



LONDON FIRE BRIGADE

Decision title

Improving the Operational Safety Management Model

Recommendation by

Assistant Commissioner Operational Policy and Assurance

Decision Number

LFC- 0374- D

Protective marking: **NOT PROTECTIVELY MARKED**

Publication status: Published in full

Summary

Report LFC- 0374 outlines improvements to the London Fire Brigade's approach to operational safety management through alignment with national operational guidance (NOG). The improvements support the LFB Transformation delivery plan and specifically meet the recommendations of the HMICFRS through the introduction of Analytical Risk Assessment and other safety related components.

Decision

That the Commissioner:

- Approves the improved approach to operational safety management outlined in Report LFC- 0374 attached.
- Approves the adoption of the analytical risk assessment process contained in Appendix 2 of Report LFC- 0374 and the implementation outlined in paragraphs 45-49 of the same report.

Andy Roe

London Fire Commissioner

Date **This decision was remotely signed on Monday 21 September 2020**

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Report title

Improving the Operational Safety Management Model

Report to

Operational Delivery DB
Corporate Services DB
Commissioner's Board
Deputy Mayor's Fire and Resilience Board

Date

17 June 2020
23 June 2020
30 June 2020
18 August 2020

Report by

AC Operational Policy and Assurance

Report number

LFC-0374

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Summary

This report outlines improvements to our approach to operational safety management through alignment with national operational guidance (NOG). The improvements support the LFB Transformation delivery plan and specifically meet the recommendations of the HMICFRS through the introduction of Analytical Risk Assessment and other safety related components.

Recommended decisions

That the Commissioner;

- Approves the improved approach to operational safety management outlined in this report.
- Approves the adoption of the analytical risk assessment process contained in Appendix 2 and the implementation outlined in paragraphs 45-49.

Background

1. The safety of operational staff has always been a top priority for London Fire Brigade and underpins our approach to all operational incidents. There are currently a range of internal and external drivers that present an opportunity to review systems and processes, these being:
 - National Operational Guidance (NOG)
 - HMICFRS recommendations
 - The Grenfell Tower inquiry recommendations
 - LFB transformation delivery plan
 - The Incident Command Strategy
2. In addition to the above, the organisation has both legal and moral responsibilities regarding the management of risk, this is detailed in various legislation and guidance including:

- Health and Safety at Work etc Act 1974
 - The Management of the Health and Safety at Work Regulations 1999
 - Successful Health and Safety Management, HSG 65
 - Department for Communities and Local Government - Health, Safety and Welfare framework for the operational environment document.
3. Policy 597 (Health and Safety) sets out the organisation's approach to Health and Safety and describes the responsibilities of staff in relation to the management of health and safety. This policy covers the strategic approach to identifying and managing risk through the formulation of policy, procedure and training.
 4. Further to this, policy 342 (Dynamic Risk Assessment) introduces the 'Safe Person concept' and defines this as being the right person, doing the right job, with the right equipment at the right time. The safe person concept includes the responsibility for all operational personnel to take reasonable care for their own and others health and safety. Furthermore, all operational staff have an obligation to cooperate with the Brigade and follow its policies. It states that everyone must be able to;
 - Identify hazards
 - Evaluate risks
 - Select safe systems of work
 - Implement action to eliminate or control risk
 - Evaluate the effectiveness of that action
 5. The following sections highlight the key influences prompting change in this area and support the drivers listed in paragraph 1.

