

# MDA No.: 1428

## Title: London Fire Brigade Draft Community Risk Management Plan

### 1. Executive Summary

- 1.1 At the Fire, Resilience and Emergency Planning (FREP) Committee meeting on 5 July 2022, the Committee held a meeting on the London Fire Brigade (LFB) draft Community Risk Management Plan (CRMP) and resolved that:

*Authority be delegated to the Chair, in consultation with the party Group Lead Members, to agree any output arising from the discussion.*

- 1.2 Following consultation with party Group Lead Members, the Chair is asked to agree the Committee's response to the LFB draft CRMP, as attached at **Appendix 1**.

### 2. Decision

- 2.1 **That the Fire, Resilience and Emergency Planning Committee's response to the London Fire Brigade's draft Community Risk Management Plan be agreed.**

#### Assembly Member

I confirm that I do not have any disclosable pecuniary interests in the proposed decision and take the decision in compliance with the Code of Conduct for elected Members of the Authority.

The above request has my approval.

**Signature:**



**Printed Name:**

**Anne Clarke AM, Chair of the Fire, Resilience and Emergency Planning Committee**

**Date:**


**22 August 2022**

### 3. Decision by an Assembly Member under Delegated Authority

#### Background and proposed next steps:

- 3.1 The exercise of delegated authority agreeing the Committee's CRMP response will be formally noted at the Committee's next appropriate meeting.
- 3.2 The terms of reference for this investigation were agreed by the Chair, in consultation with relevant party Group Lead Members, under the standing authority granted to Chairs of Committees and Sub-Committees. Officers confirm that the response falls within these terms of reference.

#### Confirmation that appropriate delegated authority exists for this decision:

Signature (Committee Services): 

Printed Name: Diane Richards, Senior Committee Officer

Date: 16 August 2022

Telephone Number: 07925 373478

#### Financial Implications: NOT REQUIRED

Note: Finance comments and signature are required only where there are financial implications arising or the potential for financial implications.

Signature (Finance): Not Required

Printed Name: N/A

Date: N/A

Telephone Number: N/A

#### Legal Implications:

The Chair of the Fire, Resilience and Emergency Planning Committee has the power to make the decision set out in this report.

Signature (Legal): 

Printed Name: Emma Strain, Monitoring Officer

Date: 16 August 2022

Telephone Number: 07971 101375

### **Supporting Detail / List of Consultees:**

- Susan Hall AM (Deputy Chairman)
- Hina Bokhari AM
- Zack Polanski AM

## **4. Public Access to Information**

- 4.1 Information in this form (Part 1) is subject to the FoIA, or the EIR and will be made available on the GLA Website, usually within one working day of approval.
- 4.2 If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.
- 4.3 **Note:** this form (Part 1) will either be published within one working day after it has been approved or on the defer date.

### **Part 1 - Deferral:**

Is the publication of Part 1 of this approval to be deferred? NO

If yes, until what date:

### **Part 2 – Sensitive Information:**

Only the facts or advice that would be exempt from disclosure under FoIA or EIR should be included in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form? NO

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## **Lead Officer / Author**

Signature: P. Goffe


Printed Name: Philippa Goffe

Job Title: Senior Policy Adviser

Date: 19 August 2022

Telephone Number: 07729 625453

**Countersigned by Executive Director:**

Signature: 

Printed Name: Helen Ewen, Executive Director of Assembly Secretariat

Date: 19 August 22

Telephone Number: 07729 108986

An aerial photograph of a city street, overlaid with a green map of the same area. The map shows a grid of streets and a winding river. Several people are walking on the street, their shadows cast on the ground. The overall scene is viewed from a high angle, looking down at the street.

# Response to London Fire Brigade's Draft Community Risk Management Plan

Fire, Resilience and Emergency Planning  
Committee

**LONDONASSEMBLY**

## Fire, Resilience and Emergency Planning Committee



The Fire, Resilience and Emergency Planning Committee is responsible for examining the work of the London Fire Commissioner and the Deputy Mayor for Fire and Resilience to make sure that they are delivering for Londoners.

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## **Contact us**

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## Introduction

The Fire and Rescue National Framework sets out the Government’s priorities and objectives for fire and rescue authorities. Under this framework, fire and rescue services (FRSs) must produce an Integrated Risk Management Plan (IRMP) which must “reflect effective consultation throughout its development and at all review stages with the community, its workforce and representative bodies and partners”.<sup>1</sup> In line with guidance from the National Fire Chiefs Council (NFCC), an IRMP is now referred to as a Community Risk Management Plan (CRMP).

The London Fire Brigade’s (LFB’s) CRMP will replace its current London Safety Plan (LSP) and sets out the LFB’s plan to keep London safe. The final consultation on the LFB’s draft CRMP 2023-29 went live on 30 May 2022 and ran until 25 July 2022.

The Fire, Resilience and Emergency Planning (FREP) Committee is responsible for examining the work of the London Fire Commissioner and the Deputy Mayor for Fire and Resilience to make sure that they are delivering for Londoners. The FREP Committee also has statutory powers to review, make recommendations and approve the LFB’s CRMP.

