

Beyond Hackitt

Protecting the vulnerable in the years ahead

Foreword

We are coming to the end of a period of intense activity in the fire and rescue sector, but one common factor remains unchanged – our sector's dedication to protecting the vulnerable, whether locally or nationally, from fire or from other danger.

It has always been the case that our sector needs to be adaptable in order to protect the public; but we are currently adapting on a number of fronts.

The Kerslake report has offered important lessons in dealing with major incidents, while last summer's wildfires added an additional dimension to the major incidents challenge we face, requiring unprecedented levels of support between services.

Fire services have worked incredibly hard to identify and make safe buildings with significant safety issues in the wake of the Grenfell Tower fire, while the prospect of substantial reform of the legislation governing building safety has generated increased activity on the policy side.

The first inspections for twelve years have taken place. Inspection should not, of course, be a comfortable process, but as a new process for all involved, it has also made significant demands on the resources of inspected services. Most importantly the results of inspection indicate significant areas in which we need to improve, particularly in regard to the 'people' strand.

At the same time fire services across the country are continuing their day-to-day work of protecting the vulnerable – in the traditional ways people take for granted, but also in new and expanding ways – collaborating with partners, innovating and investing.

The first half of this publication looks at the work coming out of Dame Judith Hackitt's review¹ of building safety – both the practical work to deal with flammable cladding and other immediate concerns, in which the fire and rescue service has played an essential leading role, and the ongoing process of reform, which may see significant additional burdens placed on the sector and new partnership working under the proposed Joint Competent Authority.

The second half of the publication covers new developments in the wide range of activity the sector undertakes: Lancashire's tackling of wildfires; the National Fire Chiefs Council's (NFCC) response to the Kerslake report; developments in relation to water safety; the use of behavioural insights techniques; and the fire and rescue service's role in protecting the vulnerable against scams. Finally we discuss the need to respond to inspection, setting out the inspectorate's view of the challenge around inclusion and the emerging results of the Local Government Association's (LGA) review of its peer support offer and promoting the Home Office's work on supporting the recruitment of an increasingly diverse workforce.

Independent Review of Building Regulations and Fire Safety: Hackitt review

www.gov.uk/government/collections/independent-review-of-building-regulations-and-fire-safety-hackitt-review

Many of the findings of the first tranche of inspections raise challenges for individual services and for the sector. Challenges which we will meet. The often disappointing - and in some cases unacceptably poor – results in the 'people' strand, do not come as a complete surprise. The LGA, NFCC and the National Joint Council (NJC) have sought to address issues around inclusion, diversity and culture for several years. The solutions will not come quickly because culture cannot be changed overnight. The Fire Services Management Committee is determined to ensure that our members have access to the best possible support in driving this necessary change and we urge every fire and rescue authority member to take advantage of that offer.

There is much being done and much more to do, as we look to take the fire and rescue sector forward at a time when the pressure to reduce expenditure is at least as great as the pressure for reform and improvement.

Whatever else may change, we know that the sector's dedication to protecting the vulnerable will not falter.

Councillor Ian Stephens

Fire Service Management Committee Chair

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Building safety overview

Councillor lan Stephens, Chair, Fire Services Management Committee

Lord Porter, the LGA Chairman, has described the Grenfell Tower fire as local government's "biggest shame, as a sector". It is a sentiment widely shared and one we can all identify with. What happened at Grenfell Tower should never have happened and must never happen again.

In the wake of the fire, the Fire Services Management Committee (FSMC) and the Local Government Association (LGA) as a whole worked closely with the National Fire Chiefs Council (NFCC) and the Ministry of Housing, Communities and Local Government (MHCLG) officials to support councils to identify all social housing blocks over 18 metres with dangerous aluminium composite material (ACM) cladding and then to work through lists of private sector blocks to establish their accuracy and find private blocks with ACM cladding. The NFCC and fire and rescue authorities played an essential role in these processes, working closely with council housing teams, as detailed by the NFCC Chair elsewhere in this publication.

At the same time the LGA raised a number of issues with ministers and officials: concerns about the BS 8414 test for cladding systems and the need to ban combustible materials from those systems; the use of desktop studies and the need to re-write Approved Document B ('the building regulations'); the dangers posed by other forms of cladding and emerging concerns about large panel system buildings (LPS); the impact of remediation costs on leaseholders; the need to clarify the Housing Health and Safety Rating System (HHSRS); and the difficulties councils could face in attempting to enforce the removal of cladding from private blocks

(members will be interested to read about Medway Council's pioneering use of the Housing Act in this respect elsewhere in the publication).

The Ministry has seen a rapid and dramatic expansion of the Building Safety Programme and as its resources have increased it has begun to address these issues.

At the time of writing the BS 8414 test is being reviewed and flammable material has been banned from cladding systems on high rise buildings; Approved Document B is being amended and the use of desktop studies is being reviewed. Work to identify LPS buildings with safety issues and non-ACM dangerous cladding systems is getting up and running – later than we would have liked, but we hope to see significant progress on these fronts in 2019. Ministers have persuaded some developers and freeholders to meet the cost of remediation work without passing it on to leaseholders and continue to press others to follow suit, moves the LGA has pushed for and will continue to pursue. An addendum to the HHSRS has been produced and a Joint Inspection Team funded by MHCLG and employed through the LGA has been established to support enforcement.

As the voice of fire authorities, the FSMC has played a central role in driving these developments, just as councils and fire services have done excellent work on the ground. The NFCC's professional expertise has been essential in delivering each new activity around the identification and remediation of flammable cladding.

The FSMC, together with other relevant LGA boards, and the NFCC also submitted influential evidence to the Hackitt review and provided input to several of the working groups that drafted its phase two recommendations, as well as feeding into the Industry Response Group that continues to look at issues around product safety and competence. LGA officers have also worked closely with the MHCLG team overseeing the Government's response to findings from the Grenfell investigation that eventually led to the decision to remove glass reinforced plastic flat front doors from the market, ensuring the views of affected authorities were heard. The FSMC has also reviewed its position on sprinklers.

Some of the sector's work in the wake of Grenfell is discussed in more detail in the following sections of this publication. As Chair of the Fire Services Management Committee, I am proud to support this work and I know everyone in the sector will share my determination to ensure the correct lessons are learned, implemented and properly resourced.

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Never again: banning flammable cladding after Grenfell

Lord Porter, Chairman of the Local Government Association

The tragedy at Grenfell Tower exposed a systemic failure of the building regulation system.