Safety related National Operational Guidance

6. NOG recognises that employers have a statutory duty to ensure, so as is reasonably practicable, the health, safety and welfare of their employees. There is also a duty to ensure, so far as reasonably practicable, that others affected by their undertaking (such as members of the public) are not exposed to risks to their health and safety. The manner in which an Incident Commander carries out their role is a key aspect of the way in which the employer discharges these duties at an incident. When setting their objectives, the Incident Commander must follow their training and the policies/ procedures set out by the employer, in order to ensure, so far as reasonably practicable, the safety of staff, the public and the environment. Incident Commanders are expected to select and apply safe systems of work at the earliest opportunity and ensure they are maintained and reviewed throughout the incident. In selecting the most appropriate safe systems of work the IC must also consider risk against benefit, effective control measures and any relevant time constraints.
7. NOG states 'A culture that encourages incident commanders to act in accordance with the intentions of the HSE's publication 'Striking the balance between operational and health and safety duties in the Fire and Rescue Service' should be promoted.
8. The relevant strategic and tactical actions within NOG are as follows;

Strategic action

- Have policies based on good health and safety practice that describe the means by which they intend their incident commanders to safeguard the safety and welfare of their personnel on the incident ground.

Tactical action

- Promote a positive safety culture on the incident ground through safe systems of work, adequate supervision and effective communication

Findings from the HMICFRS

9. HMICFRS conducted their first annual assessment of Fire and Rescue Services last year (2019) and following their inspection of the London Fire Brigade a report was published in December 2019. In its overall summary it was satisfied with some aspects of the performance of London Fire Brigade but identified several areas where the brigade needs to make improvements.
10. The report identified an area for improvement specifically around the recording of risks at operational incidents;

'The brigade should make sure staff accurately record risk assessments and control measures implemented at an incident, to alert commanders to workplace risks and help put safety control measures in place at the incident ground.'

Incident commanders should also be aware of the immediate hazards at an incident ground, which is the workplace for firefighters – that is, who is at risk and the safety control measures needed to protect them. This risk assessment, called a dynamic risk assessment, should determine the reasonably practicable measures that commanders should take to control the risk. A more detailed written risk assessment, the analytical risk assessment, should be completed as soon as practicably possible.

In London, commanders have a process for recording their decisions at incidents. However, there is no record of risk assessments and control measures implemented. Some staff complete them when working outside London but not for London incidents'.

Aligning with the transformation delivery plan

11. To meet the requirements of the transformation delivery plan, an incident command strategy has been produced and this provides an excellent opportunity to focus on the delivery of safety in the operational environment. All levels of incident command training are now being reviewed in order to align with NOG and meet the recommendations and learning from the Grenfell Tower inquiry, the HMIFRS inspection and the independent review of training. The Strategy makes specific reference to taking innovative approaches to issues such as the introduction of analytical risk assessment.

The best people and the best place to work

12. The incident commander has responsibility for the effective management of the incident, including taking reasonable care for the health and safety of themselves, our staff and those affected by our undertakings. It is therefore vital that LFB have 'the right person, making the right decisions, for the right reasons'. Implementing the incident command strategy provides the

perfect opportunity to develop and incorporate an enhanced safety management model at operational incidents driven by incident command leadership and effective training that focuses on the safe person concept.

13. A new LFB/NOG operational leadership framework focusing on the behaviours of incident commanders is currently being developed specifically for our officers. These incident command behaviours are to be embedded into the newly developed LFB behavioural framework. This provides an opportunity to further enhance the safety culture in incident command.
14. To ensure effective health and safety management at incidents the IC may delegate specific tasks to sector commanders, safety officers or other staff. As mentioned above, there is also clear responsibility on firefighters to take reasonable care for their own health and safety and that of those around them when making decisions. It is therefore vital that those individuals are also trained and supported in understanding their responsibilities to maintain command and control and the safety of others at incidents. As such there is opportunity to review the method in which operational officers communicate information and understanding through effective briefings.

Delivering excellence

15. The introduction of an improved operational safety management model will ensure an holistic approach is taken that encompasses all aspects of incident ground management (including analytical risk assessment) and assurance. It will also demonstrate how the organisation links in with other departments to form an integrated and cohesive model that can be easily understood at all levels of the brigade.

