

## fire services forum

Friday 18 June 2010 11.00am

Room 8.1
Local Government House
Smith Square
London SW1P 3HZ

To: Members of LGA fire services forum

www.lga.gov.uk

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## Fire Services Forum 18 June 2010

There will be a meeting of the **Fire Services Forum at 11.00am on Friday 18 June 2010** in **Room 8.1**, Local Government House, Smith Square, London SW1P 3HZ.

### 10.00am Group Meetings

Conservative Group (Room 8.1) (8th floor) Labour Group (Room 7.1) (7th Floor) Lib Dem Group (Room 7.2) (7<sup>th</sup> Floor) Independent Group (Room 7.3) (7<sup>th</sup> Floor)

Tea and coffee will be provided in Political Group Meetings from 10am.

Lunch will be provided at 12.30pm.

### **Apologies**

Please notify your political group office (see contact telephone numbers below) if you are unable to attend this meeting, so that a substitute can be arranged and catering numbers adjusted, if necessary.

Labour: Aicha Less: 020 7664 3263 email: aicha.less@lga.gov.uk

Conservative: Angela Page: 020 7664 3264 email: angela.page@lga.gov.uk

Liberal Democrat: Evelyn Mark: 020 7664 3235 email: evelyn.mark@lga.gov.uk

Independent: Group Office: 020 7664 3224 email: independent.group@lga.gov.uk

### **Attendance Sheet**

Please ensure that you sign the attendance register, which will be available in the meeting room. It is the only record of your presence at the meeting.

### Location

A map showing the location of Local Government House is printed on the back cover.

### Contact

Paul Johnston (Tel: 020 7664 3031; e-mail: paul.johnston@lga.gov.uk)

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### **Fire Service Forum**

All Fire Authorities in full or corporate membership of the Association have the right to representation and voting on this Forum in accordance with Article 10 (and Schedule 1) of the LGA Constitution, Standing Orders and Political Conventions.

Additional members from fire authorities appointed as necessary by the political groups to ensure political balance as provided by Article 9.3.

Nominating Body	Authority	Member	Party
<b>Combined Fire Authorities</b>	Avon	Peter Abraham	Con
"	Bedfordshire & Luton	Sian Timoney	Lab
"	Royal Berkshire	Paul Bryant	Con
п	Buckinghamshire and Milton Keynes	David Rowlands	Con
и	Cambridgeshire & Peterborough	Roy Pegram	Con
"	Cheshire	David Topping	Con
и	Cleveland	Peter Porley	Lab
"	Derbyshire	David Wilson	Con
"	Devon & Somerset	Bernard Hughes	Con
и	Dorset	Chris Bulteel	Con
и	Durham & Darlington	Gordon Tennant	Lab
и	East Sussex	Ted Kemble	Con
"	Essex	Anthony Hedley	Con
"	Hampshire	Royston Smith	Con
и	Hereford & Worcester	Peter Jones CBE	Con
и	Humberside	Brian Jefferies	Lib/Dem
п	Kent and Medway	Bryan Cope	Con
и	Lancashire	David O'Toole	Con
и	Leicestershire	Peter Roffey	Con
ıı	North Yorkshire	John Fort	Con
п	Nottinghamshire & City of Nottingham	Darrell Pulk	Lab
п	Shropshire & Wrekin	Stuart West	Con
и	Stoke on Trent & Staffordshire	Len Bloomer	Con
и	Wiltshire & Swindon	Robert Hall	Con
County Councils	Cumbria	Gary Strong	Con
П	Gloucestershire	Will Windsor-Clive	Con
п	Hertfordshire	Keith Emsall	Con

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n .	Lincolnshire Norfolk	Peter Robinson	Con
ıı		Harry Humphrey	
ш	Northamptonshire	Andre Gonzalez De Savage	Con
ıı	Northumberland	lan Lindley	Lib/Dem
ıı	Oxfordshire	Judith Heathcoat	Con
"	Suffolk	Rae Leighton	Con
и	Surrey	Kay Hammond	Con
	Warwickshire	Richard Hobbs	Con
и	West Sussex	Peter Evans	Con
London Fire and Emerge	ncy Planning Authority	Brian Coleman	Con
и		Tony Arbour	Con
		Navin Shah	Lab
II .		Liaquat Ali	Lab
II		Colin Aherne	Lab
II		Ed Butcher	Lib/Dem
II		David Cartwright	Mayoral
			appointee
и		Vacancy	
Metropolitan Fire &	Greater Manchester	Vacancy	
Rescue Authorities			
п	II .	Paul Shannon	Lib/Dem
П	и	Wendy Meikle	Lib/Dem
И	Merseyside	Tony Newman	Lab
ıı	и	James Mahon	Lab
П	South Yorkshire	Jim Andrews	Lab
П	И	Paul Lakin	Lab
и	Tyne & Wear	Tom Wright	Lab
	И	Nick Forbes	Lab
И	West Midlands	Tony Ward	Con
и		David Hinton	Lab
и	и	Neil Eustace	Lib/Dem
П	West Yorkshire	Vacancy	
н	и	Peter Harrand	Con
II .	п	David Ridgway	Lib/Dem
Unitary	Isle of Wight	Vacancy	
Welsh Fire Authorities	Mid & West Wales Fire	Vacancy	
	North Wales Fire	Sharon Frobisher	Con
	South Wales Fire	Anthony Ernest	Con
<b>Balancing Members</b>			
Conservative (9)			
Conservative (8)	Puckinghamshira CC	Stanhan Adams	
	Buckinghamshire CC	Stephen Adams	
	Cornwall FA	Lance Kennedy	
	Essex FA	Ann Holland	
	Royal Berks FA	Angus Ross	

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	Gtr Manchester FRA	John Bell
	Gtr Manchester FRA	Jack Walton
	Wiltshire & Swindon	Mike Bawden
	CFA	
	West Yorks FRA	Philip Booth
Labour (9)		
	Gtr Manchester FRA	Fred Walker
	West Yorks	Mehboob Khan
	Cheshire FA	John Joyce
	Sefton	Les Byrom
	Durham CC	Jane Brown
	Kent FRA	Leslie Christie
Liberal Democrat (15)		1
	Gloucestershire CC	Jeremy Hilton
	Glodeesterstille CC	Second Fintering
	Hampshire FRA	Roger Price
	Merseyside FRA	Eddie Clein
	Dorset CC	David Milsted
	North Yorkshire FRA	Caroline Seymour
	Nottingham and City of	Alex Foster
	Nottingham FRA	
	Essex CC	Tom Smith-Hughes
	Merseyside FRA	Jack Colbert
	Tyne & Wear FRA	Thomas Woodwark
Independent (8)		1
1 (-)	Wiltshire FA	Christopher Newbury
	Shepway DC	Brian Copping
	1	



