

Pan-London Fire Safety Protocol

INTER-AGENCY COLLABORATION
FOR GREATER LONDON



**LONDON COUNCILS FIRE SAFETY GROUP
FOR PRIVATE SECTOR HOUSING**

Pan-London Fire Safety Protocol

The London Fire Brigade

(The Fire & Rescue Service)

&

London Boroughs

(The Local Housing Authorities for London)

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Forward

BY THE DEPUTY MAYOR OF LONDON, TOM COPLEY FOR THE LONDON ENFORCEMENT PROTOCOL

Everyone deserves the right to live in a safe home – a right denied to the residents of Grenfell Tower. As the Mayor has repeatedly set out, we will not stop until we can say with confidence that the failings which led to the horror and disaster of the Grenfell Tower fire will never be repeated. I will continue to work hand-in-hand with the Government, London Councils, the London Fire Brigade (LFB) and the sector to accelerate the removal of dangerous cladding on buildings and make sure new buildings built are safe and secure.

In the eight years since the Grenfell Tower fire, the Mayor has sought justice for the bereaved, survivors and local community, and fought to make sure that all Londoners are safe in their homes. This has included taking swift action and advocating for quicker remediation of unsafe buildings and ensuring high building safety standards in the London Plan and his own funding programmes.

Under the Mayor's leadership, the London Fire Brigade has also completed all of the recommendations made in the first phase of the Grenfell Tower Inquiry and has made significant reforms to its policies, procedures and equipment to ensure the LFB is better prepared, organised and equipped to fight fires and keep all Londoners safe.

The Pan-London Fire Safety Protocol marks another major step in progress towards this goal. Across London, regulators have been working with dedication to identify and remediate unsafe buildings. To truly accelerate progress, strong and proactive partnership working is essential. This Protocol is a key tool that unites local and national regulators under a shared mission to tackle the most problematic buildings swiftly and effectively. This protocol sets out clear principles for collaboration, enabling agencies to work together consistently. It strengthens our collective ability to take enforcement action, share intelligence, and support residents through the remediation process.

Crucially, the Protocol underpins the delivery of the London Local Remediation Acceleration Plan and supports the Government's national objectives – including the goal to ensure that by the end of 2029, every building over 11 metres with unsafe cladding is either fully remediated or has a confirmed completion date.

By fostering coordinated action between regulators, the Protocol ensures our collective efforts are focused, aligned, and impactful. We're especially grateful to our colleagues in LFB, London Councils and London boroughs for their invaluable contributions so far, and for their continued commitment to shaping and advancing this Protocol as we work together toward our shared goal of accelerating remediation across London.

Overview

All agencies involved in ensuring fire safety in residential settings understand the importance of collaborative inter-agency working in making sure all the residents of London live in fire safe homes.

The Grenfell tragedy has been a defining point in British history, and it has been the catalyst for a sea-change in fire safety. This has brought forward significant changes, improvements and importantly, an opportunity for the agencies involved in fire safety to solidify and enhance their relationships, which includes the evolving legislative landscape supporting fire safety in blocks of flats and the role of the Building Safety Regulator.

Whilst the different fire safety agencies have their own statutory framework, powers, and duties to improve fire safety, and the need to maintain independence of these agencies is recognised, effective partnership working between all agencies leads to a more holistic and comprehensive intervention, that compliments the differences in the powers available.

Since the introduction of the Housing Act 2004 and the Regulatory Reform (Fire Safety) Order 2005, there have been dual enforcement roles that can operate in residential settings. As a result, there was a need to establish protocols between Fire and Rescue Services and the Local Housing Authorities. These have been in place between individual London Boroughs and the London Fire Brigade for many years. It was recognised that in the shifting legislative landscape, there needs to be work across London that aids adaptability between the agencies and allows room for review and change.

This Pan-London Protocol is one of the outcomes of this work and sets out the underlying principles of how London Local Housing Authorities, the London Fire Brigade and the Building Safety Regulator will work together to create a fire safe environment for all of those that call London home.

1. Introduction

- 1.1 This protocol establishes the principles and describes the joint working arrangements between London Local Housing Authorities (LLHA), the London Fire Brigade (LFB), and the Building Safety Regulator (BSR) to deliver the objective of improved fire safety in residential settings. It is a framework which provides the basis for pan-London arrangements whilst encouraging collaboration at a local level, i.e. between individual London Boroughs and their local London Fire and Rescue Services.
- 1.2 This protocol, therefore, fulfils the Local Government Association's (LGA) principles for effective regulation of fire safety in flats¹.
- 1.3 It is important to state from the outset that this protocol deals with fire safety within the residential sector (both private (owner/occupier and renting) and social housing) and covers the roles and responsibilities of the various agencies that play a role in fire safety in this setting.
- 1.4 This protocol also recognises the roles and work of the new BSR for blocks of flats over 18m in height (or 7 storeys or more), the coordinating role of the Greater London Authority (GLA) and the role of the Ministry of Housing, Communities and Local Government (MHCLG) in defining the legislative landscape and the guidance around the statutory instruments used.
- 1.5 In December 2024 (updated in July 2025) the government launched the Remediation Acceleration Plan (RAP), which seeks to accelerate the needed remediation of blocks of flats post-Grenfell. The signatories to this protocol endorse the principles underpinning the RAP and recognise their contribution to it.
- 1.6 The protocol has also had regard to Remediation Enforcement Guidance for Regulators published by the MHCLG. The signatories to this protocol also aim to work in line with this guidance in relation to mid and high-rise fire safety intervention².
- 1.7 London Boroughs alongside colleagues from other agencies such as the LFB, have a long-established Fire Safety Group, hosted and coordinated via colleagues in the GLA. It is this group that has brought about the work to establish this protocol.
- 1.8 Whilst this protocol looks to how London Boroughs and the LFB work together, it is the ambition and expectation that as the new BSR establishes itself over the coming months and years, the protocol will be reviewed and amended to include their functions and how we can collectively work together.
- 1.9 The protocol promotes the efficient use of resources, identifies areas of inspection and enforcement, appropriate review, and monitoring arrangements, and provides for urgent or unusual requests for assistance from either party.
- 1.10 The protocol seeks to provide all parties with confidence that they are discharging their respective duties under the relevant legislation.
- 1.11 Nothing in this agreement shall be considered as creating a contractual relationship, a contract of employment or a relationship of principal and agent between the parties and shall not add in any way to the existing statutory duties of the parties. No party to this agreement shall hold itself as being authorised to enter any contract on behalf of any other party or in any way bind any other party to the performance, variation, release, or discharge of any obligation, otherwise than in circumstances expressly or implicitly permitted by this agreement.
- 1.12 Nothing in this agreement will prevent either agency carrying out their enforcement activities in line with statutory powers.
- 1.13 These collaborative working arrangements, which support the Government's broader agenda, will enable the LFB, LLHAs and other key stakeholders to promote fire safety and other safety provisions within a broader range of premises than would have been possible if they had acted independently.