Outward facing and Seizing the future

16. Operational incidents can have a huge impact on surrounding communities and the environment. An improved approach to safety that pulls together all operational safety related matters will enhance the management of incidents and as such reduce any negative impacts on people, business and the environment.
17. The National Command and Control User Group, which reports to the National Fire Chiefs Council's National Operational Effectiveness Working Group are currently reviewing operational risk management and the national process for the analytical risk assessment. Representation at these groups will provide opportunity to feed into these pieces of work and influence the outcome. This will not only demonstrate that we have committed to improvement but seek to influence national debate.

An enhanced approach to safety management

18. LFB currently has robust health and safety policies and procedures and the alignment of our policies/procedures to the NOG framework provides the opportunity to enhance our current approach. The incident command policy team are currently working with the NOG integration team to create more flexible guidance through the introduction of the new NOG integration model supported and aligned with the latest review of the Incident Command and the current version of the Major Incident National Operational Guidance. The NOG integration project will ensure other operational policies, procedures and standard operating practices support incident ground activity and contribute to safe systems of work.

19. The HMICFRS inspection highlighted one area to address in relation to the use of a recorded risk assessment as a tool and additional control measure.
20. Ultimately, the most effective control measure is the strategic work undertaken when risks are identified and policy, procedure and training is implemented. All this occurs before anyone arrives at an incident, however once at an incident an incident commander's objective is to resolve the incident safely with minimal impact to the community. They must ensure safe systems of work are in place which can be developed, maintained and reviewed via an assessment of risk throughout the incident. Risk assessment at incidents breaks down into a number of parts:

- a. Individual decision making

In normal safety management, the intent is to make the workplace safe, because this safeguards everyone. However, an operational incident can be an inherently dangerous workplace and may be impossible to make safe. Brigades must, therefore, direct their efforts to putting adequate control measures in place in order to reduce risk to the lowest level that is reasonably practicable. This approach is known as the Safe Person Concept. Staff must be adequately equipped to make the right decisions for their own and others safety.

- b. Dynamic management of risk

On arrival at an incident, the IC must carry out a dynamic risk assessment (DRA). The dynamic management of risk describes the assessment of risk in a rapidly changing environment at an incident where decisions are sometimes made in fast-moving situations, with incomplete or inaccurate information.

The result of the dynamic risk assessment must be communicated and this is achieved by the declaration of the tactical mode. Where the result of the dynamic risk assessment is that it is as safe as reasonably practicable to commit firefighters to the risk area an 'Offensive' tactical mode message is sent. If it is deemed that the risk is too great then a 'Defensive' tactical mode message is sent. Alignment with NOG will also place the requirement to add a short justification to the message when declaring the tactical mode.

Therefore the declaration of the tactical mode, following the IC's initial and subsequent incident risk assessments, satisfies the requirement to record the incident risk assessment.

- c. Operational risk assessment

Following the declaration of the tactical mode the dynamic risk assessment forms the basis of a more detailed incident risk assessment. This risk assessment is recorded in the form of an operational risk assessment (ORA), also known as an analytical risk assessment (ARA).

The IC holds overall responsibility of ensuring that the ORA is completed at relevant incidents where one is deemed necessary. The significant findings of the ORA have to be recorded and the frequency of its review should, using professional judgement, be sufficient to meet the demands of the incident. The key findings of the ORA should be

shared with all responders that are at the incident. This information may then form part of the multi-agency decision making process at the incident.

The Operational Safety Management model

21. [Appendix 1](#) details our safety management model that encompasses all the safety elements for the operational environment and the proposed changes and enhancements that NOG presents. This model demonstrates the relationship between;

The strategic control measures:

- The provision of adequate policies, procedures
- Adequate training provision encompassing acquisition and maintenance of skills training.
- Operational assurance processes such as:
 - PROs, PRC's
 - Safety event reporting
 - Operational learning, both locally and nationally.