## Agenda

### **Fire Services Forum**

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Date of Next Meeting: Friday 15 October 2010, 11.00am



**Fire Services Forum** 

Item 1

18 June 2010

## **Update from Fire Services Management Committee - 24 May 2010**

1. The Fire Services Management Committee met on 24 May 2010 at Local Government House where the following issues were discussed:

### **FiReControl**

- 2. The Committee received a presentation from Robin Southwell, Chief Executive, EADS UK and Roger Hargreaves, FiReControl Project Director at the Department for Communities and Local Government (CLG), outlining the scheme's progress.
- 3. Robin Southwell acknowledged that there had been problems to date with the project, but remained confident in its functionality and that EADS would be able to deliver to the agreed standard and timetable. Robin also said that there was more work to do in engaging with Fire and Rescue Authorities, and that the project suppliers would hope to do that in the near future.
- 4. Roger noted that CLG had recently finished the process of elaborating requirements from the fire and rescue service, and that individual requirements had been taken into account. The testing process for the whole system was to shortly commence, and an Assurance Board had recently been set up to discuss technical details of the project. Progress had also been made in further rolling out of station end equipment and mobile data terminals, and Fire and Rescue Services had responded positively to the equipment that they had received. The legal contracts between CLG, LACCs and FRAs were at final draft stage. CLG were also to shortly issue payments to help regional teams with their work on delivering the project.
- 5. Members raised a number of queries over the future of the project in light of the new Government, and whether Fire and Rescue services would fully engage with the project once completed.
- 6. Members agreed by majority the following motion:

"This committee reiterates the LGA's position on FiReControl and urges the new Minister to bear in mind the views of the LGA and the Communities and Local Government Select Committee.

We further urge the Minister to listen to fire authorities and Members' calls for freedom and flexibility when deciding future Government policy in this regard."



### **Future of National Functions**

7. The Committee noted proposals put forward that would see the LGA Group take ownership of a number of national fire functions currently undertaken by the Department for Communities and Local Government. Members went on to express some reservations about the transfer of these functions, and agreed that further discussions be held on this at the Committee meeting in July.

### **Sector Led Improvement**

8. The Committee heard an update on the Operational Assessment (OpA) peer review programme. The programme looks at sharing best practice across Fire and Rescue Authorities and driving up performance in authorities, and officers noted that feedback received following the first year of the programme was largely positive. This was emphasised by those Committee Members who had taken part in the programme, who said they had found it to be very worthwhile.

### Industrial relations update

9. Members agreed that the Committee formally recommend to the LGA members on the NJC a zero per cent increase in pay for all fire service staff for 2010 / 11.

### Other business

- 10. Members agreed to look at a new strand of work for the Committee on the challenges facing the retained duty system. Officers will take this forward with Cllr Kay Hammond, who is leading on this piece of work.
- 11. Cllr Walker updated the Committee on the firefighters' pension scheme, noting that the Firefighters Pensions Committee had recently met to discuss the viability of the scheme in the long term.
- 12. Cllr Walker also noted that the scheme's current rules meant that some Chief Fire Officers were not able to retire before the age of 55 years. The Committee supported Cllr Walker's position that Chief Fire Officers should be required to work the full term of their role as it was part of the contractual agreement with the Fire Authority when they took on the job.

### Date of next meeting

13. The next meeting of the Fire Services Management Committee will take place on **Monday 19 July 2010 at 11am** in **Local Government House.** 



**Fire Services Forum** 

Item 2

18 June 2010

### **FiReControl**

### **Summary**

Members will receive an update on the FiReControl project from Roger Hargreaves, Programme Director at CLG. Members are also asked to note the LGA's briefing on the CLG Select Committee report on FiReControl.

### Recommendations

Members are asked to:

- receive an update on the project
- note the Select Committee's report

### **Action**

As decided by members.

Contact Officer: Trish O'Flynn Phone No: 020 7664 3129 Email: trish.oflynn@lga.gov.uk



### **FiReControl**

### **Background**

- At the February 2010 meeting of the Fire Services Forum, Members expressed a number of concerns over FiReControl, stating that the quality of information available to Fire and Rescue Authorities on the project and project milestones was below the expected standard, and that uncertainties over implementation of the project were proving detrimental to local planning assumptions and staff morale.
- 2. Members asked that an up-to-date project plan for the FiReControl project, with clear milestones, be brought forward by officers. This has not been made available to us by CLG at the time of writing this report. Fire and Rescue Authorities maintain that confidence in the project remains low as equipment that has been provided to the service, such as Mobile Data Terminals, are of poor quality and do not always function well.
- 3. Since the Forum discussed the FiReControl project at its meeting in February, there have been two significant developments: the publication of the Select Committee report and a new government in power.

### **CLG Select Committee report**

- 4. On 1 April, the Communities and Local Government Select Committee published its report into FiReControl. The Select Committee came to the same conclusion as the LGA: that the FiReControl project was "inadequately planned, poorly executed, and badly managed" and that fire authorities should not be out of pocket as a result of delays in the project. The Committee concluded that given the investment of public funds already committed, and the projected benefits, CLG should press ahead with the FiReControl project as it would cost £8 million more to cancel the project than if it were left to proceed. This conclusion was contingent on CLG resolving project management and contractor issues, and working more closely with end users to meet the target 'go-live' date of mid-2011.
- 5. The Committee asked that the Government report progress to the Select Committee after the general election. A briefing with a covering letter from the Chairman was sent to Forum members on 15 April (attached at **Appendix 1**).

### Position of the new government

6. At the time of writing this report, uncertainty remains over the future of the project. The new Government is currently examining the case for and against



- continuation of FiReControl, and is expected to come to a more concrete position on the project within the next few weeks.
- 7. Bob Neill MP has been appointed by the Government as the new Fire Minister, and the LGA Group is of course very keen to ensure that we have an early discussion with the Minister, and continue to be involved in discussions with the project contractors and with other partners involved in delivering the project and to ensure that the Group continues to represent and champion the views of member Authorities.

