



Meeting	Performance and Resources Board	Agenda no.	9
	27 August 2024		
Meeting	Service Leadership Team		
	29 August 2024		
Report Authors:	Amanda Johnson, GM Pete Donovan		
Presented By	DCFO Moira Bruin		
Subject	Manchester Arena Inquiry Vol 2 and Grenfell - Update		
Type of Report:	Information		
Action Point No.	N/A	For Publication	Yes

RECOMMENDATIONS

None. This report details progress on the actions of the Manchester Arena Inquiry Vol 2 [MAI2] recommendations and Recommendations relating to Grenfell Phases 1 and 2.

EXECUTIVE SUMMARY

This report covers an update on progress against the Grenfell Recommendations and the MAI2 Recommendations relevant to ECFRS.

SRO is the Deputy Chief Fire Officer, the Project Manager is the Senior Projects Manager for Collaboration, Amanda Johnson, the Sponsor is AM James Taylor.

The Project Board is chaired by the Sponsor. The recommendations for both inquiries are managed for compliance via MS Planners with every recommendation ‘owned’ by an Assistant Director/Area Manager.

All 46 Grenfell recommendations are compliant and in Business As Usual.

Of the 149 MAI2 recommendations, 14 relate directly to the Fire Service. ECFRS are compliant on 11 of these and these are in Business As Usual. The three with an identified gap are being managed towards compliance with a due date of March 2025, with an additional 34 monitored by the NFCC for consideration by FRS.

BACKGROUND

Phase 1 of the Grenfell Tower Inquiry, released its report, including 46 recommendations based on 14 areas of interest identified by the inquiry. These are managed within ECFRS through a robust governance and assurance process using MS Planner.

Following the publication of the Manchester Arena Inquiry Vol 2 in Nov 2022 the team have applied the same governance and assurance process to the management of the 149 recommendations. This report covers an update on those that are directed at the FRS or on the national NFCC Tracker.

UPDATE

Grenfell Status

There are 46 recommendations from Grenfell Phase 1 which are all deemed as currently compliant and managed as Business as Usual for on-going compliance.

On-going compliance is managed through the Organisational Assurance Framework and monitored through the Continuous Improvement Plan with reporting at the Continuous Improvement Board.

The governance process is as follows:

- Each recommendation has been managed through the MS Planner process until complete and assured i.e. Gap analysis completed and Compliance is achieved and evidenced [Statement of Compliance in place], and there is a Statement of Closure with the BAU plan.
- Organisational Assurance Framework: The BAU Plan for each compliant recommendation is an entry on the Assurance Framework, with assurance levels at 1, 2 and 3 and allocated ownership for each level.
- This will be monitored through the Organisational Assurance Group (OAG).
- Continuous Improvement Plan: An entry has been submitted for the Annual Continuous Improvement Plan with a Definition of Done and associated Tasks for the monitoring of on-going compliance. This has been “approved in principle” and will go to September 2024 CIB for formal approval. The Definition of Done is:

“The BAU activity [for Grenfell] and compliance will be monitored through the Continuous Improvement Board (CIB) as with the JCAD entry.”

- Compliance is reported through the Continuous Improvement Board.
- Additionally, there is an entry on the Corporate Risk Register (JCAD) risk SRR150034 which states that on-going compliance is managed through the Organisational Assurance Framework.

The publication of the Grenfell Phase 2 report is due on 4th September and the expectation is that there is unlikely to be a significant impact for the Fire Service.

Whilst the Phase 2 report is expected to be significantly larger than Phase 1 – given the number of topic areas covered and the amount and range of evidence heard, it is expected that the focus of the Phase 2 report to be on matters other than the FRS. The Phase 2 Inquiry did not hear any further evidence about the events of the night of 14 June 2017.