The operational control measures implemented dynamically at an incident:

- Use of personal (individual) risk assessment
- Use of dynamic risk assessment
- Use of operational risk assessment
- Safety Officers
- Safety Sector
- Adequate briefing and debriefing
- Monitoring Officer
- Operational Review Team

Analytical/Operational Risk Assessment – recording the risk assessment

22. Although NOG uses the term analytical risk assessment, in order to maintain specific reference and link to the operational environment it is proposed to use the term operational risk assessment (ORA). However, regardless of terminology it is essential that in any adopted method for carrying out an ORA, an actual assessment of risk is conducted based on a clear understanding of risk, control measures and the process of recording.
23. During benchmarking visits conducted by the Operational Assurance Team over the last year, the different ARAs used by a number of FRSs were reviewed. Many of the ARA forms are very similar in appearance with the exception of Merseyside Fire and Rescue Service. There were also commonalities around when and how they are used.
24. Most of the ARA forms in the other FRSs incorporate a risk matrix and a generic list of hazards and control measures, usually in alphabetical order. Merseyside Fire and Rescue Service have developed a different approach. Their ARA form groups control measures with incident types in the form of a tick sheet. All ARA forms also allow for information regarding the incident to be recorded, for example, date, officer completing form, incident commander, record of significant hazards and control measures etc.

25. Most FRSs state that ARAs are to be completed 'when resources permit' but each service stated there was also an expectation that they would be completed after 30 - 45 minutes with regular updates for all incidents that last longer than this time.
26. Using NOG as its foundation, the proposed LFB ORA (see appendix 2) takes good practice from other FRS ARAs. The ORA links a number of generic incidents with common hazards that may be expected to be found along with control measures to mitigate those hazards. It has been designed so that it could also be used as an aide memoire for safety officers and could form the front cover of the ORA literature.
27. Additionally, having a recorded incident risk assessment would also assist with the Joint Emergency Services Interoperability Principles (JESIP), Joint Understanding of Risk and Joint Decision Model.
28. Following consultation with the Health and Safety department, it is recognised at smaller incidents (eg. 1 or 2 pump incidents) with short timespans, dynamic risk assessment, adoption of safe systems of work and declaration of tactical mode is sufficient to cover safety issues and our legal responsibilities. In relation to the implementation of an ORA, NOG states;

'An ARA(ORA) should be implemented as the incident progresses or becomes more complex. They should be formally recorded and carried out as soon as time or resources permit and at suitable intervals thereafter'.
29. Therefore, it is proposed that when an incident commander appoints a safety sector commander (usually a Station Commander), that person should carry out an assessment of the incident and the need for a formal ARA. This assessment should take into account the complexity of the incident, the involvement of other agencies and the estimated length of time that resources are likely to be required for operational activities.
30. If approved, the development of a digital solution that can be incorporated within the mobile data terminals (MDT) should be considered. This would greatly assist with its use as an aide memoir and recording facility as well as a link to the CSS function on the Command Units. There may also be potential to enable incident specific hazard and control measures (via NOG scenarios) to be presented via the development of an 'app'. Early discussions have begun with IT around this possibility, but any development work to facilitate an 'app' is not currently programmed on IT's current portfolio of works and therefore would be change/growth to IT's workloads.

Safety Briefings

31. The recognised briefing model for incident command taking over/handing over in LFB is with the use of the decision making model (DMM) which has proved to be a very useful and successful tool.
32. However to aid situational awareness, communications between the incident commander and personnel under their control will usually be in the form of briefings to delegated support officers/sector commanders, crews and individual tasks. For these to be effective National Operational Guidance states;

'The incident commander should ensure that the personnel they lead are appropriately briefed on the tasks, and any hazards and risks they face. The briefing may also highlight the safest way

to complete the task. Commanders need to communicate effectively and confirm that personnel understand the brief, including when and what to communicate to them.'

