



LONDON FIRE BRIGADE

Report title

Assessment of Risk update following public consultation

Report to

Date

Portfolio Board
Commissioner's Board
Deputy Mayor's Fire and Resilience Board
London Fire Commissioner

19 April 2022
11 May 2022
24 May 2022

Report classification:

For Decision

This report presents the final amended version of the Assessment of Risk to support the new Community Risk Management Plan (CRMP). The draft CRMP sets out a new strategic intent for LFB, which replaces the existing strategic priorities listed below:

The best people and the best place to work
Seizing the future
Outward facing
Delivering excellence

This work will enable the Brigade to prioritise its prevention, protection and response activities in relation to all foreseeable risks which the LFB would be expected to respond to and enable the LFC deliver on all four of its pillars outlined in the Community Risk Management Plan.

Report number – [LFC-0000] – COMPLETED BY GOVERNANCE TEAM

For Publication

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DECISION-MAKER

Executive summary

This report recommends that the attached updated Assessment of Risk at Appendix A, is agreed.

Following a public consultation exercise run between 3 September and 10 October 2021 the Assessment of Risk has been updated to take account of all feedback received from the public, partners and representative bodies. Where appropriate this feedback has been integrated into the attached updated Assessment of Risk.

The Assessment of Risk represents an integrated risk assessment for all foreseeable risks in London which the Brigade would be expected to respond to.

Recommended decision

That the London Fire Commissioner notes this report and that it will be published as part of the supporting documentation for the CRMP

1. Background

- 1.1 The Brigade's draft Assessment of Risk, which will underpin the LFC's next Community Risk Management Plan (CRMP), was put together by Strategic Planning and Business Intelligence in Q1 and Q2 2021.
- 1.2 The CRMP describes the changes that the Brigade needs to make to achieve its vision and how it will make those changes. The CRMP also identifies the improvements to existing services and the new services that are needed to respond to risk. It does this through reference to both this Assessment of Risk and the Assessment of Risk Response.
- 1.3 London Fire Brigade's (LFB or "Brigade") Assessment of Risk (AoR) is designed to help increase the understanding of how risk from fire and non-fire emergencies in London has changed over time and how the different elements combine to give a London-wide picture of risk. It fulfils the National Framework's requirement for fire and rescue services to *"identify and assess the full range of foreseeable fire and rescue related risks in their areas"*.
- 1.4 This process of identifying and assessing all foreseeable risks is used to enable the Brigade to make decisions in relation to how it *"puts in place arrangements to prevent and mitigate these risks"*, which is also a requirement of the National Framework. These actions are documented in the Brigade's Assessment of Risk Response (AoRR), which maps all identified and assessed risks from the AoR to an initial assessment of the capabilities required to deliver LFB's prevention, protection, and response services, which was undertaken as part of the Brigade's Target Operating Model.
- 1.5 This process has enabled the Brigade to identify and prioritise the programmes, projects, and initiatives, identified in the Target Operating Model (TOM) which have the greatest impact on risk reduction and increase the Brigade's capacity and capability to mitigate all foreseeable fire and rescue related risks.
- 1.6 When consolidated these three documents, the AoR, AoRR and TOM, combine to be Brigade's integrated approach to risk management and, *"demonstrates how prevention, protection and response activities will best be used to prevent fires and other incidents and mitigate the impact of identified risks"* on London's communities. The LFC's Community Risk

Management Plan (which is how the Brigade refers to its Integrated Risk Management Plan) is the Brigade's public facing strategy for how it will mitigate risk and improve public safety in London.