For information, below are the modules of Phase 2:

1. The primary refurbishment (overview and cladding)
2. Cladding products – testing/certification, product marketing/promotion
3. Active and passive fire safety measures internal to building, management of building, compliance RRO 2005, Fire Risk Assessment, including complaints and communication with residents
4. Aftermath
5. Firefighting
6. Government
7. Experts
8. Evidence relating to the deceased

Module 5 examined the role and functions of the following leading up to 14 June 2017:

- Fire Risk Assessment
- London Fire Commissioner
- Regulatory Reform (Fire Safety) Order 2005
- Responsible Person
- Section 7(2)(d) visits [preparations for fighting fires in high-rise buildings]

Once published, our Grenfell Action Plan Project team will consider and assess the report and any guidance from the National Fire Chiefs Council and Home Office. Any recommendations for the FRS will likely be picked up as a BAU activity for Protection. If this is not the case a review at CIB will take place for further consideration.

Manchester Arena Inquiry Volume 2 Recommendations Status

Manchester Arena Inquiry Vol 2 (MAI2) was published in November 2022. It sits with the Emergency Services Collaboration Portfolio for oversight of all 149 recommendations. Fourteen of these are Fire related: National FRS, GMFRS and NW Fire Control with a further 34 which the NFCC have asked all FRS need to consider their compliance against.

Of the fourteen which relate just to FRS, for ECFRS:

- 11 have no gap identified and the Statements of Compliance and Closure are completed and are Assured and Completed.
- Three with an identified gap [R28, R29 and R30] relate to Control and training for major exercises:
 - To be managed to compliance through the MS Planner process,
 - Allocated to AM McLellan with a Target date for completion of March 2025 and each has a Definition of Done for full assurance.
 - An entry has been submitted for the Annual Continuous Improvement Plan with a Definition of Done and associated Tasks for the three Open MAI2 recommendations. This has been “approved in principle” and will go to September 2024 CIB for formal approval. The Definition of Done is:

“Budget is available and a schedule in place for the Control Room to effectively participate in multi-exercises twice per year.”

- On-going compliance for those Assured and Completed, is managed through the Organisational Assurance Framework and monitored through the Continuous Improvement Plan with reporting at the Continuous Improvement Board as follows:
 - Organisational Assurance Framework: The BAU Plan for each compliant recommendation is an entry on the Assurance Framework, with assurance levels at 1, 2 and 3 and allocated ownership for each level.
 - This will be monitored through the Organisational Assurance Group(OAG).
 - Continuous Improvement Plan: An entry has been submitted for the Annual Continuous Improvement Plan with a Definition of Done and associated Tasks for the monitoring of on-going compliance. This has been “approved in principle” and will go to September 2024 CIB for formal approval. The Definition of Done is:

“The BAU activity and compliance will be monitored through the Continuous Improvement Board (CIB) as with the JCAD entry.”

- Compliance is reported through the Continuous Improvement Board.
- Additionally, there is an entry on the Corporate Risk Register (JCAD) risk SRR150034 which states that on-going compliance is managed through the Organisational Assurance Framework.
- A Closure report to move the project into BAU was agreed at PMB on 30th August 2024. The Project Board will be disbanded from October 2024, with activity managed as above for both Manchester and Grenfell.

Of the 34 NFCC tracked ones:

- These are directed at other Agencies and have undergone a full gap analysis for ECFRS, to determine the current compliance status and what the ask of the FRS is against them as some do not mention the FRS.
- Three outstanding with an identified gap, requiring full assurance of compliance.

There are another 33 Recommendations which are multi-agency which have been directed to JESIP. Whilst not directed specifically to the FRS, each agency is required to be compliant for their aspects within their agency, before bringing all three Services together to determine compliance for Essex as a whole under JESIP. There are eight of these where ECFRS has identified a gap in its element for compliance within JESIP across Essex.

Governance for compliance of these sits within the JESIP arena and under the ERF Executive Programme Board.

Status of the 48 recommendations directed to the FRS and/or tracked by NFCC, (06/08/2024)

Gap identified	11	Open Progressing	10
		Complete Requires Assurance	0
		Complete Assured requires Board verification	3
		Complete Assured	35
		L3 Assured further evidence required	0

Gaps in red on table	Target Date	Owner
R30	Mar 25	Craig McLellan
R29	Mar 25	Craig McLellan

R28	Mar 25	Craig McLellan
R45	Dec 24	Dan Kirk
R53	Dec 24	Dan Kirk
R55	Dec 24	Dan Kirk
R56	Apr-24	James Taylor
R57	Dec 24	Dan Kirk
R69	CA	Dan Kirk
R71	Dec 24	Dan Kirk
R113	Dec 24	Dan Kirk