33. Communication between the incident commander and the incident ground must be a two way process so there is an effective feedback loop, (the results of actions and progress reports) enabling the IC to maintain situational awareness and adjusting their plan where required. It is also important to debrief personnel that have withdrawn from a working area during an incident. Debriefs are a good source of safety information and it is essential that they are not overlooked.
34. The use of the DMM for briefing of sector commanders, crews and individual tasks does not easily facilitate the above requirements. It is therefore proposed that a briefing model specifically for these fire ground 'task related' briefings be developed and implemented as part of the development of the safety framework.

Organisational learning

35. Policy 825 outlines the organisation's operational improvement process and highlights the various elements and outcomes that feed into overall operational improvement. Learning from incidents and training exercises are captured through the Incident Management Performance Database (IMPD). Themes are identified through formal training delivery and the Development and Maintenance of Operational Professionalism (DaMOP) as well as operational assurance audits.
36. Additionally, an essential part of the management of health and safety on the incident ground is the debriefing process. It ensures any significant information or lessons learnt are identified and is an important part of reviewing and improving performance.
37. Debriefs should be used to review the performance of individuals and teams against relevant standards with effective performance and meritorious conduct being acknowledged where appropriate. Debriefs can be used to highlight any unconventional system or procedures used that were successful or made the working environment safer. The recording, monitoring and review of incident debriefs and the outcome of safety event investigations can support the identification of trends to support future learning.
38. Operational Policy and Assurance are currently undertaking a review of our operational debriefing processes, which is linked to the findings of the HMICFRS inspection. The review is looking to establish how the current processes can be improved for both individuals and the organisation.
39. It is also vital that learning from incidents is shared both locally and nationally through the National Operational Learning (NOL) and the Joint Organisational Learning (JOL) processes and used to further enhance safety.

Training

40. National operational guidance has identified that safety officers should have suitable competencies and will be responsible for functions including:
 - Identifying safety issues
 - Starting corrective action
 - Maintaining safe systems of work

- Ensuring people are wearing appropriate personal protection equipment (PPE)
 - Observing the working environment
 - Monitoring the physical and psychological condition of personnel
 - Regular reviews
 - Recording an analytical risk assessment
 - Updating the incident commander when circumstances change
41. This would suggest that the use of firefighters as safety officers would be inappropriate however, they could be used as safety observers (given a specific safety related task such as observing part of an unsafe structure) at smaller incidents. A training needs analysis is therefore required to be undertaken to identify the most appropriate rank to perform the role of safety officer.
42. Robust training of the role and responsibility of safety officers on level 1 incident command courses would enhance the safety culture on the incident ground and maximise the benefit of implementing ARAs. Level 1 incident command training is being rewritten at present and represents an opportunity to incorporate this within the review.
43. Safety officers will report to a safety sector commander, if appointed. The safety sector commander will co-ordinate the role of safety officers and may be responsible for functions including:
- Surveying operational sectors, identifying hazards, and advising the sector commander
 - Working with sector safety officers to support and exchange information
 - Confirming the validity of the initial risk assessment and recording as appropriate
 - Collating and recording an analytical risk assessment
 - Providing additional monitoring of the safety of personnel for sector commanders
 - Working with the incident commander or operations commander
 - Reporting health and safety issues, including accident investigation
44. Training in relation to the role and responsibilities of the safety sector commander, along with the recording of the incident risk assessment, could be facilitated during quarterly SC/BC briefing days being utilised by the incident command policy department for continual professional development of middle managers. This would provide the ideal format to ensure these safety functions are introduced into the organisation in a timely fashion. The training could also be incorporated in the level 2 incident command courses, which are currently being reviewed and rewritten.