### **Financial Implications**

8. The previous Government committed that any costs arising from the FiReControl programme will be fully met by CLG under New Burdens principles. This includes development and implementation of the new ICT infrastructure and grants for any agreed net additional costs incurred by authorities in implementing the change, including those resulting from project delays. The new Government's position is not known.

### **Implications for Wales**

9. This is an England only project and therefore none identified.

Contact Officer: Trish O'Flynn Phone No: 020 7664 3129 Email: trish.oflynn@lga.gov.uk



Fire Services Forum Item 2
18 June 2010 Appendix 1

### **FiReControl**

To members of the Fire Services Forum

'Inadequately planned, poorly executed, and badly managed' - Report of the CLG Select Committee on Fire Control, April 2010

15 April 2010

Dear Colleague

Over the last year the Fire Services Management Committee's number one priority has been the Fire Control project. We have discussed it at every one of our meetings and at every meeting of the Fire Forum. The majority of members of the FSMC are unhappy with the management and execution of the project as well as the costs to FRAs of replacing legacy systems.

The CLG Select Committee has published the report of its inquiry into Fire Control. The LGA submitted written evidence; myself and Cllr James Pearson, LGA Senior User on the project, gave evidence to the Committee. The Select Committee came to the same conclusion as the LGA: that the Fire Control project was 'inadequately planned, poorly executed, and badly managed' and that fire authorities should not be out of pocket as a result of delays in the project. The Committee asked that the government report progress to the Select Committee after the general election.

One of the LGA's greatest strengths is its ability to influence the agenda at a national level and you can be assured that I will be following up this issue at the earliest opportunity with the new Minister. I urge you to take the time to read the full report; it will give you important information to help with decisions on this key project. As a taster I attach a briefing summarising the key findings of the Select Committee report.

Finally, I have invited the Chief Executive of EADS UK, Robin Southwell OBE, to attend the next meeting of the FSMC in May and discuss the way forward. I think it is time that we, as the end user, spoke directly with the providers of Fire Control.

Yours sincerely

Cllr Brian Coleman Chairman, Fire Services Management Committee and Fire Forum



### **LGA BRIEFING**

This briefing summarises the findings of the 2010 CLG Select Committee Inquiry into Fire Control. The full report can be found at

http://www.publications.parliament.uk/pa/cm200910/cmselect/cmcomloc/352/352.pdf.

### **Background**

- 1. The aim of the FiReControl project is to enable greater speed, responsiveness and efficiency in the mobilisation of fire-fighters in response to a fire or other related incident. It proposes to replace the existing 46 local FRS control rooms with nine purpose-built Regional Control Centres (RCCs). These centres will handle emergency 999 calls, mobilise resources and support the management of incidents, underpinned by a resilient network technology.
- 2. The CLG Select Committee announced its inquiry in November 2009. The LGA submitted written evidence in January 2010 and Councillor Brian Coleman, Chairman of the LGA's Fire Services Management Committee, and Councillor James Pearson, LGA Senior User on the project, gave oral evidence to the Committee on 8 February 2010. The LGA's written evidence and a summary of the oral evidence can be found at <a href="http://www.lga.gov.uk/lga/core/page.do?pageld=18306">http://www.lga.gov.uk/lga/core/page.do?pageld=18306</a>.

### LGA key messages

- 3. Key points from the LGA written evidence:
  - the project so far has been characterised by a lack of leadership, poor procurement and contract management in government which, coupled with contractor inertia, means Fire Control is at serious risk of becoming another failed Government IT project;
  - confidence and trust in the project is at rock bottom, most Fire and Rescue Authorities are beginning to consider what alternatives to Fire Control might be put in place, some have had enough and want the project cancelled;
  - any net additional costs falling on FRAs of the project proceeding, or failing, must be funded under New Burdens principles, this includes Firelink;
  - a realistic economic and operational assessment should be made of alternatives to Fire Control to inform thinking on the future of the project.

### What the Committee said

Project governance and management

- 4. In May 2009 the Public Accounts Committee criticised CLG for poor performance in contracting and managing the New Dimension project. CLG responded by asserting that it had learnt lessons and was improving its delivery, citing the FiReControl project. The inquiry found that this is not the case, that its current status is precarious.
- 5. The Committee is clear that the FiReControl project has been inadequately planned, poorly executed, and badly managed. The main representative bodies of the Fire and Rescue Service all



have reservations about the project - many go further and have deep hostility - and fear that, as it is presently managed and designed, it will lead to a less efficient and less safe service.

- 6. The report found that the original contract was ill-suited to the nature of the project. There is no revised contract and there is no currently agreed project plan; CLG and the main IT contractor, EADS, have had an adversarial relationship with each blaming the other for project failings. In evidence CLG were cautious in the ability of their contractor to deliver. The lack of a close link and integration between the Fire Link and Fire Control projects was found to show a lack of foresight and inadequate project management by CLG.
- 7. High staff turnover in CLG, especially at a senior level, has compromised the Department's ability to manage the project effectively. Project management is severely criticised, with a rapid turnover of crucial CLG and EADS senior staff. The report notes that some of the written evidence refers also to the number of Ministers that have held responsibility for the project since its inception.

### Stakeholder relationships

- 8. Relationships with the major stakeholders have been mishandled, until recently, there has been a lack of consultation and collaboration between CLG, EADS and the Fire and Rescue Service. There was a lack of openness and collaboration with the main stakeholders from the start and if CLG had been more open then many of the ensuing problems might not have occurred. This lack of openness has continued to the present, with CLG not allowing the Committee to have sight of independent reviews of its management of the project—even in confidence—which implies a certain insecurity about its handling of the FiReControl project to date.
- 9. The Committee recommended that CLG put in place a communications plan that aims to shift the negative perception of the project and to influence FRSs to make the positive decision to switch to the system. CLG must respect the right of each FRA to make the final decision on whether to accept FiReControl and must work hard to unite all FRAs in supporting FiReControl. Any failure to ensure that all FRAs use the new system would be a significant blow to the ultimate aims of the project.