The FREP Committee met on 5 July 2022 to discuss the LFB’s draft CRMP. The Committee heard from:

- LFB
- the Fire Brigades Union (FBU)
- HoardingUK
- 2000 Community Action Centre
- East London Mosque.

The information received at this committee meeting has been used to inform the Committee’s response to the draft CRMP.

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<sup>1</sup> Home Office, [Fire and Rescue National Framework for England](#), May 2018, p.12

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## Recommendations

### Recommendation 1

The Committee recommends that the LFB continues to use its learning from the engagement and consultation on the CRMP; and sustains this community-focused approach throughout the lifetime of the CRMP by building regular community consultation into it. The Committee also requests that the LFB shares its learning from the consultation with the Committee, and how it intends to improve the process in light of this.

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### Recommendation 2

The Committee recommends that the final CRMP acknowledges London's diverse population; and that different communities have different needs, attitudes towards, and experiences with the LFB, and different ways in which they engage. The LFB should ensure that its staff have proper training to respond to the diverse needs of London's communities.

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### Recommendation 3

To improve performance monitoring it is vital that the LFB establishes a specific target for the community trust and satisfaction score; and that the CRMP sets out how the LFB will prevent the score from decreasing further.

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### Recommendation 4

The LFB must ensure a consistent and high-quality service across all its fire stations that all Londoners can expect and rely on. The LFB must ensure that greater autonomy for local fire stations does not negatively impact the services that Londoners receive. The Committee recommends that a measure is included in the final CRMP that ensures a baseline measure of consistency in local delivery.

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### Recommendation 5

The Committee recommends that the LFB follows up on East London Mosque's offer to hold more awareness sessions, and proactively looks for further opportunities like this across London.

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## Recommendation 6

The Committee welcomes the LFB's proactive approach in post-incident engagement, particularly in light of the Grenfell Tower tragedy. The Committee recommends that this approach continues for every incident; that best practice is captured and disseminated quickly and effectively across the Brigade; and that the impact of these interventions is measured.

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## Recommendation 7

The Committee recommends that by March 2023 the LFB develops a plan for engaging with its staff on the CRMP throughout its lifetime. We also recommend that the LFB measures levels of staff engagement with the CRMP regularly, ensuring that staff understand how their role fits into the overarching strategic vision for the LFB.

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## Recommendation 8

The Committee recommends that the final CRMP recognises the importance of local political leaders, and works with them to keep Londoners safe; and that the LFB reports back to the Committee on this work. The Committee also recommends that the final CRMP references the need for the LFB to engage with housing providers, and the voluntary and community sector.

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## Recommendation 9

The Committee recommends that the final CRMP sets out how the LFB intends to work with international fire services; and how it will incorporate learning from both national and international experience.

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## Recommendation 10

The Committee recommends that the LFB proactively works with community groups to promote recruitment to ensure that the LFB reflects London; and takes up offers from local groups – such as holding a careers fair, as offered by the East London Mosque – by summer 2023, and looks to identify similar opportunities across London.

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## Recommendation 11

The Committee recommends that the final CRMP contains specified and challenging targets for the pay gap for 2023-24. More generally, the LFB must adopt a dynamic approach to reviewing and updating targets during the lifetime of the CRMP.

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### Recommendation 12

The final CRMP must include a metric reflecting that: all firefighters receive initial training to respond to terrorist incidents; and they receive regular refresher training in this area. The CRMP should be more explicit in how it intends to improve its response to terrorist incidents, to reassure Londoners that terrorism is being taken seriously.

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### Recommendation 13

The Committee recommends that the LFB's Assessment of Risk is amended to recognise hoarding as a social vulnerability, rather than a behavioural vulnerability.

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### Recommendation 14

In light of the recent fires in London caused by the extreme heatwave, the Committee recommends the LFB looks again at its emerging risks. The Committee recommends that the final CRMP includes an assessment of whether the LFB has adequate resources to deal with the impacts of extreme heatwaves, taking a similar approach to urban flooding.

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### Recommendation 15

The Committee recommends that the LFB continues to work with the NFCC to lobby Government and other stakeholders so that fire and rescue services gain swift access to new technologies to support their preparedness to respond to emerging risks from alternative fuels and power supplies.

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### Recommendation 16

The final CRMP should make an explicit reference to: the risk of alternative fuels, particularly lithium-ion batteries; and how the LFB intends to respond to this emerging risk, and work with potentially high-risk organisations such as TfL.

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### Recommendation 17

The Committee recommends that potential costs and timeframes for commitments in the CRMP are developed as soon as possible, to ensure that the LFB does not make commitments it is not able to deliver. The Committee also requests sight of the high-level figure the LFB has forecast for delivery of the CRMP.

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### **Recommendation 18**

**The Committee has concerns about the CRMP's approach to reporting, which focuses heavily on numbers with little explanation of the data. Brevity in reporting must be balanced with the provision of enough information to understand what the LFB has been doing to reach its targets, or an explanation of why targets are not being met.**

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### **Recommendation 19**

**The Committee recommends that the full suite of measures for the final CRMP is published on a quarterly basis.**

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## Chapter one: CRMP strategic pillars

The CRMP is the LFB's strategic plan, which sets out how it will achieve its purpose and vision to be "trusted to serve and protect London". The CRMP states that it is underpinned by four strategic pillars:

- Engaging with you – working with you to understand your needs and concerns.
- Protecting you – supplying the right services to keep you safe.
- Learning from you – listening and developing together to achieve our best.
- Representing you – investing in what matters most to you to deliver public value.