Implementation of the enhanced approach to safety management

45. In terms of policy requirements, our integration with NOG allows us to develop an overarching parent document entitled 'operational safety management'. This enhanced approach to our safety management model will form the basis of that document.
46. As highlighted above, there are currently several timely opportunities to implement this enhanced approach to safety within our incident command training. A phased approach is recommended to enable the implementation that would incorporate the first three levels of incident commander (NB: these phases will overlap);
- Phase 1 – All level 2 and 3 officers trained via one day sessions throughout Q3/4.
 - Phase 2 – Incorporation of relevant training into the Level 1 complex incident command courses.

- Phase 3 – Incorporation of relevant training into DaMOP.

47. In relation to phase 2, following the role to rank agreement, all Sub Officers and Station Officers will be scheduled to undertake the Level 1 complex course from Q3 onwards.
48. The above phased approach will allow implementation of ORAs (initially) via Level 2 officers (the safety sector commander) by the end of Q4 2020/21. To further support the implementation, it is aimed to have all Station Officers and Sub Officers train by the end of Q3 2021/22 but should not delay the go live. All remaining Officers (Leading Firefighters) will pick up the training as they undertake the Level 1 moderate course (by the end of Q4 2021/22).

NB: All the aforementioned timescales are estimates and are subject to COVID -19 related change.

49. A suitable training package will be required for the DaMOP schedule and this could be in the form of a computer-based package (CBT) accessed through Big Learning.
50. The alternative to the above phased approach would be to deliver phase 2 through a separate one-day course for all level 1 officers (Leading Firefighters – Station Officers). However, safety matters are an integral element of incident command and our training should reflect this. A separate course would give the wrong message and represents a costly alternative in terms of budgets and releasing staff from duty.

Costs

51. It is proposed to carry out the phase 1 training through the in-house incident command team at LFB venues so there is not expected to be any costs associated with this phase.
52. The relevant input for phase 2 can be incorporated in the current Level 1 incident command review TCAP. This will result in a four-day module for the moderate and complex courses and meets the original TCAP requirement. In the future, the one-day input will only be required in the moderate course as it will not need to be repeated at the next (complex) level.
53. The CBT package highlighted in phase 3 is likely to cost approximately £9k (covered by OP&A).
54. The alternative proposal outlined in paragraph 52 would require a full TCAP with funds allocated from the training budget. As this year's budget is fully committed any training would need to take place in 2021/22 or training within the current year be re-prioritised.

Reviewing change

55. Many health, safety and wellbeing management systems use an approach based on the Plan-Do-Check-Act cycle for continual improvement. This simplified approach is recognised as one that is accessible to organisations in general and one that is currently used by the Brigade, for example within the operational improvement process.
56. In addition, the guiding principles below have been devised and adapted from the Department for Communities and Local Government - Health, Safety and Welfare framework for the operational environment document to fit with the operational environment in LFB. These principles should be used as the basis for formulation and future review of the safety management model;

- Policy alignment with National Operational Guidance and safety at their heart.
- Ensuring internal standards and safe operational procedures aim to optimise the balance between risks and benefits – which does not mean avoiding risks but managing them responsibly on the basis of likelihood and severity.
- Provision of high-quality training to ensure all personnel are competent to perform their roles and to make appropriate operational decisions.
- Appropriate resources are made available to ensure a high standard of safety management on the incident ground and the integration of good health, safety and wellbeing management to inform operational decisions.
- Clear and positive safety leadership
- Incident commander visibility and promotion of safety leadership in order to set a positive safety culture throughout the incident ground.
- Recognition that the incident commander is accountable and has constant active engagement in the operations, accepting prime responsibility for accident prevention.
- Although some responsibility can be delegated to sector commanders and safety officers the incident commander still retains overall responsibility for incident ground safety.
- Well-established management and incident command arrangements are in place for controlling the operational risks to firefighters.
- The personal responsibilities of individuals are clear and health, safety and wellbeing is embedded into all operational activities.
- The scrutiny of the health, safety and wellbeing management system on the incident ground must be an identified function of LFB.
- Monitoring safety performance and incident command based on both leading and lagging indicators is central to ensuring the operational risks are being effectively managed.
- Ensuring learning from performance reviews and safety events are shared and fed back into policy to further reduce risk.
- Share best practice across Fire and Rescue Services and other agencies to ensure lessons learnt from safety events both regionally and nationally are used to further enhance safety.