¹ <https://www.local.gov.uk/publications/principles-effective-regulation-fire-safety-flats>

² <https://www.gov.uk/guidance/remediation-enforcement-guidance-for-regulators>

2. Legislative landscape

- 2.1 Please see Appendix 1 for links to the various statutory instruments and guidance.
- 2.2 The Housing Act 2004 (HA04) is the primary piece of legislation for individual residential dwellings. This is enforced by the LLHA. The Housing Health and Safety Rating System (HHSRS) is the risk assessment methodology employed under the HA04 to establish whether intervention is required to improve standards. There are 29 defined hazards that can be assessed, which includes slips, trips and falls, personal hygiene facilities, damp, and mould, as well as fire safety; for which this protocol is designed. The HA04 creates a duty for the LLHA's to consult with the LFB where it seeks to formally intervene in relation to fire safety.
- 2.3 Further, the HA04 provides duties and frameworks for the licensing of private housing sector properties, in particular higher risk houses in multiple occupation. These are enforced and where discretionary, designated by LLHA's. Licensing covers amenities, standards, competency, and fitness to manage, as well as fire safety in residential accommodation. It requires the landlord of a premises to be covered by a scheme to hold and comply with a licence issued by the LLHA.
- 2.4 The LLHA also enforce several other statutory instruments that include elements of fire safety, such as the Management of Houses in Multiple Occupation (England) Regulations 2006.
- 2.5 The LFB have a legal duty to enforce the Regulatory Reform (Fire Safety) Order 2005 (FSO), which has been subsequently amended by the Fire Safety Act 2021 and section 156 of the Building Safety Act 2022 (BSA22). In residential settings this applies to the common areas of all residential accommodation not forming a single private dwelling, such as Houses in Multiple Occupation (HMO) and common areas and commercial areas of blocks of flats, which includes the external wall(s) systems, structure and balconies (and other fixings to the external wall). The LFB acknowledges that where the HA04 and the FSO have overlapping requirements, then the fire safety standards required by LLHA's will, in most cases (including mid (11-17.9m) and high-rise (18m+) blocks of flats)³, achieve a satisfactory level of fire safety for relevant persons as required under the FSO⁴. However, it is also acknowledged that the separate pieces of legislation involved contain obligations beyond the scope of the other.
- 2.6 The LFB also enforce the Fire Safety (England) Regulations 2022. There are regulations that apply to all blocks of flats (regardless of height) and have specific requirements for blocks of flats of different heights⁵ (mid and high-rise blocks).
- 2.7 The BSA22 and the secondary statutory instruments that flowed from this, created new powers, amended existing statutory instruments and guidance, and established a new regulator; the BSR.
- 2.8 The BSA22 (and secondary statutory instruments) provides the safety and standards for fire spread and structural safety in mid and high-rise blocks of flats and have specific requirements for blocks of flats of different heights⁶ (mid and high-rise blocks). A summary of the changes brought about are as follows:
 - a) Establishes the new Regulator for higher-risk buildings,
 - b) Establishes what is meant by higher-risk buildings and liberally amends the Building Act 1984 in relation to the application of Building Regulations and responsibilities,
 - c) Sets out the specifics of the management of 'building safety risks' as they relate to 'higher risk' occupied buildings,

³ As measured in accordance with Diagram D6 of Appendix D of the Approved Document B – <https://www.gov.uk/government/publications/fire-safety-approved-document-b> where mid-rise is either 11-17.9m or 5 to 6 storeys and high-rise is either 18m+ or 7 or more storeys.

⁴ It is inherent upon the enforcing authority to be satisfied that the competency of their enforcing officers is at a level where this reliance is possible. Where it is not, then this is to be rectified by the enforcing authority guidance and advice obtained to ensure that enforcement achieves the requisite levels of fire safety for the premises in question.

⁵ As long as the block of flats contain 2 or more sets of domestic premises and has some form of common part that people need to use to evacuate through in the event of a fire.

⁶ As measured in accordance with Diagram D6 of Appendix D of the Approved Document B – <https://www.gov.uk/government/publications/fire-safety-approved-document-b> where mid-rise is either 11-17.9m or 5 to 6 storeys and high-rise is either 18m+ or 7 or more storeys.

- d) Sets out the methodology for remediation via applications to the First Tier Tribunal (Property Chamber) for Remediation and Remediation Contribution Orders in relation to mid and high-rise buildings in terms of building safety (Fire Safety and Structural Safety), who can act and limits the costs that can be passed to leaseholders,
 - e) Established a New Homes Ombudsman⁷, and
 - f) It puts in place new competency requirements, disciplinary procedures, registration requirements and continuing professional development (CPD) requirements for architects. It also establishes a new Architects Appeals Committee⁸.
- 2.9 From the LLHA perspective, the major change is that the building control function for high-rise blocks has shifted to the BSR. Included in other changes, is the ability for LLHAs and the LFB to apply for Remediation Orders and Remediation Contribution Orders; effectively giving another tool to bring about remediation of fire safety. It should be noted that other entities can also apply for these types of order including the BSR, the Secretary of State and indeed leaseholders, etc.
- 2.10 It is the expectation that all Regulators have in place policies and delegations that allow for the effective use of BSA22 provisions as appropriate⁹.
- 2.11 The Regulator of Social Housing¹⁰ has duties to ensure Social Housing providers operate correctly and meet standards. This includes a housing standard (the Decent Homes Standard¹¹, which is currently under review). This incorporates HHSRS. Social Housing is exempt from certain requirements such as licensing. However, LLHAs operate in this field, and the majority of powers (Part 1 of the HA04) apply to Social Housing. Often LLHAs will have in-house processes for fairly managing requests for service from social housing tenants.