We must never forget that 72 people lost their lives in the most unimaginable way. The tragedy that unfolded that day must never happen again and that has remained our focus since the awful events on June 14 2017.

By the end of 2018 268 privately-owned and 160 social housing blocks had been found to have cladding and insulation systems which failed one of the fire safety tests ordered by the Government following the fire. Forty-six of the social housing blocks were owned by 15 councils, who acted swiftly to implement precautionary measures where necessary and take measures to remove flammable materials.

While they got on with what they needed to do to ensure people were safe in their homes, we were heavily involved in both public and private conversations with the Government over the financial implications. We were extremely pleased the Prime Minister listened and pledged her commitment to meet the unexpected exceptional costs for councils arising from major remedial fire safety work on high-rise buildings.

Initially the Government only tested the ACM cladding itself. We successfully pushed for tests of cladding systems, so that issues with insulation were also taken into account. However, the more we learned about the BS8414 test the more doubts we had over its reliability in the real world.

With the number of buildings across both the public and private sector found with flammable cladding and insulation systems giving strength to our arguments of a failure in the system, we successfully led calls for a review of building regulations and fire safety legislation.

It was good that Dame Judith Hackitt's review agreed that the system was not fit for purpose and provided a range of recommendations for its long-term reform.

One key recommendation was that a new regulator – the Joint Competent Authority (JCA) – should be set up. The Joint Regulators Group (JRG) is now up and running to develop the JCA and we are playing a key role to ensure effective enforcement at a local level that will equip building control, fire and rescue services and the Health and Safety Executive (HSE) with the powers and sanctions they need to drive cultural change.

However, it was disappointing that Dame Judith stopped short of calling for a ban on combustible materials in external cladding systems. We instantly made a lot of public noise and by the end of the same day as the report was published, the Secretary of State for Housing, Communities and Local Government, James Brokenshire MP, had announced a consultation on the ban.

That ban came into force in December 2018 and couldn't have come quick enough.

With a number of private landlords still showing a lack of urgency to identify buildings with cladding and insulation systems that have failed fire safety tests, the Government has also recently announced powers for councils to intervene. We are working with our member authorities to support them in this new role.

Since the tragedy unfolded, we have learned more about cladding and insulation than we ever thought we would want to know. We don't pretend to be experts but it is abundantly clear that the ban is a no-brainer.

No one should have to live in fear about their safety, be that in the buildings they live in, work in or visit. Councils are ready to play a leading role in making sure a new system of building regulation works.

At the LGA, we will continue to work hard to make sure the Government resists any industry pressure and puts in place the changes that ensure our residents remain safe and secure.

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Building Safety Programme:high-rise taskforce inspections

Roy Wilsher, Chair, National Fire Chiefs Council

Fire and rescue authorities and services, supported by the LGA and the NFCC, have worked tirelessly to support the Government's Building Safety Programme, to help residents stay safe, and feel safe, in their homes. Nowhere has this been more evident than through the NFCC Highrise Coordination Group established within the fire sector by the NFCC following the fire, and supported by the local efforts of fire and rescue services.

The taskforce was set up to support building owners and local authorities, to assist in ensuring high-rise buildings with unsafe ACM cladding systems and other issues were made safe. It also aims to provide reassurance to residents living in high-rise buildings, while providing fire safety advice.

Extensive efforts have been undertaken to identify residential high-rise and public sector buildings such as schools or hospitals which may have ACM cladding, to ensure that those with responsibility for the building are having their cladding tested where it is unknown and, where cladding systems which are unlikely to be compliant with building regulations are confirmed, taking steps to ensure those buildings are safe.

A central coordination hub was established within the NFCC support hub located in the West Midlands to provide a single point of contact for building safety checks. This hub coordinates the supply of information to local fire services about buildings with dangerous cladding or which may have such systems. It also coordinates requests for inspections of these buildings under the Fire Safety Order and other information and guidance, such as advice on interim measures.

In many cases, fire and rescue services continue to carry out follow-up checks of interim measures, to ensure they remain fit for purpose.

The NFCC also coordinates peer review and support to fire and rescue services where additional expertise is required, through the NFCC's Protection and Business Safety Committee. In addition, I, as Chair of the NFCC, am a member of the Expert Panel.

The process has not always run smoothly. Identification of cladding systems via visual or invasive inspection is not possible without additional forms of evidence, such as building records, or test results.

The initial social sector data produced in the first few weeks after the fire on social sector blocks required extensive cleansing by LGA research team staff and extensive efforts have subsequently been required by MHCLG and fire and rescue services to clean the data on privately owned buildings. Coming on top of the increased workload from building visits, data cleansing has frequently involved diverting resources from other work.

The NFCC and LGA continue to work with MHCLG and other stakeholders to learn lessons, and identify strategies for improvement.

Fire and rescue services have not just confined their visits and inspections to high-rise buildings with ACM.

Across the country fire and rescue services have visited many hundreds of other high-rise buildings in both the private and social sector.

This was to carry out inspections of fire safety arrangements, while providing fire safety and prevention information to residents. It also allowed firefighters to familiarise themselves with the operational firefighting plans for buildings. To assist with plans the NFCC, in consultation with other experts, issued the simultaneous evacuation guidance for ACM clad buildings.

These visits have been carried out via regular risk-based inspection programmes and in some cases, as part of specialised high-rise taskforces set up following Grenfell.

More than half of the fire services in England and Wales have experienced to 'a great extent' increased prevention and protection work in the wake of Grenfell. Inspections and fire safety audits which had already been planned have been brought forward and additional inspections scheduled.

As well as inspections, fire services attended community engagement events, consulted and met stakeholders and responded to media interest in order to provide public reassurance. One carried out an additional 2,054 reassurance visits to residents of high- or medium-rise buildings. A significant increase in administrative effort was required to service the needs of government departments, the NFCC, and the Hackitt review, to conduct additional risk assessments and to keep members and stakeholders informed, as well as dealing with Freedom of Information requests.

The overwhelming majority of services had had to reduce resources in other areas to compensate for the increase needed in prevention and protection work. Nor did the burden only fall on those urban authorities with a large number of high rise buildings. One service had assisted by carrying out 170 inspections in another authority's area.

This diversion of resource has resulted in reductions in support to businesses and inspections of lower-risk buildings, delays or reductions in responses to complaints and post-incident follow-up work and the cessation of some specialised outreach programmes. For example, those working in hospitals and care homes. It has been difficult to meet deadlines for building regulation consultations and some risk-based audit programmes have been suspended in favour of simpler, less exhaustive approaches targeting high-rise buildings.