National FRS	NW Fire Control	GMFRS	On NFCC Tracker	Where managed
			1	JESIP
130	28	36	9	JESIP
131	29	37	10	JESIP
	30	38	16	Fire(EEAST)
	31	39	17	Fire(EEAST)
	32		20	Fire(EEAST)
	33		24	Fire(EEAST)
	34		45	JESIP
	35		46	JESIP
			47	JESIP
			50	JESIP
			51	JESIP
			52	JESIP
			53	JESIP
			54	JESIP
			55	JESIP
			56	JESIP
			57	JESIP
			60	Fire(Police)
			67	JESIP
			68	JESIP
			69	JESIP
			70	JESIP
			71	JESIP
			72	JESIP
			73	JESIP
			83	Fire(ERF)
			84	JESIP
			85	JESIP
			86	JESIP
			87	JESIP
			88	JESIP
			99	Fire (ERF)
			113	JESIP

Gaps	Recommendation with Gap for ECFRS	Definition of Done and Update
R30	All North West Fire Control staff should be trained on the best practices for responding to a Major Incident, as identified through its participation in exercises. North West Fire Control should ensure that learning is kept under review.	DEFINITION OF DONE: ECFRS to evidence how we record and identify best practices and how ECFRS control staff are trained to respond. ECFRS to develop an exercise plan specifically for the control room.
R29	North West Fire Control should ensure that it regularly tests how it operates, by ensuring that its staff participate in regular exercises and practical tests. These should include multi-agency exercises	DEFINITION OF DONE: ECFRS Control to prove that when regular exercises/practical tests/major incidents/multi agency exercises take place and staff record attendance as CPD on pdrPro. ECFRS to have a control specific exercise plan.
R28	North West Fire Control should take steps to ensure that it is involved in multi-agency exercises, particularly those that test mobilisation and the response to a Major Incident in line with the Joint Emergency Services Interoperability Principles (JESIP).	DEFINITION OF DONE: ECFRS control room are active members of all planned multi-agency exercises and major incident training and staff record as CPD on pdrPro. Evidence of the creation and delivery of an exercise plan for control.
R45	<p>The Home Office, His Majesty’s Inspectorate of Constabulary and Fire and Rescue Services, the College of Policing, the Fire Service College, the National Ambulance Resilience Unit and JESIP should review and, as necessary, update the Joint Doctrine: The Interoperability Framework (the Joint Doctrine) and Responding to a Marauding Terrorist Firearms Attack and Terrorist Siege: Joint Operating Principles for the Emergency Services (the Joint Operating Principles). The following matters should be considered in that review:</p> <ul style="list-style-type: none"> a. achieving a situation in which risk appetite is common across the three emergency services – this will require collaborative work; b. achieving a situation in which risk appetite is common across the three emergency services - this will require collaborative work c. achieving a situation in which forward deployment of specialist resources is the presumption, to be displaced only in the presence of a properly evidenced basis for not deploying resources forward; and d. achieving a situation in which the possibility of a secondary device does not delay forward deployment of resources, unless there is a proper basis for believing that such a device exists. 	<p>As a result of the failure to agree it has been decided that ECFRS do not need a policy for JOPS3. Our specialist responders are covered under National Resilience and non-specialist responders are covered by completion of a learn pro training package. ECFRS currently works to current JESIP principles and will look to adopt any recommendations that come from this process (JOPS 3). Teams have met and following a review of the documents they have agreed that a separate MTA Policy is not required, and can be replaced by the following:</p> <ol style="list-style-type: none"> 1. SRT responders: Can operate under the JOPS 3 guidance and National Resilience Concept of Operations guidance, with no requirement for a service specific guidance / policy. 2. Non specialist responders: The Service has an enabling Learn Pro package which is live and if an MTA incident is identified encourages crews to risk assess, inform, and act if safe to do so. The language used within the module is directed towards encouraging action to be taken. The updated RA has also been signed off as of the 17th June. <p>An operational information note will be created aligning to the live module and the NFCC guidance.</p> <p>DEFINITION OF DONE(S):</p> <ul style="list-style-type: none"> a) ECFRS have put awareness sessions in place for Level 2 and 3 commanders. Not all Commanders have undertaken the training. ECFRS to determine the mitigations and level of