3. Underlying aims and principles of this protocol

- 3.1 The underlying aims and principles of this protocol are as follows:
- a) Seek to ensure appropriate standards of fire safety and other safety provisions are provided and maintained in residential premises (common parts, which includes the external wall(s) systems, structure, and balconies (and other fixings to the external wall) and dwellings).
 - b) To develop consultation and information sharing arrangements, through established paths and in accordance with this protocol.
 - c) To assist landlords, owners, managing agents and other providers to understand the legal framework under which they operate.
 - d) To encourage opportunities for continued and improved coordination, knowledge development and collaboration between all different agencies, and between the different LLHAs involved in fire safety in London.
 - e) To recognise the needs and limitations of the agencies, and to ensure all parties will always seek to act in good faith.

⁷ <https://www.nhos.org.uk/>

⁸ <https://arb.org.uk/>

⁹ Note – Remediation and Remediation Contribution Orders can be applied for by a variety of entities, including Fire and Rescue Authorities and Local Authorities. An application is to the First Tier Tribunal (Property Chamber). These are therefore not powers that can be directly employed by the entities. However, most enforcing entities will have in place delegations that will confer the ability to 'authorise' the use of these provisions.

¹⁰ <https://www.gov.uk/government/organisations/regulator-of-social-housing>

¹¹ <https://www.gov.uk/government/publications/a-decent-home-definition-and-guidance>

4. Proposed agency to take the ‘lead’ enforcing role for fire safety in residential premises

4.1 Table 1 below lists the Agency who will normally take the lead role in inspection and enforcement action¹²:

Residential Premises with one occupier		Lead Agency & approach to consultation (see paragraphs 4.2 to 4.4)
1.	Single dwellings occupied by one person or family i.e. houses, bungalows etc.	LLHA
2.	All HMOs (and Flats in Multiple Occupation (FMOs) whether subject to mandatory, selective, and additional licensing or not – within the common parts and within individual dwellings. (See Section 4 below on new build/conversions to HMOs). This includes accommodation used to house Asylum Seekers. This includes Registered Provider HMOs that are exempt from the definition of an HMO under the Housing Act 2004.	LLHA

Multi occupied residential premises		Lead Agency & approach to consultation (see paragraphs 4.2 to 4.4)
3.	Section 257 HMOs – buildings converted into flats that do not meet the 1991 Building Regulation requirements.	LLHA
4.	Hostels – where the use is primarily residential, i.e. the persons only place of residence (section paragraph 7.11). This includes accommodation used to house Asylum Seekers.	LLHA
5.	All properties converted or new build to create flats, flatlets or ‘micro studios’ – within the common parts and within individual dwellings. <i>These are small dwellings often created without permission/regulation approval, such as ‘beds in sheds’ etc.</i>	LLHA
6.	Purpose built or converted blocks of flats (under 18m and/or 5 storeys) that meet the 1991 (or later) Building Regulation requirements. This includes Halls of Residence, including ANUK¹³ accredited Student Developments.	Primary Lead – LLHA Secondary Role – LFB

¹² It is recognised that the BSR do not have a proactive inspection regime, and their work is generally based on reactive notifications.

¹³ [Welcome to Accreditation Network UK | ANUK](#)

Multi occupied residential premises		Lead Agency & approach to consultation (see paragraphs 4.2 to 4.4)
7.	Purpose built or converted blocks of flats (18m and above, or 7 or more storeys with at least 2 residential units) that meet the 1991 (or later) Building Regulation requirements. (see point 8 and 17) ¹⁴ . This includes Halls of Residence, including ANUK accredited Student Developments that meet the height/storey but excludes hotels and hostels (unless there are also 2 or more residential units in the same building).	Within Home Primary Lead – LLHA Secondary Role – LFB Tertiary role – BSR
		Common Parts Primary Lead – LFB Secondary Role – LLHA Tertiary Role – BSR
		Overall Building Primary Lead – BSR Secondary Role – LLHA Tertiary Role – LFB
8.	Premises containing both residential use and commercial use where there is no clear fire resisting separation and separate entrances (e.g. shops with dwellings above). This includes ‘work-live’ accommodation.	Primary Lead – LFB Secondary Role – LLHA
9.	Premises containing both residential use and commercial use where there is clear fire resisting separation and separate entrances (e.g. shops with dwellings above).	LLHAs – residential LFB – commercial
10.	Guardian Properties – where a company install people/ households in a vacant building (commercial or residential) to act as ‘security’ to prevent unauthorised access. This is usually under a form of tenancy – within the common parts and within individual dwellings.	LLHAs – where the original primary purpose of the building was residential. LFB – where the original primary purpose of the building was commercial.
11.	Residential dwelling properties with occasional paying guests on a temporary basis (primarily residential use, where it is their main place of residence) – within the common parts and within individual dwellings/rooms. This includes ‘host’ family arrangements, occasional web-based accommodation – under 90-days (like ‘Airbnb’), etc.	LLHA
12.	Properties used primarily for paying guests on a permanent basis – B&B, Hotels, Guest Houses, Hostels, ‘Serviced Apartments’ (Apartment Hotels), web-based accommodation (like ‘Airbnb’), etc. Primarily commercial use.	LFB
13.	Supported Living/Housing, whether purpose built or converted. Sheltered Accommodation, whether purpose built or converted, (including Extra Care). Within the common parts.	LFB

¹⁴ This is a direct reference to the provisions of the Housing Act 2004, which deals with buildings converted that are considered a type of HMO – section 257 of the Act. In relation to the powers of the LFB and BSR, this does not have relevance.