This will not come as a surprise to many fire authority members, in light of recent outcomes from the first tranche of inspections. With Her Majesties Inspectorate for Constabulary and Fire and Rescue Service (HMICFRS) reporting concerns over the way services regulate fire safety, and audits almost halving (42 per cent) since 2010/11, it was reported that many teams are understaffed and under-resourced in protection. It is therefore no wonder that services and authorities have faced a mammoth challenge, and have had to divert resources to meet demand in the post-Grenfell world. It is clear that protection needs sufficient funding, particularly if fire and rescue services are to play a full part in future building safety.

Future work must include an improvement of the regulatory regime as the Housing Act and Fire Safety Order where never drafted with the current situation in mind.

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Enforcing against dangerous cladding

Councillor Howard Doe, Deputy Leader and Portfolio Holder for Housing and Community Services, Medway Council

Medway Council is leading the way after successfully taking enforcement action against a building developer after potentially unsafe cladding was found on a block of flats.

Medway Council takes the safety of its residents extremely seriously, so when we were contacted about the MHCLG's Building Safety Programme we immediately took part.

As part of the programme we became aware that a block of flats had been fitted with potentially unsafe cladding containing aluminium composite material (ACM). The premises comprises of three towers, each up to ten storeys high.

Using our powers of entry under section 239 of the Housing Act 2004 we thoroughly inspected the property using the Housing Health and Safety Rating System to identify any hazards and assess whether any action was required and what the next steps should be. This did present difficulties as, at the time, no other local authorities were carrying out such inspections so we couldn't consult with them. Medway was leading the way.

After the inspection was completed we decided that the cladding on the building was a category 1 hazard and posed a serious risk to health and safety. The council then began to take appropriate enforcement action to ensure the safety of the residents living inside the building.

We served an improvement notice to the building owners in June 2018 which required them to remove the cladding and ensure that there was a watchman for the building in place 24/7 to alert the residents of any safety risks until the cladding was removed.

The building owners appealed against the notice in July 2018 and the matter was heard by a tribunal on 10 October 2018. We were in contact with the building owners before the hearing and they accepted that the cladding had to be removed, but wanted to clarify the time frame.

The tribunal decided that the cladding should be removed within seven months.

Medway Council continues to take the safety of all its residents extremely seriously.

Making the case for automatic fire suppression systems

Councillor Mark Healey, Chair of the LGA's Automatic Fire Suppression Working Group

In the wake of the Grenfell Tower fire, the LGA's Fire Commission members established a working group to consider the evidence for automatic fire suppression systems (AFSS).

The group looked at whether the rules around the installation of AFSS in new residential buildings should be changed to bring the provision in England in line with Scotland, where new residential buildings over 18 metres require AFSS or Wales where the requirement is for all new buildings, and whether height should be the only determinant. It also looked at retrospective measures.

Following an evidence session attended by NFCC representatives, industry representatives and councils, as well as the Welsh Government and Greater London Authority (GLA), the group produced a report which has been subject to wide discussion among Fire Commission and FSMC members and will go to the LGA's Leadership Board later this spring.

The arguments for strengthening the requirement to include AFSS in new buildings are clear enough: NFCC research indicates that sprinkler systems operate on 94 per cent of occasions and when they do operate they extinguish or contain the fire on 99 per cent of occasions. Sprinklers are effective – they do not as a rule cause significant damage through false alarms. There is also a strong argument for reducing the height above which sprinklers are required on grounds of firefighter safety.

Nevertheless, some witnesses argued that while AFSS are proven as the most effective safety feature, they are not a substitute for fixing flaws in the primary safety features of a building. Fire doors are essential in protecting high rise residents, hard wired smoke alarms are also important. Spending money on sprinklers instead of these elements contravenes the need for a holistic approach to fire safety.

Members felt the case for lowering the height requirement and requiring additional protection for vulnerable residents was so strong as to require prescriptive measures, but decided not to recommend following the Welsh model. Key factors here were the lack of supporting cost-benefit evidence and concern that significantly increased demand might lead to a decline in the quality of installation. Nevertheless there was some support for mirroring the Welsh approach. In time the effect of the new Welsh regulations will be easier to judge as evidence accumulates and it was felt that the FSMC should return to this question in the future.

A number of the concerns about retrofitting AFSS were addressed in the evidence session. There were mixed views on the difficulties posed by asbestos in blocks which might be disturbed by installation and the challenges of water supply. There were concerns around accreditation and competence of installers if there were a sudden increase in demand. Access to properties is still a major issue. Education and engagement are critical here.

Retrofitting has potentially significant financial implications. On the other hand it is hard to argue that people living in buildings constructed 40 years ago should enjoy less protection from fire than those living in new buildings.

During the course of the group's work Dame Judith Hackitt's report was published and it was recognised that any recommendation in respect of retrofitting needs to dovetail with the work arising out of Dame Judith's recommendations, which the Government has accepted in full. This is reflected in the group's recommendations, as is the LGA's view that Dame Judith's definition of higher risk residential buildings (HRRBs) needs to expand to cover all residential buildings over 18 metres and other residential buildings where vulnerable people sleep.

The group agreed the following recommendations:

- The height of residential high rise buildings in which AFSS should be installed in new buildings should be lowered to bring the provision in England in line with Scotland.
- AFSS should be installed in all newlybuilt premises where vulnerable people sleep unsupervised. This would include residential schools and care homes.
- The requirements placed on duty holders to demonstrate the safety of existing HHRS buildings in Dame Judith Hackitt's report should apply to all residential buildings over 18 metres and all buildings where vulnerable people sleep (other than private dwellings).
- In the absence of the requirement above, owners of buildings over 18 metres high or where vulnerable people sleep unsupervised should be required to retrofit AFSS as part of a proportionate risk-based programme of fire safety management.

- For the purposes of this report 'vulnerable people' means those who cannot reasonably be expected to evacuate a building as quickly as others due to disability or age (this includes children as well as the elderly).
- Any building owner installing AFSS under the provisions above should have the legal right to enter leasehold premises for the purposes of installing and maintaining sprinkler systems.
- The Government should commit to providing assistance to any council experiencing financial difficulty in meeting the retrospective obligations as it had done in respect of the remediation of social housing blocks with flammable cladding.

The work of the group will help inform the LGA's response to the technical consultation on changes to Approved Document B this spring.