- 1.7 During its development there was a wide range of internal consultation with the CRMP project team and wider departmental subject matter experts to develop a shared professional view of risk in London. The resulting draft Assessment of Risk was shared for public, partner and representative body consultation on the 10 September 2021. This report updates the LFC on the changes made to the Assessment of Risk following that consultation.
- 1.8 There were 768 responses to the consultation and an overwhelming proportion of the respondents felt it was important to consider all four layers (concerns and vulnerabilities, day to day risk, extraordinary risk and future risks) alongside each other.
- 1.9 In considering the feedback, our default position has been to accept all feedback unless there is a professional reason not to include it in the final version. In some cases, we have incorporated feedback in a different place to where it was originally expressed, where it is more relevant (e.g. a concern in relation to a place rather than a person), and/or grouped with another similar concern or risk.
- 1.10 There are some risks that have been identified during the consultation which have not been included in the final version where they are either excluded from source publications (e.g. the London Risk Register or National Risk Assessment) or where it is considered they are already covered by another risk. Where these risks are not currently included in the London or National Risk Registers then we will pass these on to the London Resilience Advisory Group for wider consideration by the London Resilience Partnership.
- 1.11 Following consultation, an updated version of the Assessment of Risk has been developed, which can be found at Appendix A. It includes the following changes:
 - Updated Executive Summary on page 1 to reflect the changes made to the document;
 - Relevant legislation has been updated to include the Fire and Rescue Service (Emergencies) (England) Order 2007 and Equalities Act 2010 on page 2 of the report following partner and internal feedback;
 - Updated concerns on pages 4, 5 and 6, in Layer One of the Assessment of Risk, to include concerns highlighted by the public and representative bodies;
 - The concerns in Layer One have been grouped to more closely align with the National Fire Chief's Council definitions of high-risk premises and displayed in a table rather than a list to aid clarity. Descriptions now explain each group of concerns rather than each individual concern to make this section more accessible;
 - The addition of additional correlated risk factors to layer one which are identified as part Operational Research in Health (ORH)'s Definition of Risk report.
 - The range for likelihood in Layer Two on page 9 has been extended from between once a month and once a week to between once a year and once a week. This is in response to feedback from Heathrow Airport that the assessment did not include fires on planes, which fell outside the risk assessment's previous likelihood criteria. This new approach means that all such risks are now included;

- The layout of the risk matrices in Layers Two and Three on pages 11 and 14 have been altered to aid clarity by making each risk a bulleted list rather than a list separated by commas;
- The major fire risk in Layer Three on page 14 has been split into six subcategories to enable better understanding of the relative risks;
- Following an updated version of the London Risk Register being released in early 2022, some of the extraordinary risk scores have changed on the risk matrix.
- Changing the title of Layer Four on page 15 from *Future Risks* to *Emerging and Future Risks* to reflect that some already exist;
- Changes to the way that risks in Layer Four are assessed to better reflect the public's views. They are now rated for likelihood rather than impact and the scores are differentiated based on the responses received.
- Removal of the tables of descriptions from the main body and placed in appendices to make the report more accessible; and
- Other new wording is highlighted in yellow although minor alterations to grammar are not highlighted.

1.12 It also includes the following updates to the appendices:

- Removal of medium risk descriptions, to focus on high and very high risks to make document more accessible and easier to use;
- Update to appendix 4, the Equalities Impacts Assessment (EIA) in response to feedback. Updates are highlighted in yellow and include:
 - More detailed data on older people
 - More detailed data on gender reassignment and LGBT+ communities
 - Greater context around maternity and pregnancy and its relation to risk
 - More detailed data on Londoner's ethnicity and race
- Officers will consider the value of collecting some additional detail to enhance subsequent updates of the AoR. Such data includes:
 - Detailed correlations between race, religion and social economic status and risk beyond IMD data
 - Detailed correlations between non-Christian places of worship and risk from specific types of fire (e.g. arson)

1.13 Some consultation respondents asked if the document could be made less technical, however, the document needs to be detailed and technical enough to enable the Brigade to meet its statutory requirements, to underpin the CRMP and specifically to inform decisions about how risks will be mitigated at a pan-London level. Officers are satisfied that the wide range of responses received to the consultation suggests that the technical nature of the document did not impact on the conclusions that could be drawn from the consultation. Officers are now considering how to improve the accessibility of the information in future versions.

2. Conclusion

- 2.1 The updated Assessment of Risk, which is attached in Appendix A, represents an integrated view of risk in London. It delivers a new way of understanding risk for the Brigade by taking a collective view of risk from a variety of perspectives.
- 2.2 The approach taken combines an internal, Brigade perspective and an external perspective from the communities that we serve. This gives a broad view of all foreseeable risks the Brigade would be expected to respond to from a variety of perspectives. This in turn enables the Brigade to plan its prevention, protection and response services to best serve the needs of Londoners.
- 2.3 The public consultation found that the public overwhelmingly agree that this integrated approach to risk is the right methodology for the Brigade to adopt. This risk assessment accurately reflects London's current risk environment and will allow the Brigade to annually update its understanding of risk annually to enable it to adapt to the changing needs of London.