Multi occupied residential premises		Lead Agency & approach to consultation (see paragraphs 4.2 to 4.4)
14.	Supported Living/Housing, whether purpose built or converted. Sheltered Accommodation, whether purpose built or converted, (including Extra Care). Within individual dwellings.	LLHA
15.	Residential Care/Nursing Homes – within common parts and residential elements.	LFB
16.	All properties owned or managed by Housing Authorities (Council Housing) or its direct agents, such as Arm's Length Management Organisations (ALMOs).	Common Parts Primary Lead – LFB Secondary Role – BSR (where it is over 18m (and/or 7 storeys, with at least 2 domestic premises). Overall Building Primary Lead – BSR (where it is over 18m and/or 7 storeys, with at least 2 domestic premises). Secondary Role – LFB

- 4.2 Table one sets out the normal expected primary inspection lead for cases that are identified within the generality of the premises sub-type. This doesn't take away from the possibility that cases outside the 'norm' and other circumstances could change this. Therefore, it is likely that coordination, consultation and collaboration will be needed in these cases, especially where one assumes another is taking the lead. At the very minimum it is the expectation that the regulators will inform each other of the case. The principles outlined in sections 5 to 7 (especially section 7.2) are to be followed.
- 4.3 Although every effort has been made to capture the most common scenarios encountered by Regulators, it cannot capture everything. Therefore, where a scenario occurs outside the scope of Table 1, then it is the expectation that the individual LLHA, their local LFB team and where necessary the BSR will work together to identify how it will be dealt with.
- 4.4 Where there is an imminent risk to health and safety all agencies have an array of powers that can be brought to bear. However, in blocks of flats, over 18m and/or over 7 storeys, with at least 2 domestic dwellings, buildings can be referred to the BSR for them to consider appropriate intervention¹⁵ under their triage systems.
- 4.5 It is also the expectation that any intelligence gathered by an enforcing agency (or other partner) that relates to a scenario not captured in Table 1 is fed back to the London Councils Fire Safety Group. Where the group identify that this scenario is happening elsewhere in London then it is the expectation that this protocol and Table 1 is amended to reflect this new scenario.

¹⁵ It is recognised that the BSR have no specific emergency powers (such as prohibition and/or restriction powers) that they can bring to bear. However, in the context of this protocol it is envisaged that a collaborative stance is taken and where necessary other Authorities powers can be utilised if this is needed in the given situation.

5. What it means to be designated as the lead enforcement agency

- 5.1 It is acknowledged that regardless of who has been identified as the lead agency, it does not negate the statutory responsibilities of the individual agencies' authority. Nor does it necessarily imply that all such properties will be proactively inspected by the lead authority.
- 5.2 Where concerns about fire safety in any individual dwellings or in the 'common parts' of a multi occupied premises come to light for whatever reason (including as a result of a request for service by a member of the public, an 'out of hours' incident, or a reactive or proactive inspection), it should normally be the responsibility of the lead agency to investigate in the first instance and take necessary enforcement actions, where necessary in coordination with other regulators. Where there are matters that are exclusive or part purview of another agency, e.g. fire safety within a flat, then it is incumbent on the lead agency to make a referral to the relevant agency.
- 5.3 The agencies, in general, utilise a risk-based enforcement approach (reactively and proactively). Proactive inspection programmes are particularly in place for many LLHAs for licensable properties and mid and high-rise blocks of flats. All Enforcers adhere to the principles of the Regulators Code¹⁶.
- 5.4 The LFB have a goal to reduce fire deaths and injuries in line with its risk-based enforcement policies and will undertake planned, proactive inspections in any identified type of premises or in a particular locality. Prior to any such series of inspections, consultation should take place to ensure that duplication of enforcement does not occur. Any such programme of inspection may, subject to local agreement take place individually, collaboratively, or jointly.
- 5.5 A pan-London protocol allows for the agencies to support each other in their intervention roles. This does not just mean from one agency to another but also means between the various LLHAs. This is of particular importance where certain LLHAs do not have significant experience of a particular area of work, e.g. Additional HMO Licensing or mid-rise intervention. It is the expectation that there will be support between the different agencies that are signatories to this protocol.

6. Interim risk reduction measures

- 6.1 There may well be a need for emergency intervention to mitigate the fire risk associated with a residential building, where the risk to life is imminent. Both the LFB and the LLHAs have emergency powers available to them in such circumstances, as set out below:
- a) Emergency Remedial Action – a LLHA power. This can only be done where there is an imminent risk of serious harm to the health or safety of occupiers. The LLHA can do something or have something done that will remove the imminent risk. An example of this could be the repair of an automatic fire detection system in an HMO or the unblocking of a fire exit.
 - b) Emergency Prohibition Order – a LLHA power. This can only be done where there is an imminent risk of serious harm to the health or safety of occupiers. The LLHA can put in place a prohibition or restriction on a premises, for example preventing an upper storey from being used, restricting the use of an inner room, etc. It should be noted, that the LLHA cannot enforce this by insisting people leave a building. Enforcement is only by way of a prosecution.
 - c) LLHA have in place powers of entry under the HA04. In general, these require LLHAs to provide a minimum of 24hrs written notice of entry. Often it is not clear that emergency powers would be relevant until after the point of inspection.

¹⁶ <https://www.gov.uk/government/publications/regulators-code>

- d) Prohibition Notices – a LFB power. It is used where the current use of premises involves or will involve a risk to relevant persons so serious that the use of the premises ought to be prohibited or restricted. The LFB can in effect shut or restrict the use of a building until such time as remedial works are completed or certain interim measures are taken, such as the introduction of a waking watch. This applies to the whole building, including the dwellings within. It should be noted that the LFB cannot use force to make people leave a building¹⁷. Enforcement is only by way of a prosecution.
 - e) The powers of entry available to the LFB under the FSO can be exercised at any reasonable time, without the use of force¹⁸.
- 6.2 In all cases both agencies will also seek to work with the responsible person to help them identify the remediations required to enable them to decide on what interim fire safety measures could be put in place to avoid a Prohibition/Restriction Notice.
 - 6.3 It is recognised that the LFB provide a 24/7 emergency service and will aim to respond to complaints of fire risks within 3 hours. They may therefore be at a premises involving potential immediate and serious risks both within and outside of normal office hours. They also recognise that availability of LLHA Officers may not always allow officers to attend and take over enforcement duties at short notice. In such circumstances, where the risk level warrants it, the LFB may take the lead on fire safety issues in the common parts using its own powers if they facilitate a more expedient reduction in fire risk. In these cases, Prohibition/Restriction/Enforcement Notices will be issued and copied to the LLHA and the BSR for information/consultation.
 - 6.4 It is normally expected that the responsible person will provide all equipment and material necessary to implement the interim measures themselves, such as arranging for a waking watch or installing temporary alarms. It is the role of the agency to ensure that this is done to their satisfaction.
 - 6.5 Though the BSR can serve an Urgent Action Compliance Notice, this does not extend to emergency intervention powers, such as Prohibition/Restriction Notices. Where the BSR identifies instances of imminent danger, a multi-agency approach should be considered to ensure the best outcome for residents.
 - 6.6 It is acknowledged that the LFB have at times, access to equipment that can be used to help mitigate an identified risk, such as battery powered detection. In such cases it will always be made clear to the responsible person that although the LFB may have provided such equipment, legal ownership of the fire risk (and maintenance of such equipment) solely rests with the responsible person. Any further enforcement must also make clear that such interim measures will need to be replaced by the appropriate protection measures (for example fire detection and alarm systems).