Delivering reform: the Joint Competent Authority and the Joint Regulators Group

Councillor Paul Carter, Chair of the LGA's Grenfell Task and Finish Group

As work on building safety has developed following the Grenfell fire, it has become abundantly clear that the entire system for ensuring the safety of residents in high rise buildings is fundamentally flawed and correcting these failures is going to take time and a lot of detailed work. The fire service is only one of a number of organisations involved, but it is central to the work of establishing a new regulatory system – one that works.

In her review of Building Regulations and Fire Safety, Dame Judith Hackitt recommended the creation of a Joint Competent Authority (JCA), to oversee better management of safety risks in multi-occupancy higher risk residential buildings (HRRBs) from design through construction to occupation.²

Dame Judith wanted the JCA to bring together the Health and Safety Executive (HSE), fire and rescue authorities and local authority building control (LABC). She was clear that this meant establishing a framework for the regulators to work together, rather than merging them. The report acknowledged that detailed work would need to follow to establish exactly how this could be done, in particular because the HSE is a national body, unlike fire authorities and LABC – and because all three regulators are overseen by different central government departments. The review cited the way in which HSE works alongside the Environment Agency in England to oversee Control of Major Accident Hazards (COMAH) as a possible starting point.

The LGA was consulted by MHCLG on the possible shape of the JCA last autumn. Following consultations with lead members from the FSMC and other relevant LGA boards, brought together in the Grenfell Task and Finish Group of which I am Chair, the LGA made strong representations in favour of the JCA as a coordinating body overseeing the activities of the existing regulators, with a relatively small central staff performing oversight and monitoring. We argued that the JCA needed a board containing political representation to avoid democratically elected councils and fire authorities being directed by a quango consisting of officers from those authorities. Both the LGA and the NFCC felt creating an entirely new regulator with a full operational role would be overly-bureaucratic and unnecessary and saw no advantage in appointing one of the existing regulators as a lead with authority over the others.

Although governance is clearly an important issue, the LGA was also keen to emphasise that the new body would not achieve its ends unless its creation was accompanied by fulfilment of Dame Judith's recommendations that a wider and more flexible range of powers be created and serious penalties imposed on those who ignored safety regulations.

We have also emphasised the need to address the shortage of fire engineers in the UK, to consider whether there is currently sufficient capacity in LABC, and raised concerns at the extent to which cost-recovery would be able to fund the new regime. We continue to make these points.

² https://assets.publishing.service.gov.uk/government/ uploads/system/uploads/attachment_data/file/707785/ Building a Safer Future - web.pdf

In December 2018 MHCLG published an implementation plan, making it clear that the government will be taking forward all of Dame Judith's recommendations.³ The Government will be consulting in the spring, with a view to introducing legislation in the next parliamentary session.

In order to develop and pilot the new regulatory framework MHCLG established the Joint Regulators Group (JRG) which brings together the HSE, LABC, the NFCC and the LGA. This is an officer-level group that works closely with the early adopters group – building owners and developers – to trial elements of the proposed new regulatory framework ahead of legislation being drafted.

Priorities for the JRG will be trialling the Safety Case approach to building safety, designing the 'gateways' (points at which duty holders have to satisfy the JCA that a building is safe, for example prior to occupation) and the 'golden thread' which will insure that safety-critical information about a building is maintained and available. Other early priorities are to clarify national and sub-national roles under the new system; minimise conflicts of interest; clarify the role of associated disciplines; and map regulator capabilities and requirement for skills uplift. This is a challenging programme of work for a small body and the JRG will be supported by a number of working groups. A trial of joint HSE, LABC and fire and rescue authorities inspections has already taken place in Manchester.

The LGA's role in the JRG is overseen by the Grenfell Task and Finish Group. The FSMC receives regular updates and is kept informed of – and discusses – developments, as are the Safer and Stronger Communities Board and the Environment Economy Housing and Transport Board. The LGA Chairman is also regularly updated.

While the JRG has an important role to play in turning the broad picture Dame Judith Hackitt painted into a detailed and effective system, a number of key issues remain to be addressed that either fall outside its remit, or which will need wider input. These include: the need to ensure competence across the industry and to increase the capacity of regulators, especially on the fire engineering side; the need to resource regulators sufficiently if the new regime is to prove effective and the scope of the JCAs remit, which the LGA has argued needs to go beyond Dame Judith's reference to residential buildings above 10 storeys.

The existing regulatory system has failed residents – both the fire and local government sectors are determined that its replacement will not fail again.

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³ https://assets.publishing.service.gov.uk/government/ uploads/system/uploads/attachment_data/file/766002/ BSP_-_implementation_programme.pdf

Responding to Kerslake

Dave Walton, Lead for Marauding Terrorist Attacks, National Fire Chiefs Council

In the wake of the terrorist attack at Manchester Arena on 22 May 2017, in which 22 people lost their lives, a review of the events and aftermath was commissioned by Andy Burnham, Mayor of Greater Manchester, in his role as Police and Crime Commissioner.

The review, led by Lord Kerslake, investigated how emergency services and other organisations responded to the bombing. It was commissioned in July 2017 and published its report in March 2018.

The report was critical of the emergency services' response to the incident and made 50 recommendations including around the communications between emergency services and plans to cope with terrorist attacks.

Following the publication of the report, the NFCC committed to addressing its recommendations, stating that: 'Fire and rescue services have a duty to respond to terrorist incidents as a fundamental element of the firefighter's role. We will ensure that the lessons identified through Kerslake are learned and acted upon by the fire and rescue service as a priority'.

The Government is keeping an overview of the recommendations outlined in the report, while leaving it to the sector to lead the response. As many of the recommendations are multi-agency, they are also being monitored via the Joint Emergency Services Interoperability Principles (JESIP) team.

Specific fire-and-rescue-related recommendations are being reported through the NFCC's National Operations Coordinating Committee.

A significant amount of work has now taken place – most of which is now complete – to ensure that learning identified by the inquiry is translated into tangible improvements in practice. This includes ensuring the necessary doctrine and guidance is amended to reflect the learning. This is a multi-agency effort and will ensure that all blue light services are aware of the learning and are working towards implementing changes.

The revised guidance will reflect the numerous attack methodologies utilised in marauding terrorist attacks on UK mainland and internationally. It also provides guidance to responders in respect of command and control of such incidents, and some high level tactical considerations.

The work has been led by the Office of Security and Counter Terrorism and has included representation from all relevant agencies, including the NFCC.

The NFCC Fire and Rescue Service Marauding Terrorist Firearms Attack (MTFA) National Working Group (NWG) have been involved in the development of the guidance, and it is widely welcomed as a progressive piece of work that will support fire and rescue service response in marauding terrorist attacks where numerous casualties are involved. The NWG have monitored the progress against the Kerslake recommendations and have provided an assurance report to NFCC Operations Coordination Committee at the January 2019 meeting.