3. Equality comments

- 3.1 The LFC and the Deputy Mayor for Fire and Resilience are required to have due regard to the Public Sector Equality Duty (section 149 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.
- 3.2 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.
- 3.3 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, and sexual orientation.
- 3.4 The Public Sector Equality Duty requires decision-takers in the exercise of all their functions, to have due regard to the need to:
 - eliminate discrimination, harassment and victimisation and other prohibited conduct
 - advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it
 - foster good relations between people who share a relevant protected characteristic and persons who do not share it.
- 3.5 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, the need to:
 - remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic
 - 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

- 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.

3.6 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.

3.7 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:

- tackle prejudice
- promote understanding.

3.8 The EIA for this work was developed with support from the Brigade's Inclusion Team and has been further updated in response to feedback from the representative bodies and the public. It is included for reference in the appendices of the updated Assessment of Risk which can be found in Appendix A of this report. The EIA will inform the assessment of any changes in the provision of prevention, protection or response services to ensure they meet the needs, wants and expectations of London's diverse communities which result from this Assessment of Risk.

4. Other Considerations

Workforce comments

4.1 We received comments from the Fire Brigade's Union (FBU) prior to the formal consultation which have been included in the updated Assessment of Risk. We responded to the FBU following their feedback. No additional comments were received from any Representative Bodies (RBs) during the formal consultation. Further changes have been made in response to comments from the FBU after the consultation closed. The updated Assessment of Risk was shared with all RBs on the 30 November 2021.

Sustainability comments

4.2 The updated Assessment of Risk has taken account of sustainability issues and has included any updates in the main body of the report. There are no significant changes following the public consultation.

4.3 The sustainability impacts of any additional actions the Brigade needs to take in order to manage the risks identified will be assessed as they are developed and mitigated as appropriate.

5. Financial comments

5.1 The Chief Finance Officer has read this report and has no comments.

6. Legal comments

- 6.1 Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "Commissioner") is established as a corporation sole with the Mayor appointing the occupant of that office. Under section 327D of the GLA Act 1999, as amended by the Policing and Crime Act 2017, the Mayor may issue to the Commissioner specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.
- 6.2 Section 1 of the Fire and Rescue Services Act 2004 states that the Commissioner is the fire and rescue authority for Greater London.
- 6.3 When carrying out its functions, the Commissioner, as the fire and rescue authority for Greater London, is required to have regard to the Fire and Rescue National Framework prepared by the Secretary of State (the Framework) (Fire and Rescue Service Act 2004, section 21).
- 6.4 The production of a Community Risk Management Plan (CRMP) is a requirement of the Framework (the CRMP is the new name for the Integrated Risk Management Plan referred to in the Framework).
- 6.5 The Framework states that the CRMP must "reflect up to date risk analyses including an assessment of all foreseeable fire and rescue related risks that could affect the area". The attached Assessment of Risk therefore underpins the CRMP and will be reflected in it, though it remains a separate document.
- 6.6 Additionally, the Framework requires that the CRMP must "reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners". It is not a specific requirement of the Framework that the Assessment of Risk be consulted on, but by doing so the Commissioner is further able to demonstrate in respect of the Assessment of Risk, which underpins and is reflected in the CRMP, that effective consultation has occurred in the development of the CRMP. This report notes at paragraph 1.4 that in considering the response to the consultation, "[the] default position has been to accept all feedback unless there is a professional reason not to include it in the final version".
- 6.7 By direction dated 1 April 2018, the Mayor of London set out those matters, for which the Commissioner would require the prior approval of either the Mayor or the Deputy Mayor for Fire and Resilience (the "Deputy Mayor"). Paragraph 3.1 of Part 3 of that direction requires the Commissioner to consult with the Deputy Mayor as far as practicable in the circumstances before a decision is taken on any "decision that can be reasonably considered to be novel, contentious or repercussive in nature, irrespective of the monetary value of the decision involved (which may be nil)".
- 6.8 The Assessment of Risk may be considered to be novel, contentious or repercussive in nature as it underpins and will be reflected in the CRMP.
- 6.9 The Commissioner's Scheme of Governance reserves the following matters to the Commissioner for decision:
 - To agree all matters that have a significant impact on the organisation or service delivery, as determined by a Director.

- To agree all matters that require consultation with the Deputy Mayor, Fire and Resilience on the basis they are novel, contentious or repercussive.

6.10 Approval of the attached Assessment of Risk and agreement that it should be provided to the Deputy Mayor for consultation therefore rest with the Commissioner to decide.

List of Appendices

Appendix	Title	Open or confidential
A.	Assessment of Risk	Open