7. Consultation and Collaborations

Each enforcement agency shall provide a single point of contact to facilitate consultation and collaboration. Where this changes, it is the responsibility of the agency to update the partners to this protocol.

¹⁷ The LFB can ask the Police to remove people (including by force) after the notice has been served, because it is an offence for any person to fail to comply with the notice and moreover because there is a danger to life.

¹⁸ In the case of a prohibition notice being served, the powers of inspectors extends to domestic dwellings, at least to determine if the terms of the notice should include the domestic premises.

8. Consultation

8.1 Strategic Level Consultation

- This will be overseen by the London Councils Fire Safety Group for Private Sector Residential premises.
- Apart from the emergency circumstances outlined in section 6, the lead agency identified in Table 1 above, will attend and take the lead when enforcement action is required. This will require agencies to collaborate and/or notify the other if it identifies potential fire safety failures that require enforcement action in properties that are the 'lead' of another agency.
- Where there is a dual or multi-agency role identified in Table 1, there is a danger that one enforcer will assume another is taking the lead. Sometimes the legislation requires one enforcer to inform another when they are involved, such as the circumstances defined in section 27 (schedule 3) of the BSA22¹⁹. However, where that is not in place then:
 - a) Where a building is identified either proactively or reactively it is incumbent upon that enforcement agency to notify the other enforcers of their involvement, and
 - b) It is then up to the involved parties to determine who will take the lead.
- It is considered that these situations will be sufficiently small that this process will not be overly cumbersome on the agencies. However, this will be monitored as part of oversight process for this protocol (see section 11).

8.2 Statutory consultation (those required by law)

- These will be held between agencies and should take place in accordance with the requirements of Section 10 of the HA04, Article 46 of the FSO and section 27 (schedule 3) of the BSA22. In addition, the LFB has specific duties to consult under Article 30 as it relates to specific types of premises, such as workplaces²⁰, and Article 31 where they intend to prohibit an HMO (where it is practicable to do so).
- All agencies agree to adhere to a maximum of a four-working week consultation period. Where urgent consultation is required, i.e. where waiting four working weeks would defeat the purpose due to a high level of risk, then this should be done within forty-eight hours (working). If this period expires without a response, it can be accepted that the agency consulted with agree with its recommendations.

9. Collaborations

9.1 Joint Inspections

- These should be the exception not the norm. However, when an agency requests a joint inspection from another agency (usually where the case is complex) or by another LLHA, that inspection will be conducted within four-working weeks of the request.

¹⁹ [Building Safety Act 2022](#)

²⁰ Article 30—enforcement notices. Requires consultation (if the notice requires an alteration to premises): (a) the relevant local authority (b) in relation to Health and Safety at Work Act 1974, (c) under the Building Act, (d) Safety of Sportsgrounds Act, (e) under any enactment.

9.2 Inter Local Authority Collaborations

- LLHAs have a diverse set of skills, knowledge, and experience in the areas this protocol relates to. Individual LLHAs may have greater skills in a particular field of work because of socio-demographics, their built environment, community need, political and corporate objectives, etc. Examples of this would be LLHAs that have established discretionary licensing schemes, issues with 'beds in sheds' or flats over shops, high numbers of empty homes, high numbers of high-rise flats, LLHAs with buildings that use a particular method of construction, etc. It is the expectation (within reason) that LLHAs that are signatories to this protocol will collaborate with each in the sharing of these skills, such as joint inspections, where practicable, sharing best practice, inter LLHA training etc. This already happens to varying degrees across London and this protocol formally recognises this. It is understood and acknowledged that this type of work can be resource intensive and many LLHAs have limited resources. However, best efforts should be made in providing this inter-LLHA support.

9.3 Remediation Orders (RO)

- **The BSA22** put in place the ability for the LFB and the LLHA (other agencies and bodies can also apply) to apply for a RO (and Remediation Contribution Orders²¹ (RCO)). A RO is a way of securing fire safety improvements to a block of flats (mid (over 11m or 5 storeys +) and high-rise (over 18m or 7 storeys +))²² where it is found that there are historic building safety defects (defects that came about as part of the development, conversion or refurbishment of the block of flats) that relate either to fire safety and or structural integrity. Agencies that are signatories to this protocol will always do the following:
 - a) Consult – this will give the agency the opportunity to comment on the application(s).
 - b) Collaborate – an offer will made for the agency to collaborate in the application for an RO, i.e. a joint application. Or, be a party to the application, where the agency would agree to support the application. It is possible that the agency would then have to give evidence at a hearing.
 - c) Consultation/agreement to collaboration will have a six-working week time limit. If this period expires without a response, it can be accepted that the agency consulted with agree with the content but will not collaborate.
 - d) It is important to note that a variety of entities can apply for an Order, which is not just restricted to regulators, but can also include the leaseholders of an affected mid or high-rise block of flats. It is important to consider the following:
 - i. It is the expectation that the Lead Agency coordinate activities between the parties involved in the action, including persons applying for an Order.
 - ii. There is no requirement for anyone applying for an Order to notify any particular entity. However, this would be beneficial to all involved and would be considered best practice.
 - iii. There is not a need to align other enforcement action with any Order, e.g. the timescales of an Improvement Notice aligning with the time scales for remediation as set out in an Order (where different fire safety issues are being addressed). However, this would be beneficial to all involved and would be considered best practice.

9.4 The Primary Authority Role

- Some organisations (primarily nationally based managing agents) will have established a Primary Authority with a specific Fire and Rescue Service. That managing agent may use this relationship to consult with that Fire and Rescue Service on the requirements of the Regulator involved with a development.

²¹ An Order that seeks to identify other parties to contribute costs for remediation of building safety defects, e.g. the original developer.

