Lakanal House Rule 43 Action plan

The action plan and all associated documentation will be monitored and filed by the HSM A/GM Coupar.

1 - Public awareness of fire safety.

A number of former residents of Lakanal House gave evidence. There was little awareness of fire safety advice published by London Fire Brigade, whether through leaflets, the website or home fire safety visits. Residents of high rise residential buildings need to be aware of the dangers associated with fire in such buildings and to have a clear understanding of what they should do in case of fire. Whilst this is a matter which concerns housing providers, it is recommended that your Brigade also consider how to improve dissemination of fire safety information to achieve effective communication with residents of such buildings.

It is recommended that the Brigade consider how to improve dissemination of fire safety information to achieve effective communication with residents of such buildings.

2 Visits made pursuant to section 7(2)(d) Fire and Rescue Services Act 2004.

General familiarisation visits and home fire safety visits I note that the Brigade now has guidance as to how such visits should be conducted and the type of information which crews should gather. As you recognise, “gathering of operational knowledge has little value unless it can be stored, disseminated, accessed and updated when most needed i.e. at incidents when the use can save valuable time and inform critical Command decisions”.

It is recommended that the Brigade review procedures for sharing information gained as a result of section 7(2)(d), familiarisation and home fire safety visits with crews both within the station in question and at other local stations.

3 Incident Commanders.

During the Lakanal House fire there were six changes of Incident Commander (IC) with some serving as IC for brief periods.

It is recommended that the Brigade review its policy and procedures concerning incident command, having regard to whether it is effective for the choice of IC to be tied closely to the number or type of appliances attending an incident and the effectiveness of a policy which may result in rapid and frequent changes of IC.

It is also recommended that consideration be given to training of IC’s and potential IC’s to enhance their performance in relation to the following:

1. Use of the Dynamic Risk Management model and other management tools to enable ICs to analyse a situation, and to recognise and react quickly to changing circumstances.
2. To recognise when to escalate attendance by more experienced IC’s
3. To anticipate that a fire might behave in a manner inconsistent with the compartmentation principle.
4. To be aware of the risks to those above and adjacent to the fire flat.
5. Handover from one IC to the next and effective deployment of outgoing IC’s.
6. The collection of information from all possible sources.
7. Use of methodical search patterns.

4 Brigade Control

I note the steps already taken by the Brigade in relation to guidance to and training for those at Brigade Control who are involved in handling calls from members of the public, and fire survival guidance calls in particular.

It is recommended that the Brigade consider whether training is given to operational crews about Brigade Control practices and procedures. This can be incorporated into the training requirements under recommendation 8 of the Shirley Towers Rule 43 judgement. Particularly in relation to survivor guidance.

5 Communications

New IS BA radios have been ordered to improve the current equipment, level of provision remaining as is. Channels available are as national format. There are sufficient channels to allow additional channels to be used if required. The hardware will be interface compatible with new BA sets, however will not with existing BA.

It is recommended that the Brigade consider whether it would be beneficial to use additional breathing apparatus radio communications channels and personal radio channels at major incidents to reduce the amount of traffic on each channel.

6 Letter to DCLG in relation to Fire Safety, fire fighting and search and rescue.

These recommendations are made to government in pursuant of changes to national policies and guidance.

In regard to the recommendations made on DCLG, These will be monitored by GM Crapper for a response to the Coroner by Mr Pickles. In regard to the specific issues mentioned by the Coroner in regard to GRA 3.2 High Rise fire fighting the SOP group can review and track national changes through the collaboration.
Shirley Towers Rule 43 Action Plan

1. The review of 1/97 is expected to prescribe 2 search methods for the first time -
   The TNA from the gap analysis is likely to require training plan lasting at least 12
   months:
   a) The use of TICs is already covered in phase 1, 2 and 3 for all levels Ff - L3
      managers
   b) The emphasis on the application of direct and indirect cooling (putting the
      wet stuff on the hot stuff) will be added to every BA ref from 2013/14
   c) It is proposed that OFRS wait for the review of 1/97 before moving forward
      on this to make sure any change of practice accurately reflect the guidance
   d) The review of 1/97 will standardise search procedures enhancing cross
      border working; cross boarder working practices are audited and exercised regularly.

   TCM to confirm a) and b) with T&DM, and provide lesson plans and or presentations
   as evidence.

   Guidance and clarification is required with regard to search procedures as set out in
   Technical Bulletin 1/97 (Breathing Apparatus Command and Control Procedures), to
   ensure that:
   a) Thermal imaging cameras are used to search for fire in smoky conditions
   b) Fire-fighters understand the importance of fully extinguishing fires before
      proceeding past or above the fire scene
   c) Methodical search patterns are undertaken e.g. area by area, room by room or
      floor by floor
   d) Search patterns are standardised across every FRS in the UK so that there is
      common understanding and procedure when fire-fighters from different FRSs are
      engaged in joint working.

   Disposable BBQs are being used in the BA refreshers this year and the use of TICs
   is also being reinforced.

   ERM GM Mitchell. TDM GM Blair

2. A review should be undertaken into the training provided in relation to the
   circumstances and manner in which each technique should be used. For example, a
   pulse spray technique should not be used in a fully ventilated compartment fire, the
   severity of which will not be controllable by pulse spraying and gas cooling approach.

   TCM to confirm input for BA phase 1 and BA refs to cover this point, and provide
   lesson plans and or presentations as evidence for T&DM.