### Pillar 1: Engaging with you

The Committee heard from voluntary and community sector stakeholders who have engaged with the LFB during the consultation. Social media has shown community events organised by individual fire stations, where the CRMP has been promoted and discussed. Representatives from the LFB have described how its approach to consultation has been a "step change" from their previous plans.<sup>2</sup>

The consultation was made available on the TalkLondon platform and in paper format. Following the first round of consultation undertaken in September 2021, the LFB told the Committee that it undertook a 'gap analysis' to identify groups that had a low response rate to the initial consultation. The LFB stated that in the second round of consultation, it focused on these communities and groups through focus groups, and with the LFB borough commanders going out and meeting communities.

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*There will always be more that we can do, but we feel that this is an absolute step change in the way that we have consulted to the previous London Safety Plans, right from the very beginning, by starting with talking to our communities, rather than that being something we do later. By really listening to our communities about the risks that they feel are most important to them, before we write our Plan, rather than after writing our Plan.<sup>3</sup>*

**Fiona Dolman, Director for Transformation  
LFB**

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<sup>2</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022

<sup>3</sup> [ibid](#)

The Committee has been pleased to see the change in approach that the LFB has taken in regard to engaging with communities, through both its strategic aims in the plan, and the way it has engaged with Londoners during the consultation.

Though the Committee was disappointed that the CRMP was delayed a further year to allow for another round of consultation, after the first round did not achieve its objectives, we are pleased to see that the LFB learned lessons to ensure that this final round of consultation was more effective.

**Recommendation 1 – The Committee recommends that the LFB continues to use its learning from the engagement and consultation on the CRMP; and sustains this community-focused approach throughout the lifetime of the CRMP by building regular community consultation into it. The Committee also requests that the LFB shares its learning from the consultation with the Committee, and how it intends to improve the process in light of this.**

The Committee heard that, whilst the LFB had made efforts to engage with communities during the consultation, some stakeholders felt there was still more than could be done. Kimberley Gordon from HoardingUK said she felt that:

*“as much as it was good to have these meetings, there was still a bit of a way to go, especially in terms of hoarding and engaging with communities that do not seek out the LFB”.*<sup>4</sup>

Kimberley Gordon spoke about how the clients she works with at HoardingUK are wary to engage with the LFB, due to the Brigade's duty to refer, fearing interventions from adult social care and issues with their landlords. She said that it was a struggle to get her clients to trust and engage with the LFB. She recommended that it be more proactive in engaging with those groups that do not seek them out.

In contrast, Moira Kerrane from 2000 Community Action Centre spoke positively about the relationship that her local community – residents in a 1960s high-density housing estate – had built with the LFB and in particular the local fire station. Moira Kerrane said:

*“The community engagement that I took part in, it was really refreshing because we already had a relationship with our local fire station”.*<sup>5</sup>

She also said that the residents preferred to engage with the LFB than the organisation in charge of their estate, feeling that they could speak openly to the fire service.

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<sup>4</sup> [Ibid](#)

<sup>5</sup> [Ibid](#)

**Recommendation 2 – The Committee recommends that the final CRMP acknowledges London's diverse population; and that different communities have different needs, attitudes towards, and experiences with the LFB, and different ways in which they engage. The LFB should ensure that its staff have proper training to respond to the diverse needs of London's communities.**

In terms of performance monitoring, the LFB's draft CRMP report, "Measuring our success 2023-2029",<sup>6</sup> states on page ten that in relation to community trust and satisfaction, the LFB's target is "to see a positive statistical shift from current performance."

It is vital that this is clarified, and that a specific target is established to enable performance to be monitored more effectively. This is particularly important given community trust in the LFB has decreased over the last three years.

Although the LFB's community trust score of 66 per cent has been noted as "very positive", this is a decrease from 71 per cent three years ago.<sup>7</sup> It is vital that the CRMP sets out how this will be addressed.

More widely, "Measuring our success 2023-2029" states on page two that the LFB "will report our progress against these Key Performance Indicators to the public and stakeholders regularly".<sup>8</sup> The final CRMP should make it clear how and when this will be reported.

**Recommendation 3: To improve performance monitoring it is vital that the LFB establishes a specific target for the community trust and satisfaction score; and that the CRMP sets out how the LFB will prevent the score from decreasing further.**

The CRMP seeks to empower local Brigade leadership by giving fire stations "greater control and influence to adapt prevention and protection activities to local risks".<sup>9</sup> The LFB has stated that through the CRMP it intends to give "teams locally the autonomy that they need to enable them to service their communities in the right way".<sup>10</sup> This includes giving local fire stations "flexibility" with regards to metrics.

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<sup>6</sup> LFB, [CRMP: Measuring our success 2023-2029](#), May 2022, p.10

<sup>7</sup> [Ibid](#), p.8

<sup>8</sup> [Ibid](#), p.2

<sup>9</sup> LFB, [Draft CRMP](#), May 2022 p.38

<sup>10</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022



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*Some boroughs might need to do more home fire safety visits, for example, some might need to do less, to enable them to focus on the more-vulnerable people in their community. We are trying to make this flexible so that it can flex and shift to meet what is needed from our communities.<sup>11</sup>*

**Fiona Dolman, Director for Transformation  
LFB**

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Whilst the Committee agrees with the approach to focus on local delivery and outcomes, we have concerns about how the LFB will ensure high standards and consistency across London.