²² Part 4 (higher-risk buildings) and Part 5 (relevant building) of the Building Act 2022 put in place a modified definition of height that includes a number of storeys – [Building Safety Act 2022 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2022/26/parts/4-5)

9.5 The Joint Inspection Team (JIT)²³

- This is an organisation funded by Central Government and hosted by the LGA. LLHAs can request the JIT to assist them with a mid or high-rise case where there is a concern about the fire safety associated with the external wall systems. Where this happens, it is the expectation that the hosting LLHA will invite their local LFB Fire Safety Officers to attend. In addition, the JIT provides training for LLHA staff.

9.6 The London Remediation Acceleration Plan (LRAP)²⁴

- In December 2024 (updated in July 2025²⁵), central government announced its commitment to a Remediation Acceleration Plan²⁶ to remediate blocks of flats with cladding issues more quickly. This set out three high level objectives:
 - Objective 1: fix buildings faster
 - Objective 2: identify all buildings with unsafe cladding
 - Objective 3: support residents
- It was central Government's expectation that at a local level, Remediation Acceleration Plans would be drafted and adopted and overseen by metropolitan mayors who head up Combined Authorities. In London this is the Mayor of London via the Greater London Authority (GLA). The GLA have established the Joint Remediation Partnership Board, co-chaired by the Building Safety Minister and the Deputy Mayor to oversee this work. The London Fire Safety Group assist and support the Joint Remediation Partnership Board in the delivery of the LRAP.

9.7 'Setting the Standard' (STS)²⁷

- This is an organisation funded by London Local Authorities. It is a pan-London programme to ensure Bed & Breakfasts, HMOs, Hostels, and flats used by local authorities for nightly paid temporary accommodation meet a decent level of quality and management standards. STS inspections are conducted on behalf of the LLHA and STS officers will report back to the LLHA and may directly liaise with the LFB on issues. This does not always mean that the LLHA department dealing with this protocol will be aware of STS inspections. This usually only happens if intervention is required beyond what STS are commissioned to do, such as where there is a Category One HHSRS hazard (not always fire).

9.8 Supported Living/Housing, Sheltered Housing and 'Hostels'

- Although LLHAs have primary responsibility for many of these properties, it is recognised that the HHSRS alone may not address the complexity of risks and control measures required, such as 'person centred risk assessments', staffing, and management/evacuation procedures. Close collaboration between the LLHAs and the LFB is likely to be required to address these risks. The LFB commits to supporting the LLHA Housing/Social Services/Temporary Accommodation Procurement Teams to identify risks to residents in all these categories of premises. In these cases, joint inspections and, where necessary, enforcement action to raise standards of fire safety is anticipated between agencies. Collaboration requests should take place in line with paragraph 7.6.

²³ <https://www.local.gov.uk/topics/housing-and-planning/joint-inspection-team-jit>

²⁴ <https://www.london.gov.uk/who-we-are/what-london-assembly-does/london-assembly-work/london-assembly-current-investigations/building-safety-regime-and-remediation-progress>

²⁵ <https://www.gov.uk/government/publications/remediation-acceleration-plan-update-july-2025/remediation-acceleration-plan-update-july-2025>

²⁶ <https://www.gov.uk/government/publications/accelerating-remediation-a-plan-for-increasing-the-pace-of-remediation-of-buildings-with-unsafe-cladding-in-england/remediation-acceleration-plan>

²⁷ <https://commissioningalliance.co.uk/setting-the-standard/>

9.9 Joined Up Enforcement

- The advent of the BSA22 and the powers within it means that there is now even greater scope to look at enforcement from a basis of what best fits the scenario being faced by the agencies involved. The types of powers available to the various agencies are different in the way that they are interpreted and enforced and can cover different elements. This means there is an opportunity to consider multi-agency enforcement on a single building where this is warranted, because of the risk and where that approach would result in a better outcome for residents. An example would be an Improvement Notice under the HA04, looking to put in place new/improved/upgraded facilities for firefighters, coupled with a joint application for a RO to deal with historic building safety defects in a block of flats.

10. What LLHAs will do

- 10.1 The LLHAs will enforce fire safety standards in accordance with the provisions of the HA04 and associated guidance.
- 10.2 If proposed enforcement actions are in compliance with the standards and guidance referenced in this protocol, consultation can be deemed to have taken place with the LFB and written consultation may not always be necessary. Where significant alternatives to these standards are being considered or problematic/non-standard premises are involved, full consultation with the LFB in line with section 7 of this protocol is expected to take place.
- 10.3 Where necessary, in complex premises, joint inspections may be undertaken to agree a suitable standard prior to the taking of enforcement action (non-statutory or statutory) by the most appropriate agency in line with section 7 of this protocol.
- 10.4 When a LLHA carries out enforcement actions it will also:
 - a) Ensure guidance accompanies all statutory notices informing owners/landlords of the need to undertake their own fire risk assessment in line with the FSO.
 - b) Ensure that in any relevant notice(s)/Order(s), the schedule of work is drafted in such a way as to offer the owner/landlord the opportunity to bring forward alternative means of complying. Alternatively, ensure that a comprehensive consultation has occurred prior to service that takes account of the owners/landlords' views.
 - c) Where relevant, signpost and include references to the requirements of other agencies, e.g. linking to the LFB High-rise Portal²⁸ or the register for high-rise buildings²⁹ maintained by the BSR.
- 10.5 The LLHAs will provide the LFB with suitable contacts, including out of hours contact details so that where appropriate, consideration is given to ensure vulnerable persons are not left homeless because of emergency enforcement action.
- 10.6 The LLHAs will provide copies of statutory and non-statutory enforcement action/ROs, etc. to the LFB where fire safety is included within four-working weeks. This includes informal recommendations and licences that cover fire safety requirements.
- 10.7 The LLHAs, where appropriate to do so, be willing to support the LFB and the BSR at First Tier Tribunal, appeal, and prosecution proceedings.
- 10.8 The LLHA will refer cases to the relevant LFB area where it appears that LFB powers will assist in improving standards, e.g. commercial, industrial, retail fire safety issues or home visits for fire safety, etc.