### Costs and delays

- 10. Since its inception, the costs of the project have escalated. The National Audit Office stated that the Department currently predicts that the FiReControl project will cost £423 million. While the Department originally expected the project to realise efficiencies and save costs locally that would be in excess of the costs of the project, the Department now expects the overall project to cost £240 million128 more than the local savings forecast. Not every Fire and Rescue Authority will make net annual cost savings locally as a result of the project and the Department plans to make annual payments of £8.2 million to those Fire and Rescue Authorities.
- 11. Severe delays to the project mean that Fire and Rescue Authorities may now be expected to migrate to the new system at the very time that they should be concentrating on the high-profile safety concerns presented by the Olympic Games in 2012.

### Contingency plans

12. Meanwhile, the Committee recommended, CLG should urgently draw up and consult on contingency plans for any further failures. As a priority, those contingency plans should ensure ongoing safe and effective fire and rescue cover across the whole country whether or not



FiReControl is implemented. They must also ensure that all regions involved will have adequate fire and safety measures in place during the 2012 Olympic and Paralympic Games. The plans should include provision for the maintenance and, where necessary, upgrading of existing control room technology, and CLG should meet the full costs to FRAs where it has become necessary as a result of delays in the FiReControl project.

### The future of the project

13. The Committee also found that, on balance, given the investment of public funds already committed, and the benefits that will accrue, CLG should press ahead with the FiReControl project. If CLG were to abandon the FiReControl project now, not only would all the claimed benefits of the project in terms of greater speed, responsiveness and efficiency be lost, but it would cost an extra £8 million more than if it were left to proceed. CLG is not quite at the point of no return, but it very soon will be.

- 14. The report recommends that CLG should continue with the project, with renewed vigour, but this recommendation is conditional on CLG:
  - resolving its contractual dispute with EADS and implementing a viable project plan;
  - closely monitoring delivery of FiReControl against interim milestones, and examining alternative viable options for delivery to be implemented in case of any slippage;
  - addressing the shortcomings in its management of the project to ensure that the target 'go-live' date of mid-2011 will be met;
  - consulting fully with FRS staff and professionals in defining end-user requirements;
  - taking further steps to shift the negative perception of the project and to influence fire and rescue authorities to make the positive decision to switch to the new system; and
  - providing assurances that the safety and security of the Olympic Games will not be compromised during the roll-out of the new Regional Control Centres.

Local Government Association April 2010



**Fire Services Forum** 

Item 3

18 June 2010

## Sprinklers in all newly built homes - the position in Wales Summary

The Forum will hear from Ann Jones AM, Welsh Assembly Member for Vale of Clwyd, on legislation passed by the National Assembly for Wales that makes the installation of fire sprinkler systems mandatory in all new build homes.

### Recommendations

Members are asked:

- To receive and comment on the presentation by Ann Jones AM;
- To consider whether the LGA Group would wish to lend its support to the Private Members' Bill tabled on 27 May 2010 by Lord Harrison (as detailed in paragraphs 11 & 12);

### **Action**

Officers to take forward any agreed actions.

Contact Officer: Paul Johnston Phone No: (020) 7664 3031 Email: <a href="mailto:paul.johnston@lga.gov.uk">paul.johnston@lga.gov.uk</a>



### Sprinklers in all newly built homes - the position in Wales

### Background

- 1. The current proposal in Wales follows a successful campaign led by Mrs Ann Jones AM, which has resulted in the Welsh Assembly Government making the installation of fire sprinkler systems mandatory in all new schools.
- 2. The background of the legislation, which is only applicable to Wales, is as follows:
  - In July 2007, Mrs Jones AM won a backbench legislative ballot at the National Assembly for Wales allowing her to introduce a Legislative Competence Order (LCO), which introduced a proposal to make the installation of fire sprinkler systems mandatory in all new home build.
  - After successfully passing scrutiny stages in both Wales and Westminster, the LCO was completed with Royal Approval on 12 April 2010.
  - With the relevant powers now devolved to Wales, Mrs Jones is now able to introduce an Assembly 'Measure' to enforce the objectives laid out in the LCO i.e the installation of sprinkler systems. It is hoped that the Measure stage can be completed before the close of the Assembly's current term in May 2011.
- 3. This proposal also followed the creation of the One Wales Government which in 2007 committed to providing 6,500 new homes in Wales. The LCO looks to ensure that new homes in Wales are safer and greener in the long term.
- 4. The legislation enjoys widespread support from, amongst others, Welsh Assembly Government, Welsh Affairs Select Committee, Wales' Three Fire & Rescue Services, the FBU, Chief Fire Officer's Association, National Fire Sprinkler Network and the British Automatic Fire Sprinkler Association. Furthermore, the LCO has also received cross party support in Wales.

### **Evidence**

5. There is considerable evidence supporting the installation of fire sprinkler systems, and there has been a growing recognition of their use as a means to contributing to life safety which is now recognised in current UK guidance to the Building Regulations<sup>1</sup>.

<sup>&</sup>lt;sup>1</sup> Department for Communities and Local Government, Approved Document B (Fire safety) – Volume 1: Dwelling houses (2006 Edition)

http://www.planningportal.gov.uk/england/professionals/en/1115314683674.html



- 6. A report<sup>2</sup> published in the USA in 2007 by the National Fire Protection Association concluded that in properties where sprinklers are fitted:
  - The death rate per fire is lower by at least 57%;
  - For most property uses, damage per fire is lower by one-third to two-thirds;
  - 89% of reported structure fires have flame damage confined to the room of origin compared to 57% when no automatic extinguishing system is present.
- 7. There are no cases on record where multiple fire deaths have occurred in buildings with working sprinkler systems. The evidence also shows that no lives have been lost in the UK due to fire in buildings fitted with domestic sprinkler systems.

### Cost

- 8. Recent estimates from the Fire & Rescue Service indicate that the cost of installing a fire sprinkler system is just under £1,500. An accepted estimate is that installation would amount to approximately 1% to 2% of the full construction cost of a new dwelling. This compares to an average cost of a domestic fire estimated at £24,900, of which approximately £14,600 is accounted for by the economic cost of injuries and fatalities and £7,300 is due to property damage.
- 9. It is estimated that the average cost borne by the service is around £3,444.00, for a non fatal domestic fire. If a sprinkler has been in activation to quell the fire this cost drops to around £1,500.

