 31. The LFB, LAS and MPS also work together to support vulnerable young people through joint delivery where possible at a borough and pan London level through cadets, junior citizens, "prison me no way" and youth boards. However, schools visits and other community initiatives have been seriously impacted by COVID-19 this year. Local Intervention Fire Education (LIFE) has been suspended for the whole of 2020/21 and will be discontinued from April 2021 with resources permanently diverted into fire cadets and community safety.

Equality for our staff

- 32. The first pillar of the Togetherness Strategy relates to the Transformation Delivery Plan pillar of 'the best people and the best place to work', with a number of strategic objectives and actions to support LFB to achieve best practice in recruitment, training, representation, retention and staff experience. The Brigade supports eight Equality Support Groups who act as a support and consultative mechanism for decisions, where these may affect different groups of staff.
- 33. The Brigade actively promotes its Equality Impact Assessments (EIAs) process to staff to conduct this analysis on their decisions and policies, and to support them through the governance process including completing the 'Equality Implications' sections of Board reports.
- 34. The Brigade's Counselling and Trauma Service provides input into planning and implementing interventions to improve workforce mental wellbeing to supplement pre-existing interventions on physical wellbeing. A desktop computer-based training programme is available to all employees to raise awareness and understanding of all mental health conditions.

Equality in recruitment

35. One of the Brigade's key priorities is to increase the number of women and BAME members of the community joining the Brigade as trainee firefighters. The Brigade has undertaken research to

understand the barriers that exist for people joining the service. LFB has an Outreach Team who are engaging with these target groups through community and partner-based activities, to increase attraction rates. The successful 2020 recruitment campaign has continued to deliver results with the trainee firefighter intake meeting corporate indicator targets for both firefighter appointments from women (54 appointments—23 per cent) and BAME (79 appointments—33 per cent) applicants.

Conclusion

36. I am satisfied that this Statement describes the internal systems of control that were and are in place with regards to the LFC's governance arrangements, and that adequate processes were and are in place to ensure compliance with its Corporate Code of Governance.

Andy Roe

London Fire Commissioner

Dated: xxxx 2021