²⁸ <https://hrbdp.london-fire.gov.uk/external>

²⁹ <https://www.gov.uk/guidance/find-a-high-rise-residential-building>

11. What the LFB will do

- 11.1 The LFB will enforce fire safety standards in accordance with the FSO and associated guidance.
- 11.2 The LFB will consult and collaborate with LLHAs so that where appropriate, consideration is given to ensure vulnerable persons are not left homeless because of emergency enforcement action.
- 11.3 In the case of relevant Enforcement Notices (non-statutory or statutory) issued by the LFB a copy will be sent to the relevant LLHA and the BSR within four-working weeks.
- 11.4 When the LFB carries out enforcement actions it will also:
 - a) Ensure guidance accompanies all statutory notices informing landlords of the need to consider their responsibilities in relation to the HAO4.
 - b) Where relevant, signpost and include references to the requirements of other agencies, e.g. linking to the Greater London Authority Licence Checker³⁰, the Greater London Authority Rogue Landlord and Agent Checker³¹, the register for high-rise buildings³² maintained by the BSR.
- 11.5 The LFB, where appropriate to do so, be willing to support the LLHAs and the BSR at First Tier Tribunal, appeal, and prosecution proceedings.
- 11.6 The LFB will refer cases to the relevant LLHA where it appears LLHA powers will assist in improving standards, e.g. overcrowding, damp and mould, vulnerable individuals, unlicensed HMOs, etc.
- 11.7 The LFB will publish details of any Prohibition/Restriction/Enforcement/Alterations Notice on a public register³³.

12. What the BSR will do

- 12.1 The BSR will enforce in relation to specified building safety risks in accordance with Part 4 of the BSA22 and associated guidance. The specified building safety risks are fire spread and structural failure in higher-risk buildings.
- 12.2 The BSR's principal mechanism for monitoring buildings will be the Building Assessment Certificate (BAC) process, in which it will assess BAC applications to verify that accountable persons are managing their building safety risks and keeping residents safe. The BSR do not operate a proactive regime of onsite inspections in relation to their enforcement activity.
- 12.3 The BSR utilise a triage system to prioritise enforcement investigations following either partner referrals, Mandatory Occurrence Reporting (MOR)³⁴ or resident complaints. This includes any case referred to the BSR by the LFB or LLHAs in line with Table 1 of this protocol.
- 12.4 The BSR manage and operate the Building Register for High-Rise Buildings – Find a high-rise residential building – GOV.UK
- 12.5 The BSR is committed to working in partnership with co-regulators and aims to share knowledge, expertise and data to deliver on mutual aims to improve building safety and ensure the best outcome for residents³⁵.
- 12.6 The BSR, where appropriate to do so, will consider if it can support the LLHAs and the LFB at First Tier Tribunal, appeal, and prosecution proceedings.

³⁰ <https://www.london.gov.uk/programmes-strategies/housing-and-land/improving-private-rented-sector/check-if-your-rented-property-needs-property-licence>

³¹ <https://www.london.gov.uk/programmes-strategies/housing-and-land/improving-private-rented-sector/check-landlord-or-agent>

³² <https://www.gov.uk/guidance/find-a-high-rise-residential-building>

³³ <https://www.london-fire.gov.uk/community/public-notice/>

³⁴ [Submit a mandatory occurrence notice and report - GOV.UK](#)

³⁵ [Building Safety Regulator Strategic Plan 2023-2026](#)

13. Data Exchange

- 13.1 Each agency undertakes to provide information about their respective legislation/guidance to promote understanding and efficient working to the parties involved in this protocol.
- 13.2 Each agency will provide relevant, timely and comprehensive data to assist the parties to this protocol to maintain adequate property and risk-based data sets.
- 13.3 All data sharing will be in line with the UK GDPR, being Data Protection Act 2018³⁶ and the General Data Protection Regulations (GDPR)³⁷ and any guidance.
- 13.4 In general, data protection law allows for data to be shared between agencies where there is a lawful investigation under the various statutory instruments the agencies to this protocol enforce. This can be done without the permission of the subjects. However, there are limitations and considerations to be taken into account, such as special category data. The Information Commissioners Office produce guidance on this³⁸.
- 13.5 Data can also be shared without permission from the subject where there is a substantial public interest to do so. Certain areas of work would arguably fall within this category, especially in terms of 'protecting the public'³⁹. An example of this would be the work on mid and high-rise fire safety. The Information Commissioners Office provides guidance on this and dealing with data exchange in an emergency situation⁴⁰.
- 13.6 Where necessary data sharing agreements will be put in place unless the data being shared falls within an exemption or is part of ongoing criminal investigations. Where it is the latter, agencies can make formal requests for that data from other agencies.
- 13.7 The format of data sharing is to be agreed on an ongoing basis.

14. Monitoring and Evaluation

- 14.1 Any changes to this protocol, other than minor administrative changes, will be subject to approval at strategic level and the signatories to the protocol.
- 14.2 Monitoring will be undertaken by the London Councils Fire Safety Group for Private Sector Residential Blocks.
- 14.3 The protocol will be subject to a minimum review of once per annum by the London Councils Fire Safety Group for Private Sector Residential Blocks.

15. Approval

- 15.1 The protocol will be approved and endorsed at a suitable strategic management level by the organisations agreeing with the protocol.

³⁶ <https://www.legislation.gov.uk/ukpga/2018/12/contents>

³⁷ [https://www.local.gov.uk/sites/default/files/documents/The+General+Protection+Data+Regulation+\(GDPR\)+Guidance+for+Members.pdf](https://www.local.gov.uk/sites/default/files/documents/The+General+Protection+Data+Regulation+(GDPR)+Guidance+for+Members.pdf)

³⁸ <https://ico.org.uk/for-organisations/uk-gdpr-guidance-and-resources/data-sharing/sharing-personal-data-with-law-enforcement-authorities/>

³⁹ <https://ico.org.uk/for-organisations/uk-gdpr-guidance-and-resources/lawful-basis/special-category-data/what-are-the-substantial-public-interest-conditions/#substantial3>

⁴⁰ <https://ico.org.uk/for-organisations/uk-gdpr-guidance-and-resources/data-sharing/data-sharing-a-code-of-practice/data-sharing-in-an-urgent-situation-or-in-an-emergency/>

Signatories to Protocol

Protocol between
**LONDON COUNCILS FIRE SAFETY GROUP
FOR PRIVATE SECTOR HOUSING**

Pan-London
Fire Safety Protocol

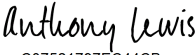
The London Fire Brigade
(The Fire & Rescue Service)
&
London Boroughs
(The Local Housing Authorities for London)

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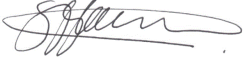
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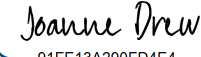
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Acknowledgements

This Protocol could not have been developed without the invaluable support and involvement of a wide range of stakeholders.