### LGA action to date

- 10. The use of sprinklers has been an issue for the LGA for a number of years. In 2003, a Sprinkler project group was formed to promote the use of sprinklers in domestic properties and schools. To date the LGA has produced several publications on this subject, including toolkits for councils, domestic properties and schools. Most recently we published:
  - Safeguarding your communities from fire; The benefits of automatic water suppression systems, a quick guide for councillors, July 2008 (attached)
  - Fire Sprinklers and schools Report, July 2008 LGA and BAFSA (available to view via: <a href="http://www.lga.gov.uk/lga/aio/814297">http://www.lga.gov.uk/lga/aio/814297</a>)
- 11. On 27 May 2010, Lord Harrison tabled a Private Members' Bill entitled "Building Regulations (Review) Bill (HL). The Bill will be debated shortly in the House of Lords. If passed into law, the Act would oblige the Secretary of State to conduct

<sup>&</sup>lt;sup>2</sup> National Fire Protection Association, U.S. experience with sprinklers and other automatic fire extinguishing equipment, June 2007

http://www.nfpa.org/assets/files//PDF/OSsprinklers.pdf



a review of and impact assessment within 12 months of the passing of the Act for the amendment of the Building Regulations 2000 with regard to the installation of automatic fire suppression systems.

### **Financial Implications**

12. A full cost assessment would be part of any future legislation. However, it is clear that the benefits that automatic water suppression systems (AWSS), including sprinklers, can bring often far outweigh the initial outlay cost. Members are therefore invited to consider whether the LGA Group would wish to lend its support to the Private Members' Bill as detailed above.

Contact Officer: Paul Johnston Phone No: (020) 7664 3031 Email: paul.johnston@lga.gov.uk

## SAFEGUARDING YOUR COMMUNITIES FROM FIRE

### **Interesting facts**

- In the US 98 per cent of fires in sprinklered homes are extinguished with only one sprinkler head operating.
- Only the water suppression heads in the immediate vicinity of the fire actually operate.
- Automatic Water Suppression Systems do not cause 'false alarms' - they will only operate if there is an actual fire.
- Sprinkler and Water Mist system heads can be completely concealed.
- Integrated Domestic Plumbing and Fire Sprinkler systems do not use pumps or tanks, they are designed to simply use mains pressure if adequate.
- Buildings with an AWSS help to prevent firefighter deaths.

For further information please contact the Local Government Association at: Local Government House Smith Square, London SW1P 3HZ

or telephone LGconnect, for all your LGA queries on 020 7664 3131 Fax: 020 7664 3030 E:mail info@lga.gov.uk

## The benefits of automatic water suppression systems a guick guide for councillors

There are few single events that regularly have such a distressing impact on whole communities as fire. Just one fire in a school, in a residential care home or in a flat used for social housing brings devastation long after the flames are put out. The benefits that automatic water suppression systems (AWSS), including sprinklers, can bring often far outweigh the initial outlay cost. They help save lives, protect property and prevent damage to the environment.



### **Saving lives**

AWSS help save lives. In 2006 there were 491 fire-related deaths in the UK - the majority in dwelling fires - and13,800 injuries from fires. There are certain types of property, residents and areas that are far more at risk - if you are on a low income or live in a deprived area you are more likely to be a victim of fire.

## Protecting property and safeguarding assets

Losses from fires in buildings protected with sprinklers are estimated to be one tenth of those in unprotected buildings. AWSSs reduce property damage by controlling fires quickly and preventing fires becoming big enough to inflict significant damage. In the event of a fire, an AWSS will use significantly less water to extinguish a fire than a fire engine, reducing the potential for water damage.

### Preventing damage to the environment

Fire is a chemical reaction that results in physical changes. The chemical process creates toxic air and water pollution, leaves behind damaging residues that are expensive to dispose of, and totally destroys valuable building materials and other products. Most of the water pumped from a fire engine runs straight through the fire scene, picking up these pollutants on the way and then into the water system. Installing an AWSS has the additional benefit of increasing the sustainability and life expectancy of buildings.

## Advances in technology make installing AWSS increasingly affordable

Traditionally fire sprinkler or water mist systems have been stand alone installations. The future of widespread low cost installations may lie with a more integrated approach in the form of Integrated Domestic Plumbing and Fire Sprinkler Systems (IDP&FS). This new way of installing domestic plumbing systems incorporates a supply loop which directly feeds the sprinkler heads and supplies water to the rest of the house. This duality means the cost of installation is estimated at around £400 and is predicated to fall over time.

### What you can do - a three point plan

- Ensure your council is following the Department for Children, Schools and Families risk assessment tool and policy which expects almost all new build and major refurbished schools to be fitted with sprinkler systems.
- Ensure your council works with your local fire and rescue service and other partners to identify the most high risk buildings and most vulnerable groups.
- Ensure your council considers the installation of AWSSs in all new build and major refurbishment schemes for council owned buildings, focusing on those that house vulnerable people at the greatest risk of fire

### Myths exploded

**Myth:** In a fire all the sprinkler heads go off together.

**Fact:** Only the head(s) of the AWSS directly affected by the fire is triggered.

**Myth:** Water from the sprinklers will cause more damage than the fire.

Fact: Typically the Fire and Rescue Service use as much as 100 - 1,000 times more water to put out a fire than is delivered by an AWSS head. Because a sprinkler attacks the blaze directly and immediately when it is small, it only needs to use a small amount of water to control the blaze. Firefighters, however quickly they respond, have to deal with bigger fires by the time they arrive on the scene.

**Myth:** A smoke detector/fire alarm will always provide enough protection.

**Fact:** Operational smoke detectors and fire alarms do save lives. However they do nothing to extinguish a growing fire, or to protect those most unlikely to be able to escape easily such as elderly people and young children.

**Myth:** Automatic Water Suppression Systems go off accidentally.

**Fact:** The odds of winning the lottery are greater than the odds of a spinkler going off accidentally – approximately 1 in 16 million.



**Fire Services Forum** 

Item 4

18 June 2010

## Striking the balance between operational and health and safety duties in the Fire and Rescue Service

### **Summary**

The Health and Safety Executive (HSE), in conjunction with the Chief Fire Officers Association (CFOA), the Fire Brigades Union (FBU) and the government's Office of the Chief Fire and Rescue Adviser (OCFRA), have published *Striking the balance between operational and health and safety duties in the Fire and Rescue Service* (attached).

Sue Parkyn, Head of the Police, Fire and Prisons Unit, HSE, will attend for this item to speak on the publication and on how Fire and Rescue Authorities can work to achieve the best balance between their operational and health and safety duties.