This updated guidance will encompass all recommendations that are relevant to fire and rescue services. This will be circulated to all fire and rescue services under the guise of a JESIP Joint Operational Learning Action Note to ensure that they are aware of the revised guidance and that due consideration has been given to the recommendations made by Lord Kerslake.

The UK fire and rescue service has an excellent track record in responding to risk; however we need to ensure we can adapt and meet risks as they emerge. The recommendations of this review will provide this focus and we will work closely with our emergency services partners to take these forward.

"A significant amount of work has now taken place – most of which is now complete – to ensure that learning identified by the inquiry is translated into tangible improvements in practice."

Altogether now: Lancashire Fire and partnership working in response to the Moorland fire

Lancashire Fire and Rescue Services

The Winter Hill broadcasting and telecommunications station in Lancashire is an important piece of national infrastructure. The main transmitter for the Granada television region, it also carries emergency service telecomms. At 15:21 hours on Thursday 28 June a 999 call was received: "The mast on Winter Hill is on fire".

A fire engine and crew from Bolton went to investigate and although the crew reported that none of the telecoms masts were on fire, the fire was in close proximity to them and more firefighting resources were assigned.

Within an hour ten fire engines and crews from Lancashire and Greater Manchester Fire and Rescue Services had been sent to the incident and by nightfall the number of crews in attendance had doubled. Greater Manchester's commitment to the moorland fire on Saddleworth Moor, which had begun a few days before Winter Hill, was still on-going and Lancashire Fire and Rescue Service led on the Winter Hill fire, providing most of the firefighting resources with Greater Manchester Fire and Rescue Services's involvement in one of the sectors.

Prolonged hot, dry weather had left grass on the hill parched and the fire burned intensely and escalated rapidly.

Firefighters used beaters to extinguish the flames together with water sprays, but they were well away from hydrants and standing water, with reservoirs some distance away in the surrounding valleys.

Fire engines carry a thousand litres of water and their on-board tank was replenished initially by making the journey to and from the water sources until arrangements could be made to convey bulk supplies. These included high-volume pumps, kilometres of hoses stretching from reservoir and water tankers – including specially-adapted farmers' slurry tanks.

On day two a second fire in the Scout Road area of the moorland was reported, taking the total number of fire engines and crews deployed to thirty.

Other agencies too were hard at work. United Utilities, custodians of much of the land, together with the Woodland Trust, chartered a helicopter to drop water onto the fire, directed by firefighters on the ground. The Woodland Trust provided another helicopter for the same role at the height of the fire.

Bolton Mountain Rescue Team provided invaluable assistance, sharing their detailed knowledge of the terrain with firefighters.

On Saturday 30 June the fire on the Bolton side accelerated due to increased wind speed causing both fires to combine into one, covering an area of 18 square kilometres. A major incident was declared and fire engines and crews from 19 other services from Dorset and Wiltshire to Northumberland were made available to ensure that emergency cover in other parts of Lancashire and Greater Manchester could be maintained.

Firefighters and staff from partner agencies worked in extremely arduous conditions in the middle of a heatwave. Shift-changes and supplying firefighters with water and food became a major exercise in itself. A handful of minor sprains and bruises is testimony though to the effectiveness of the welfare arrangements set in place.

Two isolated homesteads were protected by a combination of fire breaks cut by excavator and tenacious firefighting. Once the surface vegetation had burned away however, fires in the peat below the surface across much of the moor remained and only water could dowse these.

Water was constantly applied around the perimeter and across the moor, steadily extinguishing the fires, though isolated 'hot spots' remained well into August.

In the closing stages, these were dealt with by Hagglund articulated caterpillar-tracked allterrain vehicles equipped with water lances.

Throughout, Lancashire Fire and Rescue Service's drone was used to overfly the area, giving firefighters a vital aerial perspective of the fire and the impact firefighting was having on it and subsequently equipping them with thermal maps of the peat fires burning under the surface, revealed by infra-red photography.

Media access was facilitated from the outset, managed without adverse impact on the emergency responders or danger to journalists, who provided extraordinary coverage of the firefighting taking place and a well-informed public largely stayed away.

It contributed too to a groundswell of public support, expressed on social media, as a message in a house window reading 'Thank You for Saving Our Hill' and as contributions of bottled water and food kept cool in the heatwave in a Morrisons refrigerated lorry, a loan from the supermarket chain for the duration of the incident.

The aftermath? A huge impact on the moorland, the loss of burned peat, the destruction of habitat for insects and nesting birds, fences and field boundary walls destroyed or damaged. Time will hopefully heal.

A specialist team of South Wales firefighter colleagues drafted in during the Winter Hill response introduced Lancashire Fire and Rescue Service to a tactic of burning off surface vegetation to rapidly create fire breaks. Lancashire will be introducing its own Fire Suppression Burns Team on the 1 April 2019.

On the financial front, the Bellwin Scheme of financial assistance from central government to offset the immense cost of an emergency response of this scale is being progressed.

"A major incident was declared and fire engines and crews from 19 other services from Dorset and Wiltshire to Northumberland were made available to ensure that emergency cover in other parts of Lancashire and Greater Manchester could be maintained."

Water rescue and flooding data

Dawn Whittaker, Water Safety Lead, National Fire Chiefs Council

According to the World Health Organisation 'drowning is a serious and global public health issue, claiming a shocking 372,000 lives a year'. In the UK deaths in water (all causes) have been around 600 a year, with analysis indicating that the proportion of those that are as a result of accidental or natural causes being around 400 a year. These statistics clearly demonstrate that deaths in water exceed deaths in fire.

The publishing of the UK Drowning Prevention Strategy in February 2016 created a significantly increased demand for data and information by the many agencies involved in water safety in the UK and from the press and other stakeholders.

The National Water Safety Forum was responsible for writing the new strategy and since 2009 has published an annual water fatalities report produced from the forum's data repository, WAID. The limiting factor of the annual report is that it only includes fatalities and a data analysis suggests that the number of people injured in or requiring rescue from water is likely to be ten times greater.

Since 2016 many agencies have been collaborating in attempt to not only improve water safety awareness, but also to reduce the number of individuals that suffer death or injury in water.

Historically water rescue and flooding incidents which fire and rescue services have attended will have been reported through the national incident recording system (IRS) as 'special services' and there has been limited analysis of these incident types.