- **Mark Preston** (representing the London Borough of Southwark) – Author
- London Councils Fire Safety Group for Private Sector Housing, Chaired by **Belinda Livesey**, London Borough of Barnet
- The Members of the Task and Finish Group given the responsibility of bringing the Protocol into being:
 - **John Yates** – London Borough of Enfield
 - **Tina Fasi** – London Borough of Enfield
 - **Vincent Whyte** – London Borough of Newham
 - **Magdalena Srokowska** – London Borough of Newham
 - **Temi Fagbolade** – Royal Borough of Greenwich
 - **Richard Pixner** – London Borough of Barnet
 - **Gibrilla Musa** – London Borough of Lambeth
 - **Ian Hennessy** – Westminster City Council
 - **John Hewish** – Westminster City Council
 - **Robin Bradley** – London Fire Brigade
 - **Richard Richards** – London Fire Brigade
 - **Gemma Ganadin** – London Borough of Tower Hamlets
 - **Francis Mendy** – London Borough of Tower Hamlets
 - **Barbara Spencer-Devonish** – London Borough of Hackney
 - **Iain Clark** – London Borough of Camden
 - **Grace House** – London Borough of Camden
 - **Emma Trott** – London Borough of Southwark
 - **Kevin Thompson** – Royal Borough of Kensington and Chelsea
- **Charles Loft** – Local Government Association
- **Members of the Joint Inspection Team** – Local Government Association
- **Hiral Desai** – Greater London Authority
- **Lauren Stephenson** – Greater London Authority
- **Sergio de Souza** – Greater London Authority
- **Reena Manjania** – Greater London Authority
- **Sandra Tomlinson** – HM Inspector of Health and Safety
- **Tim Galloway** – HM Inspector of Health and Safety
- **Robyn Whitmore** – HM Inspector of Health and Safety
- **Colleagues at the Ministry of Housing, Communities and Local Government**

Particular thanks for getting the protocol over the line, goes to:

- **Andy Jack** – London Fire Brigade
- **Nicholas Coombe** – London Fire Brigade
- **Michelle Canning** – HM Inspector of Health and Safety
- **Roxanne Ohene** – Greater London Authority
- **Sue Hannah** – London Councils
- **Belinda Livesey** – London Borough of Barnet

Appendix 1 – Statutory Instruments and Guidance

1. Housing Act 2004 – [Housing Act 2004 \(legislation.gov.uk\)](#)
2. Housing health and safety rating system (HHSRS) enforcement guidance: housing conditions – [Housing health and safety rating system \(HHSRS\) enforcement guidance: housing conditions – GOV.UK \(www.gov.uk\)](#)
3. Housing health and safety rating system (HHSRS) operating guidance: housing inspections and assessment of hazards – [Housing health and safety rating system \(HHSRS\) operating guidance: housing inspections and assessment of hazards – GOV.UK \(www.gov.uk\)](#)
4. Regulatory Reform (Fire Safety) Order 2005 – [The Regulatory Reform \(Fire Safety\) Order 2005 \(legislation.gov.uk\)](#)
5. Fire Safety Act 2021 – [Fire Safety Act 2021 \(legislation.gov.uk\)](#)
6. Fire Safety (England) Regulations 2022 – [The Fire Safety \(England\) Regulations 2022 \(legislation.gov.uk\)](#)
7. Fire Safety (England) Regulations 2022 – guidance – [Fire Safety \(England\) Regulations 2022 – GOV.UK \(www.gov.uk\)](#)
8. [Section 156 of the Building Safety Act 2022 – Building Safety Act 2022](#)
9. Section 156 of the Building Safety Act 2022 – guidance – [Check your fire safety responsibilities under Section 156 of the Building Safety Act 2022 – GOV.UK](#)
10. Houses in multiple occupation and residential property licensing reform: guidance for local housing authorities – [Houses in multiple occupation and residential property licensing reform: guidance for local housing authorities – GOV.UK \(www.gov.uk\)](#)
11. The Management of Houses in Multiple Occupation (England) Regulations 2006 – [The Management of Houses in Multiple Occupation \(England\) Regulations 2006 \(legislation.gov.uk\)](#)
12. The Licensing and Management of Houses in Multiple Occupation (Additional Provisions) (England) Regulations 2007 – [The Licensing and Management of Houses in Multiple Occupation \(Additional Provisions\) \(England\) Regulations 2007 \(legislation.gov.uk\)](#)
13. Fire safety risk assessment: sleeping accommodation – [Fire safety risk assessment: sleeping accommodation – GOV.UK \(www.gov.uk\)](#)
14. Fire safety in purpose-built blocks of flats – [Fire safety in purpose-built blocks of flats – GOV.UK \(www.gov.uk\)](#)
15. LACORS 2008 – Housing Fire Safety – [guidance-on-fire-safety-provisions-for-certain-types-of-existing-housing.pdf \(cieh.org\)](#)
16. Fire Safety in Specialised Housing – [Specialised Housing – NFCC](#)
17. Making your small paying guest accommodation safe from fire – [Making your small paying guest accommodation safe from fire – GOV.UK](#)
18. Fire safety risk assessment: residential care premises – [Fire safety risk assessment: residential care premises – GOV.UK](#)
19. Simultaneous Evacuation Guidance – [Simultaneous Evacuation \(High-rise\) – NFCC](#)
20. The Building Safety Act 2022 – [Building Safety Act 2022 \(legislation.gov.uk\)](#)
21. The Building Safety Act 2022 – guidance – [The Building Safety Act – GOV.UK \(www.gov.uk\)](#)
22. Fire Risk Appraisal of External Walls and Cladding of Flats – PAS 9980 – [Fire Appraisal of Walls and Cladding of Flats – PAS 9980:2022 | BSI \(bsigroup.com\)](#)

23. Guidance on the use of remediation orders – [Guidance on the use of remediation orders – GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/remediation-orders)
24. The work for the Grenfell Tower Enquiry including the reports and recommendations – [Homepage | Grenfell Tower Inquiry](https://www.grenfelltowerinquiry.gov.uk/)
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