### Recommendations

Members are asked to consider and comment upon HSE's statement.

### **Action**

Officers to take forward any agreed actions.

Contact Officer: Paul Johnston Phone No: (020) 7664 3031 Email: paul.johnston@lga.gov.uk



# Striking the balance between operational and health and safety duties in the Fire and Rescue Service



### **Foreword**

This statement is intended to clarify how the Fire and Rescue Service should comply with health and safety at work duties within their operational work.

The statement and subsequent guidance should assist Fire and Rescue Authorities in balancing risks, particularly in their wider role to protect the public and property, while meeting their health and safety at work duties to protect their staff and others. HSE recognises that firefighters and managers face difficult moral dilemmas and have to make decisions in what are sometimes extremely hazardous, emotionally charged and fast moving situations.

HSE initiated joint work with Fire and Rescue Service leaders to clarify how Fire and Rescue Authorities can strike the balance between their operational and health and safety duties. The result of this collaboration is set out in the attached set of principles, which are by their nature high level and will be underpinned by further guidance.

**Geoffrey Podger**Chief Executive
HSE

**Judith Hackitt** Chair HSE

### Introduction

There has been some concern and misunderstanding about how Fire and Rescue Authorities can comply with health and safety legislation in their operational work, given the often difficult circumstances in which they are called upon to act. HSE is therefore publishing this statement of principles in order to help employers, HSE inspectors and the public understand how Fire and Rescue employers can comply with health and safety requirements to safeguard the public and their own staff while providing an effective emergency service.

HSE has worked with Fire and Rescue Service leaders and other stakeholders, including representative bodies, in developing these principles. This statement will be supported by practical guidance. Through this collaborative work the aim is to:

- help firefighters, other staff and the public understand the practical application of health and safety law to the operational work of the Fire and Rescue Service;
- ensure consistency of approach and in decision making by HSE inspectors;
- promote a culture within the Fire and Rescue Service where hazards are dealt with in a sensible, proportionate and thought-through manner;
- set out the expectations on the Fire and Rescue Authorities, as employers, in relation to the management of those of their operations that can be hazardous, fast moving and emotionally charged; and
- provide mechanisms for ensuring early and wide learning from incidents, new developments and research.

## **Principles**

## Particular challenges for Fire and Rescue Authorities as employers

The application of health and safety law is challenging for Fire and Rescue employers in relation to some of their operational activities because:

- they have to send firefighters into dangerous situations in order to save lives when anyone else would be seeking to get away from the danger;
- there is often an unrealistic public expectation that firefighters will put themselves at risk even when such risks outweigh any potential benefits to be gained;
- many incidents firefighters face can develop at speed, some can develop in unexpected ways – and firefighters may, from time to time, be confronted with situations outside their experience;
- they have to prepare individual employees to be able to make decisions in dangerous, fast-moving, emotionally charged and pressurised situations, even when there may sometimes be incomplete or inaccurate information about the incident;
- they have to respond to dangerous situations which are not of their own making

   this is different to most other sectors where it is the employer's own business
   that creates the hazards; and
- they may not be able to control or mitigate some aspects of the working environment.

### Health and safety duties

In Great Britain, the Health and Safety at Work etc Act 1974 (HSWA) applies to all activities of Fire and Rescue Authorities as the employers of Fire and Rescue Service staff.

HSWA requires employers to ensure the health, safety and welfare at work of their employees and that their operations do not adversely affect the health and safety of other people. These health and safety duties are not absolute and each is qualified by the test of what is reasonably practicable. HSWA, therefore, does not require all risks to be eliminated, and HSE recognises that, even when all reasonably practicable precautions have been taken to deal with foreseeable risks, harm could still occur.

HSWA also places duties on employees to take reasonable care of themselves and others and to co-operate with their employer. In essence, this means that employees should act sensibly and responsibly within the command and control of their employer; they should not act recklessly.

Safety Representatives have the legal right to represent their members and be consulted on health and safety issues and have a key role in improving standards of health and safety management.

## What employees should expect of the Fire and Rescue Authorities as employers

Good health and safety management systems that:

- take account of the wider context in which they operate, so that the Fire and Rescue Authorities can:
  - deliver an effective and realistic service; and
  - enable staff to take appropriate care for their own, their colleagues' and the public's health and safety;
- are based on robust, proportionate, carefully considered and non-bureaucratic risk assessments which:
  - identify significant hazards;
  - set out safe systems of work, including appropriate control measures, equipment, competencies and training; and
  - are effectively implemented;
- include arrangements for monitoring health and safety performance, including learning from incidents and using this information to improve performance; and
- include arrangements for consultation with employees and their representatives.

### What the Fire and Rescue Service can expect from HSE

HSE will continue to promote good health and safety management in the Fire and Rescue Service through a range of activities including:

- communicating and listening with/to key interested parties across the Fire and Rescue Service with a view to building and developing shared understanding of the issues that the Service faces (eg through regular informal discussions and formal meetings);
- working with key interested parties (eg employers, leaders, government departments, professional bodies and trades unions) through joint initiatives (eg the development of these principles and the guidance to underpin them), and in setting standards;
- acting to ensure consistency of approach and in decision making by HSE inspectors in the light of these principles;
- inspection and investigation HSE inspectors will take appropriate action, as set out in HSE's Enforcement Policy Statement, these principles and underpinning guidance. Such actions range from giving verbal and written advice, through the service of enforcement notices to prosecution; and

training our inspectors to have an understanding of the work of the Fire and Rescue Service.

The primary duties under health and safety law are on employers. HSE inspectors, when inspecting or investigating an individual Fire and Rescue Authority using HSE's own procedures, including the Work Related Death Protocols, will consider:

- the adequacy of the employer's plans, policies, risk assessments and procedures; if these policies are adequate, then the focus will be on how they are/were applied in practice this may be illustrated by the preparedness of the service when dealing with foreseeable incidents;
- how the actions taken by that Authority measure up to what would be considered reasonable in the circumstances;
- the appropriateness and effectiveness of the command and control systems in place and used in operations;
- the extent to which any lack of preparedness contributed to the risks in particular circumstances;
- the actual information about the incident that was available to staff when they had to make operational decisions in what we recognise are sometimes dangerous, fast moving and emotionally charged environments. Inspectors will not revisit decisions made during operations with the benefit of information that could not reasonably have been known at the time;
- the quality of decision making at an incident as illustrating whether individuals had been adequately prepared for that incident by the service;
- the wider public duties on the Fire and Rescue Service, whether the arrangements and polices to fulfil these duties were sensible, effective and practical, the purpose of the operation and to what extent the risks that were taken were reasonable in the circumstances; and
- how Fire and Rescue Authorities prepared incident commanders and firefighters for operational incidents, eg by training, provision of equipment and information on hazards, risks and control measures.