An important step forward in improving analysis of this category of incidents is the inclusion for the first time of a section on data on flooding and rescue from water in the statistics produced by the Home Office (this can be found in section six of bulletin 3/19 on the 31 January for incidents attended between April 2017 to March 2018 in England). We hope to see similar reporting from the devolved administrations so that we can assess a UK wide position.

The data of course has to be viewed alongside information from other agencies like the Coastguard and RNLI and lifeguard agencies to get the full picture in relation to community risk and rescues.

The report demonstrates that while fire incidents have been declining over the last 10 years, water related incidents are far harder to reduce and have fluctuated with a peak in this time period of 19,607 incidents in 2012/13. Last year (2017/18) there were 16,688 incidents in England alone and the report suggests a correlation with rainfall, which is obvious in relation to flooding; however deeper analysis shows, for example, that the very hot weather of the summer of 2016 produced a peak of water rescues, exemplified by the loss of 7 lives at Camber Sands in East Sussex in that period. The conclusion that can be drawn from both facts is that the weather does play a significant part in water related rescues. The analysis also highlights that London has the highest number of incidents in relation to population.

The analysis of incident numbers in comparison with the latest published figures from WAID (2017 UK annual Fatality Report) demonstrates that there is not a direct correlation between the number of fire and rescue service incidents and location of recorded fatalities in water (no data of injuries in water is available by location), for example Cornwall recorded the highest number of water fatalities (inland and at sea) during 2016 and 2017.

It is clear that there has been a lot of progress with the collation and high level analysis of water related incidents over the last couple of years, however, there is much more to do to ensure that agencies have a full understanding of the community risk in order to direct both public and charitable sector resources to the right locations to reduce injuries and fatalities in water. Key to this will be collaboration. In addition fire and rescue authorities should consider the use of this data and information as they refresh integrated risk management plans and consider distribution of resource to risk.

Sources: Home Office Statistical Bulletin 3/19

WAID Annual Water fatality reports 2016, 2017.

"While fire incidents have been declining over the last 10 years, water related incidents are far harder to reduce."

Friends Against Scams: helping to keep communities safe and secure

Nikki Pasek, Friends Against Scams

Scams affect the lives of millions of people across the UK. The National Trading Standards (NTS) Scams Team estimates that the detriment to UK consumers as a result of these scams is between £5 and £10 billion a year.

Friends Against Scams is an NTS Scams
Team initiative, which aims to protect and prevent people from becoming victims of scams by empowering communities to 'Take a Stand Against Scams'. We are encouraging fire officers to take the Friends Against Scams training: www.friendsagainstscams.org.uk/elearning/LGA. This short online training session will help officers to understand the different types of scams, help them to cascade messages about scams prevention and enable them to spot the signs that someone is being scammed when they are working out in the community.

As a trusted face in the community, firefighters can play a vital role in supporting our work. Those most likely to be victims of scams are often those most vulnerable to fires in the home. It is likely therefore that they receive home safety visits and that on these visits firefighters may see signs that someone is, or is at risk of becoming, a victim of scams.

Fire services are also being encouraged to sign up as Friends Against Scams organisations to support the campaign and to show that they are helping the nation to 'Take a Stand Against Scams'.

Scams come in many forms; uninvited contact is received by email, letter, and telephone or in person making false promises to con victims out of money.

There are many of these sorts of scams, but some of the most common are fake lotteries, deceptive prize draws or sweepstakes, clairvoyants, computer scams, and romance scams. Postal, telephone and doorstep scams are often targeted specifically at disadvantaged consumers or those in periods of vulnerability.

The criminals attempt to trick people with flashy, official looking documents or websites, or convincing telephone sales patter, with the aim of persuading them to send a processing or administration fee, pay postal or insurance costs, buy an overvalued product or make a premium rate phone call. Doorstep scams are crimes carried out by bogus callers, rogue traders and unscrupulous sales people who call, often uninvited, at people's homes under the guise of legitimate business or trade.

Friends Against Scams has been created to tackle the lack of scam awareness by providing information about scams and those who fall victim to them. This information enables communities and organisations to understand scams, talk about scams and cascade messages throughout those communities.

Friends Against Scams encourages communities and organisations to take the knowledge learnt and turn it into action. The scheme aims to raise awareness of the impact of scams and help people recognise the signs that someone might be at risk. These messages enable people to take action and look out for each other in their local communities. Anybody can join Friends Against Scams and make a difference in their own way.

What does this mean for the fire service? In our experience victims of mass marketing fraud are repeatedly targeted by criminals as their details are perpetually sold on to others; it is organised crime. This generates vast amounts of mail, sometimes 30-60 pieces per day, six days per week. We have often found that victims hoard their post, which is obviously a fire risk. One of our victims was discovered to have scam mail that reached from their floor to their ceiling.

The average scam victim gets between three and ten calls per day. Research shows that cooking appliances are the source of ignition for a significant number of household fires. Cooking fires frequently occur when people are distracted and forget that they have something cooking. The likelihood of a scam victim being distracted when cooking is elevated due to the number of scam calls they get each day. This increases the risk of a fire starting.

The NTS Scams Team has set an aspirational target of achieving one million friends by 2020. The team are working with government departments, local authorities, charities businesses and schools to recruit friends and spread the message. We hope fire services will work with the team to help achieve this target and protect their own local communities from scams.

Further details are available from: www.friendsagainstscams.org.uk

"As a trusted face in the community, firefighters can play a vital role in supporting our work."

East Sussex Fire and Rescue Service's Behavioural Insights Accidental House Fires Project

Toby Blume, Director, Social Engine and **Elizabeth Curtis** Communications Manager

Accidental dwelling fires (ADFs) are a key area of focus for East Sussex Fire and Rescue Service. The current home safety visit programme has traditionally targeted vulnerable people (for example, people with reduced mobility, vision or hearing) to provide face-to-face advice. Whilst invaluable, home visits are resource-heavy and the service wants to reach a larger audience that goes beyond the focus of its traditional interventions.

East Sussex Fire and Rescue Service secured funding from the LGA for a behavioural insights project aimed at reducing incidents of accidental house fires and 'near misses' within the city of Brighton and Hove. The service commissioned specialist behaviour change agency Social Engine⁴, to provide support to design, test and evaluate interventions intended to reduce the instances of accidental kitchen fires by using behavioural insights.

There are now currently two trials underway. The first is targeted at young people (aged 18-35) living in privately rented accommodation in urban neighbourhoods. This is a significant group within the local area, accounting for approximately 15 per cent of the county's population. However, they are responsible for almost a quarter of all incidents of accidental kitchen fires in the area. It was decided to develop and test interventions aimed at reducing the number of kitchen fires and encouraging safer behaviours among this target group.