		<p>risk that is acceptable. There is currently a 91% completion.</p> <p>b) ECFRS, EP and EEAST exercise together to understand common risk appetite in line with current JESIP principles</p> <p>c) ECFRS, EP and EEAST train and exercise together, particularly the NILO cadre who will be at the FCP, to understand the deploying of resources in line with current JESIP principles</p> <p>d) ECFRS, EP and EEAST train regularly and exercise together, particularly the NILO cadre who will be at the FCP to understand how to deploy when there is the possibility of a secondary device</p>
<p>R53</p>	<p>The emergency services should prepare, train and exercise for how they will maintain effective radio communications between emergency responders on the ground, commanders and control rooms, during the response to a Major Incident.</p>	<p>Delegated to JESIP – will require a tri-service sign-off for full compliance in Essex. ECFRS have identified their aspect has a gap.</p> <p>DEFINITION OF DONE: ECFRS has a robust method for interoperable comms at incidents. This is measure through effective exercising and ICV bi-annual updates, quarterly input at the Officers Awareness days through OCAT and operational debrief reports.</p> <p>In order to be compliant, ECFRS have purchased sufficient Airwaves radios for all Flexi Duty Officers and NILOS to have two. There is a long lead time for these radios which are hampering progress being made. Control rooms are monitoring ESCTRL1 and utilise this channel when a Major Incident occurs.</p> <p>Due to the lack of Airwave radios for ECFRS L2 Tactical Commanders, there is the potential for ineffective situational awareness at incidents and the lack of ability to communicate tri-Service without the use of a NILO.</p>
<p>R55</p>	<p>The Home Office, the College of Policing, the Fire Service College and the National Ambulance Resilience Unit should consider together whether an app giving ready access to the contact details for all on-duty and on-call commanders is feasible and, if so, likely to be of benefit in the response to a Major Incident.</p>	<p>Delegated to JESIP – will require a tri-service sign-off for full compliance in Essex. ECFRS have identified their aspect has a gap.</p> <p>This will be achieved when ECFRS have a system in place which will readily provide contact details for the relevant commanders without impacting on the Control Room. ECFRS are currently developing an app where skill sets will be identified and can be utilised for incidents.</p>

<p>R56</p>	<p>The College of Policing and Counter Terrorism Policing Headquarters should take steps to ensure that each police service establishes a hotline that enables those within the command structure of the three emergency services to make contact with the Force Duty Officer in the event of a declaration of Operation Plato.</p>	<p>Delegated to JESIP – will require a tri-service sign-off for full compliance in Essex. ECFRS have identified their aspect has a gap</p> <p>DEFINITION OF DONE - This recommendation will be achieved when there is a robust system in place which allows ECFRS and EEAST to make and maintain contact with Essex Police Control room without tying up a 999 emergency line.</p> <p>ECFRS and Essex Police are currently working towards this. Availability to contact via 'Oscar 1' and ES1 currently exists. This is limited to NILO's and Officers in Control only. Control staff currently have to ring 999.</p> <p>The MAIT falls under the phase 2 of the Control Room Upgrade. It is recommended that Daily email from EP Control to ECFRS Control is sent with the contact details for that specific day.</p> <p>Update: 15/2/24 - The MAIT will not be an acceptable solution for this as it is being funded for FRS Only.</p> <p>Update: 6/8/24 - MAIT meeting held on 5/8/24 with Home Office, Royal Berkshire FRS, Leicestershire FRS. Expected to go live later in the year for ECFRS and will receive funding for 2 years plus equipment. Question asked to involve Police service in this project. ECFRS and Essex Police Control Room leads meeting in early September to discuss. In the meantime ECFRS currently monitor the Police Hailing Group in the Control room, all NILO's have San J airwave radios, and all NILO's have the FIM/Oscar 1 telephone number.</p>
<p>R57</p>	<p>The College of Policing, the Fire Service College and National Fire Chiefs Council should consider devising training packages for operators within control rooms, to enable them to give guidance on basic trauma care to 999 callers.</p>	<p>Delegated to JESIP – will require a tri-service sign-off for full compliance in Essex. ECFRS have identified their aspect has a gap.</p> <p>DEFINITION OF DONE: Working with the National Operational Guidance Team, this guidance is explored along with training material to support it and implemented. If agreed by the Service and Rep Bodies, this will be adopted, this training will be delivered to Control Room Staff and supported by prompts on the Guardian Mobilising System.</p> <p>Control Room staff currently do not have the training in place to offer any type of first aid advice to a member of the public calling 999.</p>