We know that many of London's fire stations are doing fantastic work with their communities. This includes cultural awareness courses for firefighters run by local mosques; community safety meetings; weekly inspections of estates from local stations; and local artists painting fire stations. However, the Committee has concerns that if fire stations are given the ability to 'flex' their metrics, this could increase the risk that residents do not receive a consistent service. The LFB must ensure that baseline targets are met whilst providing some flexibility to fire stations. This is further highlighted in the recent report by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) into the LFB's performance, which stated:

*"The brigade isn't doing enough to prioritise its home fire safety visits (HFSVs) based on individual level of risk. Staff are prioritising referrals based on their judgement, rather than using a systematic prioritisation process."*

**Recommendation 4 – The LFB must ensure a consistent and high-quality service across all its fire stations that all Londoners can expect and rely on. The LFB must ensure that greater autonomy for local fire stations does not negatively impact the services that Londoners receive. The Committee recommends that a measure is included in the final CRMP that ensures a baseline measure of consistency in local delivery.**

## **Pillar 2: Protecting you**

During the Committee's meeting to discuss the draft CRMP, there was unanimous agreement from community stakeholders that prevention is vital.

Reflecting on his own experience of a fire in his home, Dilowar Khan, East London Mosque, said:

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<sup>11</sup> [Ibid](#)

*“There must be so many other people in our community that do not know these basic things. Probably we could prevent a lot of fires if we provide the right level of education to them.”*

Both Dilowar Khan and Moira Kerrane reflected on the importance of educating people about risks in the home and educating children from a young age. Dilowar Khan spoke about some of the awareness sessions that the LFB had held at East London Mosque. He said they “would also like to hold more awareness sessions, particularly on fire safety at home”.<sup>12</sup>

**Recommendation 5 – The Committee recommends that the LFB follows up on East London Mosque’s offer to hold more awareness sessions, and proactively looks for further opportunities like this across London.**

The draft CRMP states that the LFB will:

*“develop more proactive support for communities, before, during and after an incident. Firefighters and other specialist staff will follow up and engage with those affected so that you receive the right support and advice and can access other services to make you safer.”<sup>13</sup>*

The CRMP describes a new service that will be set up called “recovery”. It says that this service will improve “support for all of London’s communities after an incident has occurred to enable individuals and communities to recover more quickly from hazardous events”.<sup>14</sup>

### Case Study from the draft CRMP: New Providence Wharf<sup>15</sup>

On 7 May 2021, a fire occurred in a high-rise block in Tower Hamlets, New Providence Wharf. The smoke ventilation system failed, meaning that the only escape route for residents was smoke-logged. All residents were evacuated and asked to go to a rest centre set up in a nearby hotel. The LFB offered support to the residents and sought to understand their needs.

The aftercare for the community in the rest centre included:

- conversations with residents to discuss personal and cultural needs
- establishing an understanding of their expectations of support from the LFB
- establishing a preferred channel of communication with residents
- advice and reassurance from the Borough Commander and local crews
- follow-up meetings with residents to discuss ongoing safety concerns.

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<sup>12</sup> [Ibid](#)

<sup>13</sup> LFB, [Draft CRMP](#), May 2022, p.25

<sup>14</sup> [Ibid](#), p.16

<sup>15</sup> [Ibid](#), p.36

Jonathan Smith, Assistant Commissioner for Fire Stations, told us about the progress that the LFB has made with regards to post-incident engagement, referencing the fire at the New Providence Wharf building. He added:

*“If you look at the way the LFB engaged with that community post the event, we have never really committed that type of resource and that real determination to support that community in that way before.”<sup>16</sup>*

This is positive. However, the HMICFRS inspection report suggested that the LFB has not been sharing learning from incidents quickly enough. Whilst the report found some evidence that the Brigade learns and acts on feedback, it found that learning from a major high-rise incident from six months ago had still not been shared with firefighters. The report recommends that “the Brigade should make sure its system for learning from operational debriefs is effective and that staff understand how to record learning from operational incidents”.<sup>17</sup>

**Recommendation 6 – The Committee welcomes the LFB’s proactive approach in post-incident engagement, particularly in light of the Grenfell Tower tragedy. The Committee recommends that this approach continues for every incident; that best practice is captured and disseminated quickly and effectively across the Brigade; and that the impact of these interventions is measured.**

### **Pillar 3: Learning from you**

The third pillar in the CRMP, learning from you, seeks to support, equip and train staff, making sure that across the Brigade, staff are “focused on working together to provide better services to the public” and that each member of staff “understands how we contribute to protecting London”.<sup>18</sup>

At the Committee’s meeting in July 2022, FBU representative David Shek raised concerns about staff engagement and understanding with regards to the CRMP. He said:

*“The CRMP does not fill me with that much confidence. People on the station do not understand it ... we have raised concerns about this for a long time now, about the pillars, and how it is not communicated properly down to station”.<sup>19</sup>*

In response, the LFB told the Committee that it had met with all station commanders and borough commanders twice to talk through the CRMP and gave the opportunity for them to ask any questions they had.