The intervention involves sending novel messages which are noticeably different from the fire safety messages that people might traditionally identify with the fire service (whilst retaining the credible, authoritative identity that fire services enjoy). They include light-hearted photos, animated gifs and video clips which intend to gently emphasise our underlying intervention message – 'don't cook yourself, enjoy a takeaway instead'.

Messages are based on the Transtheoretical⁵ approach to behaviour change – supporting people on a journey from pre-contemplation to contemplation, preparation and action. They are intended to encourage people to consider and adopt alternatives to cooking after a night out.

The trial began in June 2018 and will run for 12 months, in order to ensure sufficient sample size to determine a statistically significant result. Analysis will involve comparing incidence of accidental kitchen fires among the two groups to determine the effectiveness of the intervention. We will also be conducting some interviews to capture qualitative data about perceptions and behaviours of trial participants. We expect to publish the results of the project in the early summer.

Our second trial focusses on people aged 35-44 and replaces the focus on cooking after a night out, with a focus on registering and checking electrical appliances. The second trial was launched in January 2019 and will run alongside the original one until the conclusion of our field work in mid-June.

⁴ www.social-engine.co.uk

⁵ www.ncbi.nlm.nih.gov/pubmed/10170434

This trial is intended to take advantage of the number of potential participants we have recruited during the course of the initial trial but who are ineligible due to being outside of our target age range. We will report on both trials as they progress.

The LGA's behavioural insights programme is part of the LGA's wider support to council innovation. Falling resources and increasing demand means that council resources are under more pressure than ever; this can act as a barrier to the take up of innovative ideas. In order to assist with this, the LGA has match funded a small number of council behavioural insight projects in order to reduce the financial risk for councils and encourage innovation.

As behavioural insights continue to be applied to increasingly complex issues in local government, the LGA is looking to build an evidence base of what works that councils can apply to their own services locally. We are interested in hearing about any behavioural insight projects that your council is running. Please email productivity@local.gov.uk so that we can promote your work to councils across the country.

You can find out about other behavioural insight methodologies and case studies here: www.local.gov.uk/our-support/efficiency-and-income-generation/behavioural-insights

"Messages are based on the Transtheoretical approach to behaviour change – supporting people on a journey from precontemplation to contemplation, preparation and action. They are intended to encourage people to consider and adopt alternatives to cooking after a night out."

Inspection: our findings so far and the diversity gap

Zoe Billingham, HM Inspector, Her Majesty's Inspectorate for the Constabulary and Fire and Rescue Services

In 2017, HMICFRS was given the responsibility to assess every fire and rescue service in England, to see how effective and efficient they are in keeping people safe from fire and other risks, and how well they look after their people. Just before Christmas we published our first 14 inspection reports.

Overall, we were really pleased to find that when people need them, fire and rescue services respond with trained and skilled firefighters. We have all seen examples across the country of our firefighters putting themselves at risk to keep people safe. The public rightly hold the work of fire and rescue services in the highest regard.

This is the first time that fire and rescue services have been independently inspected in 12 years, so it's not surprising that we found that there's some work for services to do. For example, a vital part of a fire and rescue service's role is to ensure that premises are being kept safe. We found many services have not given protection work the priority it deserves. This needs to change.

When we inspected, we found that most of the fire and rescue services are operationally effective. We judged ten services as 'good' and four 'requiring improvement'. We judged half the services to be good at their efficiency, namely how they use resources to manage risk and how well they are using their resources to ensure they are affordable now and in the future. Five services 'require improvement' in their efficiency and one service was found to be 'inadequate'.

When looking at how services use their resources, we found that some services have very high levels of reserves. We think these should be used to invest in things that will help them to be more efficient in the future. We also found that some services had outdated processes and systems in place that prevented staff being as productive as they could be.

The area of greatest concern was the way services look after their people. Only three services were graded as 'good', with ten 'requiring improvement' and one judged to be 'inadequate'. We were pleased to see some services have a clear statement of the values and culture of the organisation to guide the behaviour and decisions of all those who work for them. However, we found fundamental cultural problems in too many services. We found some extraordinarily outdated practices, such as there being no dedicated provision for female firefighters to change or shower, or staff being humiliated by their peers. Too often these outdated practices are not occurring under the radar - and even more worryingly, they are all too often seen as 'the norm'. Fire and rescue services must take swift and sustained action to create a modern, inclusive environment. where everyone feels welcome.

Not enough services are good at promoting fairness and diversity. Fire and rescue services should be inclusive and should be more representative of the communities they serve. Nationally, no fire and rescue service is close to this in terms of disability, gender, and black, Asian and minority ethnic (BAME) diversity.

This was reflected in what we heard about the behaviours of people towards colleagues who are in some way different from most of the workforce. All too often, fire and rescue services are an echo chamber for those of the same gender, age and ethnicity. So, staff who are different often don't have a voice, or are reluctant to use their voice to influence positive change. Fewer than half the services we inspected have set up staff support networks. This is something relatively easy that services can put in place to improve support across their workforce.

Most fire and rescue services are now recruiting wholetime firefighters again and have taken steps to increase the diversity of the workforce, in particular, on operational crews. This is a good thing. We also welcome the work the National Fire Chiefs Council and Home Office are doing to improve the diversity of the fire workforce. This includes targeting on-call recruits through national awareness campaigns such as 'Join the team: become a firefighter'. Importantly, these campaigns target people from underrepresented groups who may not have previously considered this as a career.

But it is one thing recruiting a more diverse workforce; it is quite another to make sure individuals thrive within a service. Unless services tackle these fundamental cultural problems, they will struggle to be diverse employers.

We expect to publish reports on the next 16 services in June and I look forward to continuing our work with you. I'd like to thank you for your help and support so far – we've met a lot of passionate and committed people in the course of our inspections. I feel sure that the fire service can respond to the challenges – and opportunities – that it faces, as it continues to serve the public and keep people safe.

Responding to inspection: the LGA's peer support offer

Gary Hughes, Principal Adviser, East of England, LGA

This year's fire conference takes place in the wake of the first inspections of fire and rescue services for twelve years.

It is inevitable that a new process takes time to bed in and we can expect the process of inspection to develop over time – it already is. The FSMC will assist that development through the External Reference Group which brings the FSMC, NFCC and Her Majesties Inspectorate for Constabulary and Fire and Rescue Service (HMICFRS) together.