### **Further information**

HSE priced and free publications can be viewed online or ordered from www.hse.gov.uk or contact HSE Books, PO Box 1999, Sudbury, Suffolk CO10 2WA Tel: 01787 881165 Fax: 01787 313995. HSE priced publications are also available from bookshops.

For information about health and safety ring HSE's Infoline Tel: 0845 345 0055 Fax: 0845 408 9566 Textphone: 0845 408 9577 e-mail: hse.infoline@natbrit.com or write to HSE Information Services, Caerphilly Business Park, Caerphilly CF83 3GG.

This leaflet is available at: www.hse.gov.uk/services/fireandrescue/duties.pdf

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**Fire Services Forum** 

Item 5

18 June 2010

## **Account management for Fire and Rescue Authorities Summary**

The LGA instituted an account management system for member Authorities in 2009, which sees an individual account manager within the LGA appointed to act as a first point of contact for every local authority and English FRA.

Account managers will attend at the end of the meeting to address any queries or concerns Members may have.

A list of account managers for each member Fire and Rescue Authority is **attached**.

### Recommendations

Members are invited to note the report.

### Action

Officers to progress as appropriate.

Contact Officer: Paul Johnston Phone No: 020 7664 3031

Email: <a href="mailto:paul.johnston@lga.gov.uk">paul.johnston@lga.gov.uk</a>



### Background

- 1. The LGA instituted an account management system for member Authorities in 2009, which sees an individual account manager within the LGA appointed to act as a first point of contact for every local authority and English FRA.
- 2. Account managers play a key role in maintaining appropriate relationships with local authorities and FRAs, based on a jointly agreed approach by:
  - Visiting the authority to meet key staff to understand issues and challenges and to offer support as appropriate;
  - Taking action as a result of initial discussions, including establishing an ongoing process for maintaining an ongoing relationship;
  - Liaising with other parts of the LGA Group and signposting councils/FRAs appropriately to them;
  - Feeding back to the council/FRA the outcomes of any actions taken;
  - Recording outcomes on appropriate LGA Group knowledge management systems to ensure that LGA staff are fully informed on relevant issues.
- 3. Helen Murray is the overall Programme Director Lead for the system, and other account managers will be in attendance during lunch to meet with Members.

### Activity to date

- 4. Account managers for Fire and Rescue Authorities have undertaken a number of visits to Fire and Rescue Authorities across the country, meeting with senior figures within those Authorities, and the LGA aims for all Fire and Rescue Authorities to be visited by account managers within the financial year. The visits that have already taken place have been very successful; they have generated a number of very productive discussions, and helped the LGA to ensure that Members' views are fed into developing future work programmes.
- 5. Account managers work to ensure that concerns and queries from member Authorities are raised appropriately. One particularly concern expressed at meetings between account managers and FRAs has been over membership subs, and the LGA has demonstrated that it is keen to address Members' concerns through delivering reduced subscription charges for this financial year.



### **Financial Implications**

6. There are no financial implications arising from the report.

### **Implications for Wales**

7. None.

Contact Officer: Paul Johnston Phone No: (020) 7664 3031

Email: paul.johnston@lga.gov.uk



### Fire authority account managers 2010-2011

### **Helen Murray**

- Royal Berkshire (Combined Fire Authority)
- Oxfordshire (County Council)
- Kent and Medway (Combined Fire Authority)
- West Yorkshire (Metropolitan Fire & Civil Defence Authorities
- South Yorkshire (Metropolitan Fire & Civil Defence Authorities)
- **Greater Manchester** (Metropolitan Fire & Civil Defence Authorities)
- Merseyside (Metropolitan Fire & Civil Defence Authorities)
- Tyne and Wear (Metropolitan Fire & Civil Defence Authorities)
- West Midlands (Metropolitan Fire & Civil Defence Authorities)

### Trish O'Flynn

- Durham and Darlington (Combined Fire Authority)
- Cleveland (Combined Fire Authority)
- Northumberland (County Council)
- Cumbria (County Council)
- Cheshire (Combined Fire Authority)
- Lancashire (Combined Fire Authority)
- **Hampshire** (Combined Fire Authority)
- Isle of Wight (County Council)
- East Sussex (Combined Fire Authority)
- West Sussex (County Council)
- London

### **Mark Norris**

- Derbyshire (Combined Fire Authority)
- Leicestershire (Combined Fire Authority)
- Nottinghamshire and City of Nottingham (Combined Fire Authority)
- Lincolnshire (County Council)
- Northamptonshire (County Council)
- Surrey (County Council)
- Stoke on Trent and Staffordshire (Combined Fire Authority)
- Shropshire and Wrekin (Combined Fire Authority)

### **Clive Harris**

- West Yorkshire (Metropolitan Fire & Civil Defence Authorities)
- South Yorkshire (Metropolitan Fire & Civil Defence Authorities)
- Greater Manchester (Metropolitan Fire & Civil Defence Authorities)
- Merseyside (Metropolitan Fire & Civil Defence Authorities)
- Tyne and Wear (Metropolitan Fire & Civil Defence Authorities)
- **West Midlands** (Metropolitan Fire & Civil Defence Authorities)
- Humberside (Combined Fire Authority)
- North Yorkshire (Combined Fire Authority)
- Essex (Combined Fire Authority)
- Norfolk (County Council)



- Cambridgshire and Peterborough (Combined Fire Authority)
- Hertfordshire (County Council)
- Bedfordshire and Luton (Combined Fire Authority)
- Suffolk (County Council)
- Buckinghamshire and Milton Keynes (Combined Fire Authority)

### **Liz Hobson**

- Hereford and Worcester (Combined Fire Authority)
- Warwickshire (County Council)
- Devon and Somerset (Combined Fire Authority)
- Dorset (Combined Fire Authority)
- Avon (Combined Fire Authority)
- **Cornwall** (County Council)
- Wiltshire and Swindon (Combined Fire Authority)
- Gloucestershire (County Council)



Item 6

### **Notes of Discussion and Actions Required**

### **Fire Services Forum**

11.00, 12 February 2010 Local Government House, London

### 1. Report from the Fire Services Management Committee

In the absence of the Chairman, the Committee Vice-Chair, Cllr Fred Walker, set out the discussions from the January meeting of the Fire Services Management Committee.