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<sup>16</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022

<sup>17</sup> HMICFRS, [Fire & Rescue Service 2021/22: Effectiveness, efficiency and people – an inspection of London Fire Brigade](#), July 2022 pp.12 and 22

<sup>18</sup> LFB, [Draft CRMP](#), May 2022, p.36

<sup>19</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022

A major focus for the CRMP is local fire station staff engaging and working with communities. The Committee is concerned that the FBU contradicted senior officers view that all staff have been sufficiently briefed on the CRMP and its strategic pillars. If staff, particularly those based at fire stations, do not understand the key elements of the CRMP or understand how their role contributes to its delivery, there is a risk that the CRMP will not be successful.

**Recommendation 7 – The Committee recommends that by March 2023 the LFB develops a plan for engaging with its staff on the CRMP throughout its lifetime. We also recommend that the LFB measures levels of staff engagement levels with the CRMP regularly, ensuring that staff understand how their role fits into the overarching strategic vision for the LFB.**

#### **Pillar 4: Representing you**

The importance of partnership working between the LFB and local authorities, local leaders, and the voluntary and community sector was highlighted at the Committee's meeting in July 2022. All guests emphasised the importance of partnership working with organisations like their own. Moira Kerrane said that "the LFB are doing a great job ... but the work has to be done with the local councils and the arms-length management organisations".

Whilst the CRMP does commit to working with "other organisations to secure a safer future for everyone", stating that it will work with other blue-light services, local authorities and community partnerships, it fails to mention other crucial partnerships such as local political leaders and the voluntary and community sector.<sup>20</sup>

**Recommendation 8 – The Committee recommends that the final CRMP recognises the importance of local political leaders and works with them to keep Londoners safe; and that the LFB reports back to the Committee on this work. The Committee also recommends that the final CRMP references the need for the LFB to engage with housing providers, and the voluntary and community sector.**

The Committee's July 2022 meeting also focused on how the LFB has been working in partnership with other fire services, both nationally and internationally, and how it intends to continue this throughout the life of the new CRMP. Jonathan Smith stated:

*"Historically LFB perhaps had not engaged with the National Fire Chiefs Council (NFCC), and internationally. When you look at other global cities ... that have very similar challenges to London, had we as a Brigade really understood the challenges that they faced and then learned those lessons to make sure that feeds into everything that we do in London? The answer to that would be no."*<sup>21</sup>

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<sup>20</sup> LFB, [Draft CRMP](#), May 2022, p.45

<sup>21</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022

We are pleased to see that the LFB recognises that there is improvement needed with regards to working with and learning from national and international fire services. However, whilst the CRMP does commit to working at a national level through National Resilience and the NFCC, it does not reference international fire services and the important partnerships that the LFB should develop and learn from.

**Recommendation 9 – The Committee recommends that the final CRMP sets out how the LFB intends to work with international fire services; and how it will incorporate learning from both national and international experience.**

The draft CRMP states that it wants to increase the diversity of its workforce and support the Mayor’s priority to build strong and inclusive communities. The CRMP sets a target for LFB staff composition to be 40 per cent Black, Asian and Minority Ethnic groups, and 50 per cent female. For firefighter intake the CRMP’s target is 40 per cent Black, Asian and Minority Ethnic groups, and 35 per cent female. As of March 2022, the intake for Black, Asian and Minority Ethnic trainee firefighters was 46.9 per cent; and the intake for female trainee firefighters was 37.5 per cent.<sup>22</sup> The Committee welcomes the LFB’s commitment to increasing the diversity of its workforce and making sure recruitment of staff reflects London.

Diversity and recruitment were also important issues for stakeholders at the July 2022 meeting. Dilowar Khan said he thought “police are doing slightly better in terms of recruitment, but the Fire Brigade is still a challenge”. The LFB representatives agreed with this position and conceded that they were “still some distance” from attracting recruits from Black, Asian and Minority Ethnic communities.<sup>23</sup> However, they shared some of the progress they had made:

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*The last two recruit rounds came back, it was 35% from Black and ethnic minority groups. There is a much more even spread of gender as well. Therefore, once we start getting that bit right, as far as our recruitment is concerned, and making sure that the LFB in the short, medium and longer term, is starting to look and reflect London, that is going to have huge impact as far as the LFB is concerned.<sup>24</sup>*

**Jonathan Smith, Assistant Commissioner for Fire Stations**  
**LFB**

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<sup>22</sup> LFB, [LFB financial and performance reporting 2021/22](#), May 2022 p.10

<sup>23</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022

<sup>24</sup> [Ibid](#)

Dilowar Khan also said the East London Mosque was keen to help the LFB improve recruitment in this area.