<p>R69</p>	<p>The Home Office, His Majesty’s Inspectorate of Constabulary and Fire and Rescue Services, the College of Policing, the Fire Service College, the National Ambulance Resilience Unit and JESIP should ensure that all emergency services use common terminology to describe the zoning of hazardous areas in non-Operation Plato Major Incident situations and that all services have a common understanding of those terms. The terms should be different from those used when Operation Plato is declared.</p>	<p>STATEMENT OF COMPLIANCE:</p> <p>ECFRS trains with and attends exercises with other agencies to understand their operational guidance. Through the Incident Command Training team, Incident Commanders are exposed to incidents which require the assistance of other agencies to achieve the common goal. All Commanders are versed in JESIP and know to talk in jargon free language.</p> <p>STATEMENT OF CLOSURE: ECFRS will continue to facilitate the Tri Service face to face JESIP training. Officers will also be required to complete the annual Learnpro package. Further to this, ECFRS will continue to host multiple strategic level multi agency exercises to enhance the working relationships between each services commanders.</p> <p>STATEMENT OF ASSURANCE: Assured to level of ECFRS Agreement that the gaps are managed through consistent training and multi-agency CPD.</p>
<p>R71</p>	<p>The Home Office, His Majesty’s Inspectorate of Constabulary and Fire and Rescue Services, the College of Policing, the Fire Service College and the National Ambulance Resilience Unit should oversee the development and implementation of action cards for the police, fire and rescue service, and ambulance service for use in a Major Incident. This should include the following:</p> <ul style="list-style-type: none"> a. ensuring that all control room staff and commanders are trained in the use of the action cards; b. ensuring that action cards act as a checklist, setting out the key functions of each command role, the role of control room staff and the need for joint working; c. ensuring that action cards are available immediately to commanders and control room staff during the course of the response to a Major Incident, whether in hard copy or electronically; d. ensuring that the use of action cards is tested regularly through exercising; and e. ensuring that the action cards within the control rooms include a prompt to the first commander on scene to co-locate with other emergency service commanders. 	<p>Delegated to JESIP – will require a tri-service sign-off for full compliance in Essex. ECFRS have identified their aspect has a gap.</p> <p>The Emergency Preparedness and Resilience Dept reviewed the Major Incident Plan in July to update in line with other Services, in particular the addition of Action Cards. The plan is going to the Ops Committee Meeting on 7th October for agreement.</p> <p>This recommendation will be done when the Major Incident Plan has been agreed and includes the action cards.</p> <p>This recommendation will be done when the MIP has a number of role specific action cards and commanders are familiarised in the use of them.</p> <p>Action cards have been added to the Guardian mobilising system for Major Incidents, Control are trained to follow the actions and DSP's attached to each NITL Type. When a Critical Incident is called, there are specific action cards for the officers and loggists within the CIT room. The major incident plan, post review, will have additional Action Cards for specific roles.</p>

R113	The team led by Philip Cowburn has devised a tool that is designed for use by a wide range of emergency responders in a mass casualty situation. It is known as Ten Second Triage. The National Ambulance Resilience Unit, the College of Policing and the Fire Service College should consider as a matter of urgency whether all of their frontline staff should be trained in the use of Ten Second Triage.	<p>Delegated to JESIP – will require a tri-service sign-off for full compliance in Essex. ECFRS have identified their aspect has a gap.</p> <p>DEFINITION OF DONE: ECFRS will fully implement TST, including the use of snap bands for categorising casualties. TST is already on the well embedded JESIP App which can be utilised to assist crews. A training package and operational information notes being prepared.</p>
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Assurance Process –

- Gaps Identified: These go through full governance and assurance, requiring a Definition of Done and owned by an AM.
- No gap identified and ECFRS is compliant then a Statement of Compliance explaining how ECFRS have this embedded, with auditable and verifiable evidence.
- Prior to L2 Assurance all recommendations have a Statement of Closure which details the BAU plan for on-going and sustainable compliance to be maintained.