Cllr Walker informed the Forum that the NJC had received replies from 21 Fire and Rescue Authorities (FRAs) to their letter that asked FRAs to "establish their position on application of NJC agreed pay awards for Gold Book Staff, the desire of Fire Authorities to stick with current arrangements and on future negotiating aspirations should the decision be taken to continue to current arrangements", and asked those authorities who had not yet responded to do so at their earliest convenience.

Cllr Walker updated the Forum on Firefighters' pension schemes, noting that there was a shortfall on the older pension schemes, and that Government was looking at means of addressing this. Members agreed this issue should be taken forward as soon as possible.

### 2. FiReControl update

Roger Hargreaves, Department of Communities and Local Government (CLG), updated the Forum on progress with the FiReControl project, noting that both EADS and the new sub-contractor, Intergraph, had begun to hit key milestones in the delivery of the project. Roger stated that the Government held continued confidence in the project, and that service users were also better engaged with the project than previously.

Roger detailed discussions held at the recent CLG Select Committee on FiReControl.

Members reiterated concerns over the viability of the project, as well as the low confidence shared by Fire and Rescue Authorities in the successful delivery of the project. Members expressed similar concern over the quality of information

available on the project and project milestones. Roger stated that the most recent iteration of the project plan when published would be made available to FSMC Members, and Cllr Walker asked that this plan be circulated to Members of the Forum when available.

Members stressed the need for rigorous testing of the scheme to be undertaken prior to any implementation.

Members stated that uncertainties over implementation of the project were proving detrimental to local planning assumptions and staff morale. Roger acknowledged that the improvements seen by CLG in project delivery needed to be visible, and to produce something tangible, at the local level.

Members praised the written submission by the LGA to the Select Committee, noting that it accurately reflected the concerns held by member Fire and Rescue Authorities.

### **Action**

Officers to circulate information over a future visit to the EADS site in Newport.

Officers to circulate the most recent iteration of the FiReControl project plan to Forum Members.

### 3. Emerging Findings from the Camberwell Fire and National Co-ordination

The Forum received a presentation from Sir Ken Knight, the Government's Chief Fire and Rescue Adviser, on the emerging issues arising from the fire at Lakanal House, and workstreams arising from those emerging issues

Members discussed the 2007 Atherstone on Stour fire, with Sir Ken outlining the agreed process for investigation following such incidents.

The Forum also received a presentation from Sir Ken on national coordination efforts in preparing for catastrophic disasters in the UK, which he commenced by stating the importance of the FiReControl project to National Resilience.

### Action

Officers to distribute slides of Sir Ken's presentation to Forum Members.

### 4. The role of the Fire Services College

The Forum received a presentation from Sally Sheen, Fire Services College, on the role of the College and the services offered by the College to Fire and Rescue Authorities.

Members praised the work of the Fire Services College, stating that the courses provided were of real use to both Members and officers and emphasising the unique role played by the College.

### Action

Officers to circulate the list of courses provided by the College to Forum Members.

### 5. Freedom to Lead, Trust to Deliver consultation

The Forum received a presentation from Sara Williams, IDeA, on the Freedom to Lead, Trust to Deliver consultation.

Members stated that the principle behind Freedom to Lead was sound. Members stated that Fire and Rescue Authorities wanted less regulatory burden, but the opportunity for comparison with other authorities through a national standard was useful.

### 6. Note of the last meeting

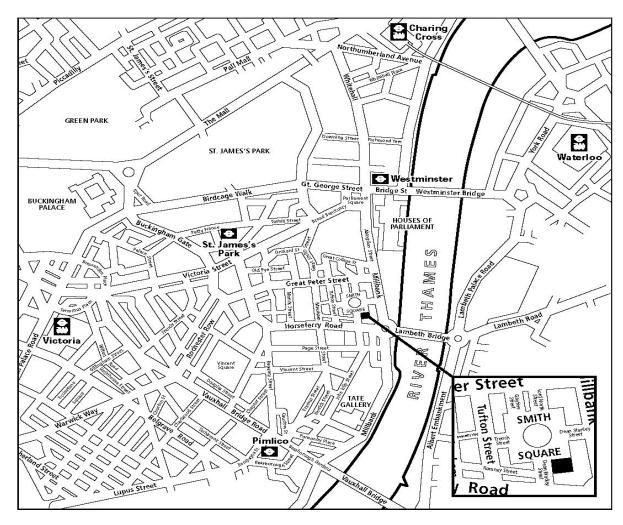
The note of the Fire Services Forum held on 16 October 2009 was agreed.

Provisional date of next meeting: 11.00, 16 April 2010, Local Government House



### **LGA Location Map**





#### **Local Government Association**

Local Government House, (Formerly known as Transport House), Smith Square, London SW1P 3HZ

LGconnect - LGA's Information Centre: 020 7664 3131

Fax: 020 7664 3030 Email: info@lga.gov.uk Website: www.lga.gov.uk

#### **Public transport**

Local Government House is well served by public transport. The nearest mainline stations are; Victoria and Waterloo; the local underground stations are St James's Park (Circle and District Lines); Westminster (Circle, District and Jubilee Lines); and Pimlico (Victoria Line), all about 10 minutes walk away. Buses 3 and 87 travel along Millbank, and the 507 between Victoria and Waterloo goes close by at the end of Dean Bradley Street.

### Bus route - Millbank

**87** Wandsworth - Aldwych

3 Crystal Palace - Brixton - Oxford Circus

### **Bus routes - Horseferry Road**

**507** Waterloo - Victoria

C10 Canada Water - Pimlico - Victoria

88 Camden Town - Whitehall - Westminster -

Pimlico - Clapham Common

### **Cycling Facilities**

Cycle racks are available at Local Government House. Please telephone the LGA on 020 7664 3131.

### **Central London Congestion Charging Zone**

Local Government House is located within the congestion charging zone. For further details, please call 0845 900 1234 or visit the website at www.cclondon.com

### **Car Parks**

Abingdon Street Car Park
Great College Street
Horseferry Road Car Park
Horseferry Road/Arneway Street