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*This is something that we also feel that it is important that we also come forward and help the Fire Brigade to recruit people from the community. We offered to host job fairs in our centre so that we can get more people.<sup>25</sup>*

### **Dilowar Khan, Director for Finance and Engagement East London Mosque**

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**Recommendation 10 – The Committee recommends that the LFB proactively works with community groups to promote recruitment to ensure that the LFB reflects London, and takes up offers from local groups – such as holding a careers fair as offered by the East London Mosque – by summer 2023, and looks to identify similar opportunities across London.**

The draft CRMP details the LFB's commitment to publishing pay gap data for race, gender and disability status (it currently only does this for gender). The pay gap target for each group is zero per cent in the "long term", but it states it will "aim for year-on-year continuous improvement against current performance". The LFB aims "to include LGBT staff in this measure but currently recording of this data is too sparse to draw conclusions from".<sup>26</sup> This is a concern.

Whilst the Committee welcomes this commitment, we do have questions about the "long-term zero per cent" target, with no yearly targets yet set. The Committee heard from Fiona Dolman, who said that the LFB intends to set an annual target for pay gaps which would enable them to move towards zero "over a period of time". She also said that she "would anticipate that by the beginning of the CRMP, we would have a trajectory for that pay gap".<sup>27</sup>

**Recommendation 11 – The Committee recommends that the final CRMP contains specified and challenging targets for the pay gap for 2023-24. More generally, the LFB must adopt a dynamic approach to reviewing and updating targets during the lifetime of the CRMP.**

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<sup>25</sup> [Ibid](#)

<sup>26</sup> LFB, [CRMP: Measuring our success 2023-2029](#), May 2022 p.33

<sup>27</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022

## Chapter two: Assessment of Risk

The draft CRMP also includes the LFB's new Assessment of Risk (AoR). The Fire and Rescue National Framework for England 2018 places a duty on all FRs to "identify and assess the full range of foreseeable fire and rescue related risks their areas face".<sup>28</sup> The AoR is the Brigade's response to that requirement. It sets out all foreseeable risks to which the LFB might be expected to respond. It also assesses the likelihood and consequence of these risks. The LFB has stated that previous engagement with Londoners has helped to inform the AoR.<sup>29</sup>

The HMICFRS inspection report, published in July 2022, states that the LFB "doesn't have a system in place that allows for the consistent assessment of risk levels among those people it has already identified as being at greatest risk from fire". This is a concern.

### Terrorism

The CRMP states that terrorism continues to be a concern to Londoners, and that Londoners have said the LFB "needs to make sure that our firefighters have the right equipment and training to deal with it".<sup>30</sup> The CRMP mentions "enhanced capabilities to deal with marauding terrorist attacks" and how its general approach to risk, including terrorism, needs to be adaptable to change and flexible to need.<sup>31</sup>

Whilst the CRMP identifies terrorism as a risk, it does not provide any concrete examples of what the LFB will do throughout the lifetime of the plan to ensure that Londoners are kept safe from terrorism and that firefighters have the training and skills to deal with terrorist incidents. From the meeting on 5 July 2022, we know that the LFB is making progress in this area, including an agreement on marauding terrorist attacks between the LFB and the FBU, and better training for firefighters. This is welcome.

Jonathan Smith, said:

*"As far as the CRMP is concerned, evidencing that very clear threat that we know we face in London and then making sure our response is as flexible, as well resourced and as capable as it needs to be is going to help keep London safe and keep our staff safe as well."*<sup>32</sup>

<sup>28</sup> LFB, [Draft Assessment of Risk](#), 29 April 2022

<sup>29</sup> FREP Committee, [transcript of agenda item 8 – Q&A Session with LFB and DMFD](#), 3 February 2022

<sup>30</sup> LFB, [Draft CRMP](#), May 2022, p.3

<sup>31</sup> [Ibid](#), p.22

<sup>32</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022

However, the HMICFRS inspection into the LFB states that it has not “seen the progress [it] would have expected” since the 2019, with regards to ensuring that all responding staff are trained to respond to terrorist incidents.<sup>33</sup> The report describes the LFB’s preparedness to respond to terrorist incidents as “limited” and that it still hasn’t trained all its responding staff in this area. The report also identified that the Brigade needs to carry out more exercises responding to terrorist incidents, particularly working with other services to ensure it can work effectively with partners.<sup>34</sup>

It is clear that the LFB needs to make further progress in this area and needs to reflect this better in the CRMP as a priority area for improvement.

**Recommendation 12 – The final CRMP must include a metric reflecting that: all firefighters receive initial training to respond to terrorist incidents; and they receive regular refresher training in this area. The CRMP should be more explicit in how it intends to improve its response to terrorist incidents, to reassure Londoners that terrorism is being taken seriously.**

## People-centred risks

The AoR takes a “people-related approach”, considering which factors increase someone’s vulnerability to fire and rescue incidents. The LFB summarises people-related risks as: population; physical vulnerability; social vulnerability; and behavioural vulnerability.