Fire only:

- Level 2 Assurance sits with ECFRS Organisational Assurance Team
- Level 3 Assurance sits with the Project/Performance Board

JESIP only:

- Each agency will take the recommendation to Level 2 Assurance
- Level 2 Assurance will be undertaken by the MAI2 Strategic Oversight Board once all the Agencies have completed their individual Level 2 statements of Compliance and Closure.
- Level 3 Assurance will be undertaken by the ERF Planning and Assurance Group

RISKS AND MITIGATIONS

Corporate Risk: SRR150034 – Inquiries, which is managed through JCAD.

JCAD Risk: There is a risk that the Service does not implement with required timescales and sustain recommendations from external inquiries into similar organisations resulting in a failure to prevent a repeat of the mistakes highlighted and to restore public confidence.

Trigger: A failure to adequately, govern and assure the action plan put in place to deliver against the recommendation from the relevant inquiry.

Impact: Mistakes could be repeated, with resultant casualties and the ‘public concern’ about the event/events leading to the inquiry are not addressed.

Mitigation: Once transitioned to BAU, all Grenfell and MAI2 recommendations will be managed through the Organisational Assurance Framework and compliance monitored through the OAG and CIB.

Target: Likelihood of not implementing recommendations: Rare 1

Target: Impact of not implementing recommendations: 5 because that is Critical under Compliance

Ownership of this Risk on JCAD sits with the Director of Corporate Services.

LINKS TO FIRE AND RESCUE PLAN

Links to the Fire and Rescue Plan:

- Make best use of our resources
- Annual Plan AP202122- 08

FINANCIAL IMPLICATIONS

Appendix A is the Financial Report for the Protection Uplift Grant.

LEGAL IMPLICATIONS

Changes to Fire Safety legislation are anticipated following Grenfell Inquiry Phase 2 which is likely to drive changes inspection regimes and statutory responsibilities in high rise residential buildings. This has driven changes to ECFRS Protection Strategy which has been reviewed to take this into account. The strategy and the accompanying Risk Based Inspection Programme have been approved.

STAFFING IMPLICATIONS

Proposed project resources and project management team structure are stated in the PID [para. 2.3 and 4]

EQUALITY AND DIVERSITY IMPLICATIONS

We have considered whether individuals with protected characteristics will be disadvantaged as a consequence of the actions being taken. Due regard has also been given to whether there is impact on each of the following protected groups as defined within the Equality Act 2010:

Race	N	Religion or belief	N
Sex	N	Gender reassignment	N
Age	N	Pregnancy & maternity	N
Disability	N	Marriage and Civil Partnership	N
Sexual orientation	N		

The Core Code of Ethics Fire Standard has been fully considered and incorporated into the proposals outlined in this paper.

HEALTH AND SAFETY IMPLICATIONS

Under the Health and Safety at Work Act etc 1974 we have a duty to protect the Health, Safety and Welfare at work of all employees as well as others who may be affected by our work including the general public. The Management of Health and Safety at Work Regulations 1999 also identifies our obligation to continually assess risks. The proposed piece of work seeks to identify any gaps in the approach to the management of operational risk in relation to high rise residential fire procedures and ultimately to contribute to the Health and Safety of responders and residents of High Rise residential buildings.

CONSULTATION AND ENGAGEMENT

The Project has a Communications Strategy where appropriate consultation and engagement is considered.

Engagement with Rep Bodies will be undertaken by the project Sponsor through the standard JNCC process.

FUTURE PLANS

ECFRS will maintain compliance with all recommendations following closure of the projects to meet compliance, using the Organisational Assurance Framework, Continuous Improvement Plan and Risk SRR150034.

LIST OF BACKGROUND PAPERS AND APPENDICES

Appendix A – Protection Update finance report