Conclusion

57. The enhancements to our safety management model demonstrate LFB commitment to the safety of its operational staff. It enables the organisation to innovate and improve as part of the LFB

strategic framework for transformation. The improvements enable the Brigade to address the recommendations highlighted in the HMIFRS report and provide alignment with NOG.

58. The timely introduction of ORAs will also demonstrates LFB commitment to change its ability to implement change and review as effectively and expediently as possible.

Finance comments

59. This report outlines an improved safety management model for the operational environment within London Fire Brigade. The board is asked to approve the implementation of the enhanced approach to safety management, an analytical risk assessment process and the training required to implement the revised approach.
60. The recommended option for completing the training will be for a three phase approach. The first phase will involve in house training to be provided by subject matter experts from Ops Policy and Assurance. The 2020/21 Budget Report (LFC-0324y-D) agreed the creation of a transformation reserve and this included £433k that had been set aside for the creation of the Incident Command Team that will support this in-house training. These posts have been recommended for approval in a previous report (LFC-0347).
61. The second phase will be incorporated into the current review of incident command training. No further budget is expected to be required to incorporate the framework into this training.
62. The third phase will require a computer based training package, estimated at £9k. This will be contained within the Operational Policy department budget.

Workforce comments

63. The proposed Operational Risk Assessment format and other matters relating to this report are currently in consultation via the BJCHSW. Any updates will be given verbally at Commissioner Board.
64. Our current policies and being aligned with NOG via the NOG implementation project. Any changes to policy and alignment with NOG resulting from this report will go through consultation procedures at the BJCHSW/JCMM/JCF as appropriate.

Legal comments

65. Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "Commissioner") is established as a corporation sole with the Mayor appointing the occupant of that office. Under section 327D of the GLA Act 1999, as amended by the Policing and Crime Act 2017, the Mayor may issue to the Commissioner specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.
66. Section 1 of the Fire and Rescue Services Act 2004 (the FRSA 2004) states that the Commissioner is the fire and rescue authority for Greater London.
67. Section 28 of the FRSA 2004 empowers the Home Secretary to appoint inspectors of fire and rescue authorities. In 2017 the Home Secretary appointed Her Majesty's Inspectorate of

Constabulary (HMIC) as inspectors of fire and rescue authorities under this section and HMIC changed their name to Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS). The Policing and Crime Act 2017 sets out that HMICFRS will inspect and report on the efficiency and effectiveness of fire and rescue authorities in England.

68. Section 28A sets out that the inspection programme and framework requires the approval of the Home Secretary before the inspectors act in accordance with it; that the Home Secretary may, at any time, require us to carry out an inspection of a fire and rescue authority in England, all fire and rescue authorities in England, or all fire and rescue authorities in England of a particular type; that the HMICFRS may also carry out an inspection of a fire and rescue authority in England even though that inspection has not been set out in an inspection programme and the Home Secretary has not required them to do it.
69. HMICFRS is an inspectorate, and has powers to secure information, but no powers to give orders for change.
70. It is for the London Fire Commissioner, subject to the oversight arrangements in place from the Mayor, Deputy Mayor, Greater London Assembly and Home Secretary, to take action as a result of HMICFRS's recommendations.
71. When considering the matters in this report decision takers should bear the following matters in mind:
 - Section 7 (2)(a) of the FRSA 2004, requires that the Commissioner must secure the provision of personnel, services and equipment necessary to efficiently meet all normal requirements for firefighting.
 - Section 7 (2)(b) of the FRSA 2004 further requires that the Commissioner must secure the provision of training for personnel.
72. As an employer, the Commissioner must comply with the Health and Safety at Work etc. Act 1974 (1974 Act).
73. Section 2 of the 1974 Act imposes a general duty on the employer to '*ensure, so as is reasonably practicable, the health, safety and welfare at work of all of his employees.*' This general duty extends (amongst other things) to the plant and systems of work, the provision of information, instruction, training and supervision and to the provision and maintenance of a working environment that is, so far as reasonably practicable, without risks to health and adequate as regards facilities and arrangements for welfare at work.
74. Section 3 of the 1974 Act imposes a general duty to '*ensure, so far as is reasonably practicable, that persons not in his employment who may be affected thereby are not thereby exposed to risks to their health or safety.*'