Kimberley Gordon, HoardingUK, made an important point that in the LFB’s draft AoR, “hoarding is listed under a behavioural vulnerability, which is alongside terrorism and hoax callers and taking illegal drugs.” Kimberley Gordon argued that hoarding “should be under a social vulnerability, not a behavioural thing” and that a “slight change of wording might get people more on side.”<sup>35</sup>

**Recommendation 13 – The Committee recommends that the LFB’s Assessment of Risk is amended to recognise hoarding as a social vulnerability, rather than a behavioural vulnerability.**

## Climate change

Following the extreme urban flooding faced in July 2021, in which around 1,500 incidents were attended by the LFB within a four-hour period, the LFB has taken steps to mitigate the risk and impact of flooding. The draft CRMP describes a new service that is being introduced called “preparedness”, in which the LFB intends to work with communities to make sure

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<sup>33</sup> HMICFRS, [Fire & Rescue Service 2021/22: Effectiveness, efficiency and people – an inspection of London Fire Brigade](#), July 2022, p.4

<sup>34</sup> [Ibid](#), p.10

<sup>35</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022



they: are aware of flooding risks; and receive advice on how to mitigate the risks of flooding in their homes and what to do in a flooding incident.

On 19 July 2022, the LFB declared a major incident as a result of the extreme heat wave which led to hundreds of fires across London. The LFB experienced its busiest day since World War II, with 2,670 calls taken in one day. There were no fatalities, but more than 40 houses were destroyed by grass fires. The LFB described the fires as:

*“another example of how we are increasingly being challenged by new extremes of weather as our climate changes and we’re developing long-term strategies to deal with more incidents like this in the future.”<sup>36</sup>*

The Met Office has advised that extreme heatwaves are likely to become more prevalent as a result of climate change.<sup>37</sup>

The Committee welcomes the approach that the LFB has taken in the draft CRMP regarding the impacts of climate change, such as urban flooding.

**Recommendation 14 – In light of the recent fires in London caused by the extreme heatwave, the Committee recommends the LFB looks again at its emerging risks. The Committee recommends that the final CRMP includes an assessment of whether the LFB has adequate resources to deal with the impacts of extreme heatwaves, taking a similar approach to urban flooding.**

## **Alternative fuels and power supplies**

Due to the recent and increasing number of fires because of lithium-ion batteries, alternative fuels and power supplies have been an area of interest for the Committee. In the first half of 2022, the LFB attended 32 fires involving e-bikes; seven involving e-scooters; and a 17 involving other lithium-ion batteries. In 2021, there were over 100 fires in London involving lithium-ion batteries.<sup>38</sup>

The Committee was pleased to hear from the LFB that it has taken a lead in this area.<sup>39</sup> Work under way includes influencing the NFCC to undertake work around the risks of lithium-ion batteries; co-developing presentations for the NFCC; and working in partnership with the University of Newcastle to uncover what this technology means for fire services. The LFB is also working with the NFCC to lobby Government and manufacturers to give fire

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<sup>36</sup> LFB, [London Fire Brigade declares major incident as second day of heatwave sparks several significant fires across the capital](#) 19 July 2022; LFB, [Firefighters’ heroic actions prevented fatalities on Brigade’s busiest day since World War II](#), 20 July 2022

<sup>37</sup> Met Office, [UK and Global extreme events – Heatwaves](#)

<sup>38</sup> LFB, [Shepherd’s Bush high-rise fire caused by e-bike prompts safety warning from firefighters](#), 22 June 2022

<sup>39</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022

services access to electric vehicles, so that they can be prepared and learn how to deal with fires of this nature.

**Recommendation 15 – The Committee recommends that the LFB continues to work with the NFCC to lobby Government and other stakeholders so that fire and rescue services gain swift access to new technologies to support their preparedness to respond to emerging risks from alternative fuels and power supplies.**

Nevertheless, the LFB has said that even though it is “as well prepared as [it] can be” that there is “absolutely an awful lot more” that it needs to do as this becomes “a continuing and evolving problem”.<sup>40</sup> The detailed AoR, which sits alongside the draft CRMP, mentions “other emerging risks” associated with climate change, such as “changing fuels for road vehicles, alternate power supplies for domestic and commercial premises.”<sup>41</sup> However, the actual draft CRMP does not mention alternative fuels such as lithium-ion batteries. There is also the opportunity for better collaboration between the LFB and organisations that are utilising alternative fuels where there could be fire safety risks, such as Transport for London (TfL). A good example of such collaborative work was demonstrated when they worked together to impose the e-scooter safety ban on the TfL transport network.<sup>42</sup> The Committee would like to see more of this type of collaboration with TfL or other organisations.

**Recommendation 16 – The final CRMP should make an explicit reference to: the risk of alternative fuels, particularly lithium-ion batteries; and how the LFB intends to respond to this emerging risk, and work with potentially high-risk organisations such as TfL.**

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<sup>40</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022

<sup>41</sup> LFB, [Draft Assessment of Risk](#) p.16

<sup>42</sup> TfL, [TfL announces safety ban of e-scooters on transport network](#), 9 December 2021

## Chapter three: Delivering the CRMP

The Committee was pleased to see a proposed delivery plan sitting alongside the draft CRMP. As described by Fiona Dolman, “the Delivery Plan brings together the pillars, the commitments, and the programmes into a set of projects and work-streams for us to deliver.”<sup>43</sup>

However, the Committee is concerned that there are no timescales or budgets currently attached to the programmes. Rather, in the July meeting, Fiona stated that it was the LFB’s intention is to work through the detail of these proposals “over the next year ... to make sure that we are developing programmes of work that will deliver the outcomes that we want”.<sup>44</sup> Whilst the Committee accepts the need to develop programmes with staff and community input, and that a detailed timeline or budget is not developed at this stage, we would expect there to be at least a high-level budget attached to programmes and timescales.