   It is recommended that a review is undertaken to ensure that the teaching and
   training of those fire-fighting techniques used to contain and cool compartment fires,
   on the one hand, fully complement techniques designed to attack and extinguish
   fires, on the other. A review should be undertaken into the training provided in
   relation to the circumstances and manner in which each technique should be used.
   For example, a pulse spray technique should not be used in a fully ventilated
compartment fire, the severity of which will not be controllable by pulse spraying and gas cooling approach

TDM GM Blair

3. Current training covers aspect; however, the PPV procedure is overdue review and this would in my opinion lead to a requirement to refresh our practices - this should in my opinion embrace the European Ff project and cultural change to incident evaluation from all perspectives Ff - IC (inc. use of TIC, building construction, size of hose, PPV, COBRA etc).

The detail above is a broad and ambitious answer but does not really link directly to the recommendation. A request has been made to Training Centre, by e-mail to Guy Dunkley 03/07/13, to specifically review our training to ensure the adequacy of teaching and training of tactical ventilation procedures in compartment fires to highlight the effect ad-hoc ventilation can have on fire development and to confirm the associated dangers. We are confident that this is already the case.

It is recommended that a review is undertaken to ensure the adequacy of teaching and training of tactical ventilation procedures in compartment fires to highlight the effect ad-hoc ventilation can have on fire development and to confirm the associated dangers.

TDM GM Blair / GM Heycock

4. 
   a) Complete - See H&S bulletin Feb 2013
   b) This is being reviewed as part of RPE / BA project
   c) Complete - See H&S bulletin Feb 2013
   d) Thermal imaging cameras are now available to every single front line appliance with a spare stock for contingency.

It is recommended that all FRSs should consider the implementation of measures to reduce the risks associated with fallen cables. In particular consideration should be given to:
   a) Providing insulated wire cutters, or other means of severing cables, to all breathing apparatus teams
   b) Modifying breathing apparatus sets to reduce the risk of cables becoming caught between the wearer's back and the cylinder (as introduced by Hampshire Fire and Rescue Service – please contact HFRS for more details)
   c) Training all breathing apparatus wearers in the risks presented by fallen cables and how to reduce those risks.

ERM GM Mitchell / TDM GM Blair

5. It is recommended that all FRSs and social housing providers consider the Rule 43 recommendations made by HM Coroner for Hertfordshire Mr Edward Thomas[1] following the inquest into fire-fighter fatalities at Harrow Court in particular Recommendation 8 made by the FBU which is here repeated for ease of reference:
“8. That SBC should remove all the surface mounted plastic trunking/conduit used to protect and support the Fire Alarm and Automatic Fire Detection System in the Common Areas of all their premises, and replace them with a method of cable support which as a minimum conforms to BS 5839- Part 1 : 2002; clause 26.2 (f:); Methods of cable support should be such that circuit integrity will not be reduced below that afforded by the cable used, and should withstand a similar temperature and duration to that of the cable, while maintaining adequate support.

Note 7. In effect, this recommendation precludes the use of plastic cable clips, cable ties or trunking, where these products are the sole means of cable support.”

FPM GM Crapper

FPM has a meeting booked with Oxford City Council on the 12th March 2013 to discuss recommendations as part of high rise refurbishment project.

6. It is recommended that Building Regulations are amended to ensure that all cables, not just fire alarm cables, are supported by fire-resistant cable supports. This could be achieved by an amendment to BS 7671 (2008) Institute of Electrical Engineers Wiring Regulations.

FPM GM Crapper

Building Control consultation documents amended to include fire resistant cables as goodwill advice

FPM has a meeting booked with Oxford City Council on the 12th March 2013 to discuss recommendations as part of high rise refurbishment project.

7. Social housing providers should be encouraged to consider the retro-fitting of sprinklers in all existing high rise buildings in excess of 30 metres in height, particularly those identified by Fire and Rescue Services as having complex designs that make fire-fighting more hazardous and/or difficult. It is noted that current legislation requires that all newly built high rise buildings in excess of 30 metres in height must be fitted with sprinkler systems.

GM Crapper

8. Control training is not currently managed by TDM; however, happy to assist, following recommendations from FCM.

Survivor Guidance should be written for control operators to align with the evacuation strategy for the specific building.
The guidance should allow the operator to advise the caller depending on the floor of the caller and the state of the fire alarm system i.e full or intermittent alarm

It is recommended that a review of training given to control staff is undertaken by all FRSs in UK in light of the guidance given in recent GRAs including GRA 3.2 of September 2008.
All FRS should further consider the implementation of measures to ensure that control staff are properly supervised when taking calls and are trained to capture and relay relevant information likely to assist operational firefighters.

TDM GM Blair / SM Baskerville / AM Carlile

The Thames Valley Fire Control Service (TVFCS) will have a dedicated training manager and a review of training will be undertaken.

Awaiting further guidance from CFOA/CFRAU on what 'properly supervised' means. It is being proposed in the TVFCS consultation that an operational station manager is appointed as the FCM. Control operators are already supervised and there is the ability for the DGM to go to the control room to advise and direct where necessary.

9. It is recommended that there should be an obligation to:
   a) provide signage to indicate floor levels both in stairwells and lift lobbies in high rise premises, to assist the emergency services
   b) ensure that signage indicating flat numbers and emergency exits in high rise premises are placed at a low level to increase visibility in smoke conditions.

This could potentially be achieved by amending Article 38 of the Regulatory Reform (Fire Safety) Order 2005, which relates to maintenance of measures provided for the protection of fire-fighters. Alternatively new legislation may be required.