75. When carrying out its functions, the Commissioner, as the fire and rescue authority for Greater London, is required to 'have regard to the Fire and Rescue National Framework prepared by the Secretary of State (Fire and Rescue Service Act 2004, section 21) and to consider, in developing its operational policies, any relevant national guidance thereon.

Sustainability implications

76. A Sustainable Development Impact Assessment (SDIA) was completed on 25 May 2020 and the Sustainable Development team were consulted as part of the SDIA. This showed that the implementation of the safety framework would have a negligible impact on resource sustainability and of low environmental risk.
77. Additionally, any work streams arising from the adoption of the operational safety framework which would include training, development of a briefing model and operational risk assessments will be subject to individual sustainable development impact assessments (SDIA) and further consultation with the Sustainable Development team.

Equalities implications

78. The London Fire Commissioner and decision takers are required to have due regard to the Public Sector Equality Duty (s149 of the Equality Act 2010) when exercising our functions and taking decisions.
79. It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.
80. The protected characteristics are: Age, Disability, Gender reassignment, Pregnancy and maternity, Marriage and civil partnership (but only in respect of the requirements to have due regard to the need to eliminate discrimination), Race (ethnic or national origins, colour or nationality), Religion or belief (including lack of belief), Sex, and Sexual orientation.
81. The Public Sector Equality Duty requires us, in the exercise of all our functions (i.e. everything we do), to have due regard to the need to:
- Eliminate discrimination, harassment and victimisation and other prohibited conduct.
 - Advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.
 - Foster good relations between people who share a relevant protected characteristic and persons who do not share it.
82. Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic;
 - Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;

- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

83. An EIA has been carried out in conjunction with the Inclusion team and the improvements identified in this report will have an overall positive impact across all staff groups. It is not anticipated that there will be any adverse impact on any of the protected characteristics.

84. It has been noted that any wider policy changes arising from these changes will be subject to individual equality impact assessments.

List of Appendices

Appendix	Title	Protective Marking
1.	Model of Safety culture on the incident ground	
2.	Operational risk assessment form	

Safety Management Model acronyms

NOL – National Operational Learning – Learning shared across the UK Fire and Rescue Services through National structures (the National Operational User Group).

JOL – Joint Operational Learning – Learning derived from Multi Agency working and shared through National structures as above.

Safety Events – accidents, near misses and other safety related events.

IMPD – Incident Management Performance Database – System used by LFB to capture operational information to inform trend analysis and learning.

ORT – Operations Review Team – Team of operational Officers that carry out an assurance function at incidents, exercises and debriefing events.

Monitoring Officer – An Officer above the rank of the incident commander who provides support and guidance to the incident commander at, or remote to incidents.

DMM – Decision Making Model – a model used by LFB commanders to aide decision making at operational incidents.

JDM – Joint Decision Making model – a model used across UK multi agencies to aide decision making at multi agency incidents. An element of the Joint Emergency Services Interoperability Principles (JESIP).

Briefing Model – a task related briefing model used by operational officers at incidents to brief other officers and crews.

Safety Sector – an area of responsibility given to an operational officer at an incident.

NOG – National Operational Guidance.

SOPs – Standard Operating Procedures.

Operational Safety Management Model