In addition, the Committee was particularly concerned to hear that the commitments in the CRMP had not yet been costed in any detail; but rather, that the LFB believed its budget would “broadly cover the commitments”.<sup>45</sup> The LFB confirmed that it has done some very high-level work to cost the CRMP, carried out by consultants, but was unable to provide the Committee with this figure during the meeting. Given the LFB’s financial position, with an £11 million deficit forecast for the financial year 2023-24, the Committee is deeply concerned that the commitments in the CRMP are at risk of not being delivered. The FBU also told the Committee it is concerned about the delivery and costs attached to the CRMP.

The Committee is concerned that the LFB is developing an ambitious plan without knowing whether it has the resources to deliver it.

**Recommendation 17 – The Committee recommends that potential costs and timeframes for commitments in the CRMP are developed as soon as possible, to ensure that the LFB does not make commitments it is not able to deliver. The Committee also requests sight of the high-level figure the LFB has forecast for delivery of the CRMP.**

The Committee acknowledges and welcomes the work the LFB has done with regards to measuring the potential success of the CRMP. Metrics and measures of success have been a key focus for this Committee over the last year and we welcome the move towards more outcome-focused measures and rigorous data reporting. In the meeting on 5 July 2022, Fiona Dolman stated:

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<sup>43</sup> FREP Committee, [transcript of agenda item 5 – LFB draft CRMP](#), 5 July 2022

<sup>44</sup> [Ibid](#)

<sup>45</sup> [Ibid](#)

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*“We are looking at the ways in which we can make sure that there is much greater focus on the numbers rather than the explanation, because the numbers should stand up for themselves.”<sup>46</sup>*

**Recommendation 18 – The Committee has concerns about the CRMP’s approach to reporting, which focuses heavily on numbers with little explanation of the data. Brevity in reporting must be balanced with the provision of enough information to understand what the LFB has been doing to reach its targets, or an explanation of why targets are not being met.**

In addition, the Committee was particularly concerned that on several occasions, the LFB alluded to having both public-facing and internal-facing metrics. In our meeting, Fiona said:

*“The metrics that we are talking about within the CRMP are public-facing metrics. They are the things that we think at this point are what our communities are most interested in hearing about.”<sup>47</sup>*

An example of this was the metrics from the LFB’s people survey (which will also inform the CRMP) being reported internally. The Committee is concerned that it will not be able to adequately scrutinise the work the LFB is doing if it only has access to the public-facing measures. The Committee also feels that it is important that members of the public can access the full suite of measures to show that the LFB is delivering for them.

**Recommendation 19 – The Committee recommends that the full suite of measures for the final CRMP is published on a quarterly basis.**

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<sup>46</sup> [Ibid](#)

<sup>47</sup> [Ibid](#)

## Conclusion

The Committee welcomes the inclusive approach from the LFB and the range of its consultation process for the CRMP. The Committee is pleased that this new CRMP is being introduced, finally providing an updated approach and measures from those contained in the LSP that has been extended well past its original timescale. The Committee notes that many proposed measures have yet to be defined in the CRMP; and it looks forward to seeing the full suite when these are available. The Committee also looks forward to seeing the CRMP delivered through an effective delivery plan.

The Committee acknowledges the good progress made by the LFB in delivering the recommendations from the GTI Phase One report, but notes there remains a lot of work to be done to transform the Brigade into a first-class service for London. The Committee looks to the CRMP to set the core standards for the Brigade, and will use it to continue its work on scrutinising the LFB's performance against the new standards and measures set out in the plan.

## Other formats and languages

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### Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang  
tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện  
thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

### Greek

*Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα  
σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί  
μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.*

### Turkish

Bu belgenin kendi dilinize çevrilmiş bir özetini  
okumak isterseniz, lütfen yukarıdaki telefon  
numarasını arayın, veya posta ya da e-posta  
adresi aracılığıyla bizimle temasa geçin.

### Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ  
ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫੋਨ ਕਰੋ ਜਾਂ  
ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

### Hindi

यदि आपको इस दस्तावेज का सारांश अपनी भाषा में  
चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये  
गये डाक पते या ई मेल पते पर हम से संपर्क करें।

### Bengali

আপনি যদি এই দলিলের একটা সারাংশ নিজের ভাষায় পেতে চান,  
তাহলে দয়া করে ফো করবেন অথবা উল্লেখিত ডাক ঠিকানায় বা  
ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

### Urdu

اگر آپ کو اس دستاویز کا خلاصہ اپنی زبان میں  
درکار ہو تو، براہ کرم نمبر پر فون کریں  
یا مذکورہ بالا ڈاک کے پتے یا ای میل  
پتے پر ہم سے رابطہ کریں۔

### Arabic

الوصول على ملخص لهذا المستند بلغة  
فجرء الاتصال برقم الهاتف أو الاتصال على  
العنوان البريدي أو عنوان البريد  
الإلكتروني أعلاه.

### Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં  
જોઈતો હોય તો ઉપર આપેલ નંબર પર ફોન કરો  
અથવા ઉપર આપેલ ટપાલ અથવા ઈ-મેઈલ સરનામા  
પર અમારો સંપર્ક કરો.

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