The first tranche of inspections has shown that the sector is good at understanding the risks it deals with, good at preventing emergencies and good at responding to them. It has also highlighted a lot of good practice in every area of activity and one of the challenges for the FSMC and the NFCC now is to ensure that the best of that good practice is effectively shared.

Inspection is not a competition and other fire authorities are not rivals. The reasons behind good results are not a victory whose secrets need guarding.

However, we cannot simply focus on the positive headlines. The generally positive verdict on the effectiveness theme should not distract us from the fact that this is the core business of the service and no result should fall below 'good'. There is no room for complacency around our core activity.

Five services required improvement in the efficiency theme and one was inadequate. Given the current challenges around finance, this is an area where as a sector we need to raise our game. The results in the 'people' theme were particularly poor.

We are good at recruiting the right people and our efforts to recruit a more diverse workforce – which will obviously take time to bear fruit – have been acknowledged. But there are less comforting results in terms of performance management, leadership development and a failure to promote positive values and culture.

Just over a quarter of respondees to the HMICFRS staff survey for tranche one felt they had been bullied or harassed in the last 12 months, and many of our staff appear not to trust the organisation they work for to treat them fairly or to listen to their grievances, and that needs to change.

Governance was not covered in these inspections, but it is the members of fire authorities who are legally responsible for the service.

Fire authority members have a duty to ensure that their service responds effectively to any finding of inadequacy or requirement to improve, as well as to specific causes of concern.

In order to fulfil their statutory role, fire authorities need to assure themselves that the chief fire officer has a plan in place to address any issues arising from inspection; that the plan is adequate and that it is acted upon effectively. We need to give our chiefs the support they require to deliver improvement and we need to hold them to account for delivering it.

To support this process – and to help increase the proportion of findings that are graded outstanding – the FSMC is in the process of commissioning a toolkit for all fire and rescue authorities to improve the way they scrutinise and challenge their services and in particular how they address and respond to the outcomes of the inspection. We hope to provide this as an e-learning module supported by a hard copy publication, to be available before the second tranche reports are published in June, with a peer support element to provide external challenge.

We are continually adapting and modifying the peer support framework to reflect the changing needs and improvement priorities of fire and rescue authorities. Peer support can cover a broad or narrow range of issues, can be tailored to an authority's needs and used to prepare for or respond to inspection. Subject to the outcome of negotiations over improvement funding with MHCLG, the FSMC plans to offer the following additional support:

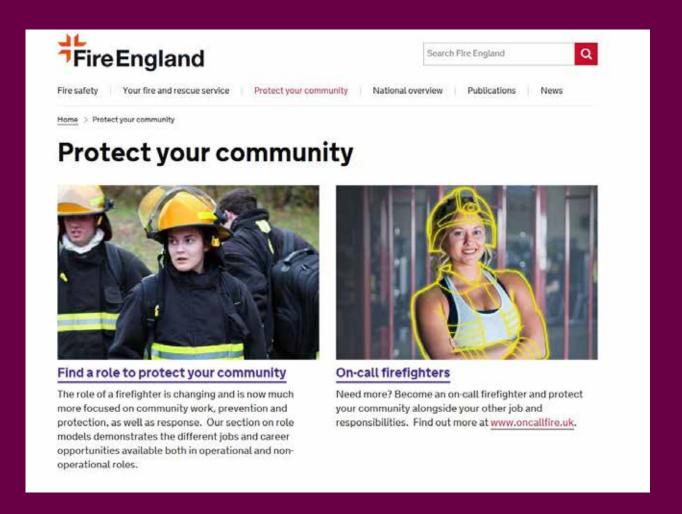
- the equalities framework peer challenge free of charge to priority fire and rescue authorities
- adapting the LGA Leadership Programme, which focusses on the relationship between chief executives and leaders, to consider the relationship between fire and rescue authority chairs, fire and rescue authorities and chief fire officers
- re-run the culture, inclusion and diversity events that have taken place this year, either as repeat sessions or as an e-learning tool
- produce 15-minute mini-masterclass video presentations highlighting best practice and put them on the LGA website
- direct scrutiny training, building on the experience of training previously commissioned for 10 police and crime panels when they were first established in 2012.

The FSMC has written to all fire and rescue authorities asking them to ensure that all members read the tranche one report, stressing the need for fire and rescue authority leadership in responding to reports and setting out the LGA's proposals for support.

We will continue to look at ways in which fire and rescue authorities can share best practice, including learning from each other's experience of responding to inspection. We welcome suggestions from members – please contact: charles.loft@local.gov.uk

"In order to fulfil their statutory role, fire authorities need to assure themselves that the chief fire officer has a plan in place to address any issues arising from inspection; that the plan is adequate and that it is acted upon effectively. We need to give our chiefs the support they require to deliver improvement and we need to hold them to account for delivering it."

Home Office national awareness campaign around diversity



Many fire and rescue services that are recruiting both wholetime and on-call staff are considering methods to improve diversity within their individual recruitment strategies.

The Home Office and National Fire Chiefs Council are supporting this through a national awareness campaign. These materials can be used to enhance the work fire and rescue services are already undertaking. The national awareness campaign, 'Join the Team: Become a Firefighter' includes a range of documents which highlight the broad role of a firefighter and showcase the range of people employed by fire and rescue services. The products include:

A fitness guide, which aims to raise awareness of why firefighters need a level of fitness, highlights ways to increase fitness levels and gives viewers pointers on what to expect during the fitness section of the recruitment process.

A range of role models from across protection, prevention and community based roles to showcase the wide range of people who are already successful in the fire sector.

A myth buster guide, which addresses some of the reasons used as to why a career in the fire service is not accessible to everyone.

The campaign, which targets those from underrepresented groups who may not have previously been interested in the role, highlights that 'people like them' already have successful careers in fire and rescue services all over the country.

The campaign is being supported by the National Fire Chiefs Council (NFCC), the Local Government Association (LGA) and Inclusive Fire Service Group (IFSG) and will assist fire and rescue services to attract a diverse breadth of applicants in their upcoming recruitment drives.

The material underpins the new on-call firefighter recruitment portal: www.oncallfire.uk

The website, which was funded by the Home Office and the NFCC and created by Hampshire Fire and Rescue Service, shows people undertaking everyday tasks, with a line drawn outline of firefighter personal protective equipment over-laid on their image. A wider range of products, including social media adverts which support services to promote the on-call duty system are helping to promote a national brand for the on-call duty system.

In advance of the launch of the Fire England website the LGA has made this resource available on its website: www.local.gov.uk/recruitment-support



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