

LINCOLNSHIRE FIRE & RESCUE



PREVENTION & PROTECTION FRAMEWORK

2020 – 2024

Lincolnshire
COUNTY COUNCIL
Working for a better future

SHERMAN

Smoker

Hoarder

Elderly
or lives
alone

Reduced
mobility,
hearing
or visual
impairments

Mental
health
issues

Alcohol
misuse,
drugs/
medication
dependence

Needs
care or
support



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1 INTRODUCTION

The purpose of this document is to set out how Lincolnshire Fire and Rescue (LFR) will provide Prevention & Protection activities to the local community as part of our Integrated Risk Management Plan (IRMP) 'Our Community Plan'¹.

This Prevention and Protection Framework is part of a suite of strategies (Fig 1) which jointly outlines how we mitigate the risks highlighted in our Community Risk Profile 'Understanding Risk in Lincolnshire'. This Framework supports our IRMP and provides the strategic objectives that in turn will be delivered through more detailed guidance documents.

LFR uses a blended approach throughout the Frameworks to ensure resources are targeted to reduce the likelihood of emergency incidents happening in the first place; hence an area of increased risk will attract resourcing from Prevention, Protection and Response functions in a cohesive, strategic way aligned to the data supporting the Community Risk Profile document.

This Framework will be refreshed annually to ensure it remains fit for purpose and will be subject to a full review in line with our IRMP cycle. Specific actions to enable the framework to be achieved will be provided and tracked through our annual Service Plan.

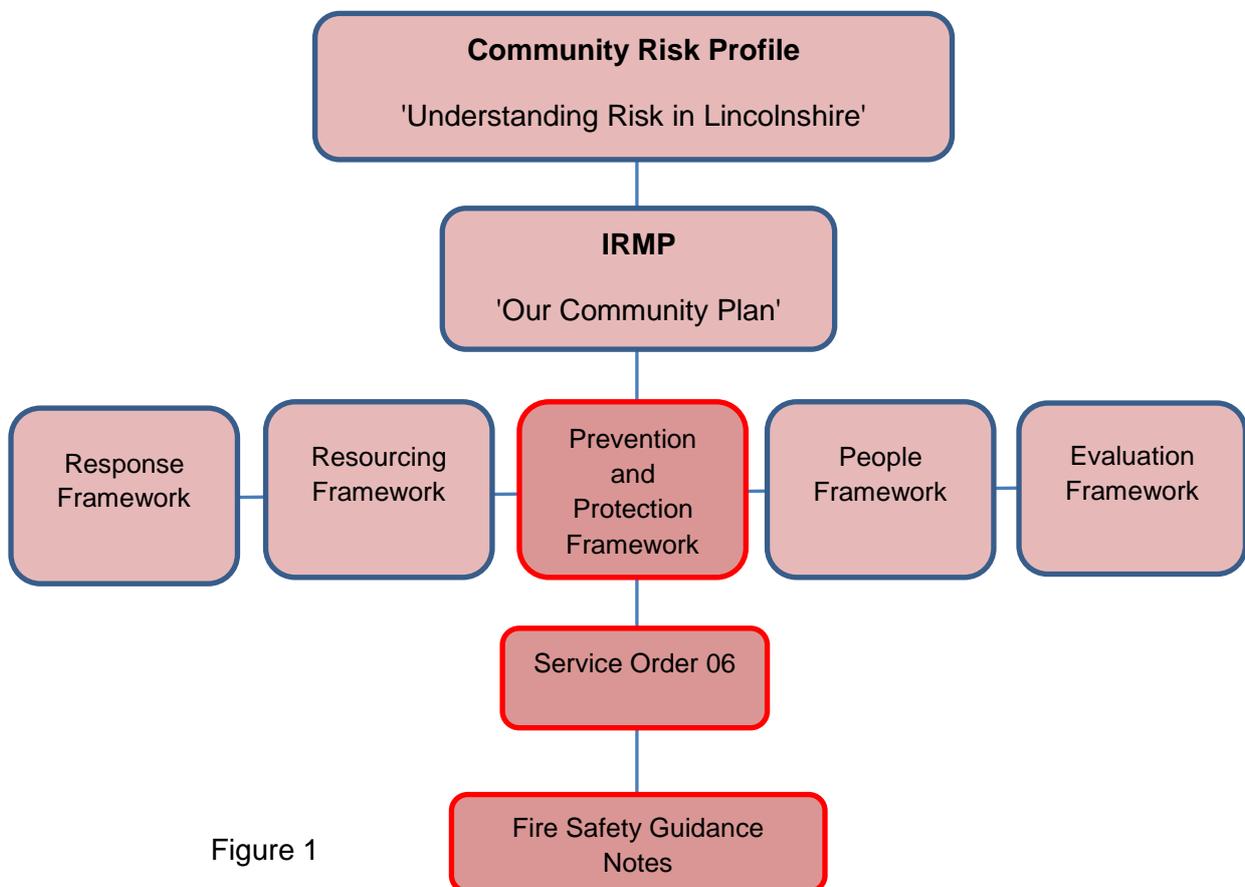


Figure 1

¹ To cut down on jargon we have rebranded the IRMP for the public as 'Our Community Plan'.

2 WHY DO WE HAVE A PREVENTION AND PROTECTION FRAMEWORK?

The aim of our Prevention and Protection Framework is to set out our priorities and aims in order to improve and enhance the safety of our communities. It outlines our community safety activities and sets out how they will be delivered. The Framework encompasses the following areas:

- Community Fire Safety (CFS)
- Community Fire Protection (CFP)
- Wider Community Safety activities to support our CRP

The Framework outlines how LFR will carry out its statutory and legislative responsibilities, utilising risk-based methodology, within its current financial constraints*.

The information and data supporting the Framework, in terms of resourcing to risk, is outlined within the Community Risk Profile 2020-24 which directly influences the policies and procedures. Specifically this Framework aims to mitigate the risks within our Community Risk Profiling document by providing an appropriate response to our community risks and helping to discharge some of our corporate risks.

LFR will ensure it complies with relevant statutory requirements contained within the following key pieces of legislation:

- Fire and Rescue Services Act 2004 (predominantly sections 7,8 and 9)
- Civil Contingencies Act 2004
- Regulatory Reform Order (Fire Safety) 2005
- Health & Safety at Work Act 1974

LFR will have regard to the Fire and Rescue National Framework for England publicised and updated by the current Government which sets out the Government's priorities and objectives for Fire and Rescue Authorities.

LFR is committed to delivering our prevention and protection activities in line with national best practice and will have policies and procedures in place which comply with (or exceed) relevant guidance in relation to prevention and protection activities?

3 OUR AMBITIONS

For prevention and protection, LFR has set the following ambitions for 2020-24:

- We aim to have zero accidental fire deaths in the county.
- We aim to ensure we attend calls where we are actually needed, reducing those which are caused by false alarms.

- We aim to provide support and advice, in conjunction with our partners, to our most vulnerable groups to improve the levels of safety within the home.
- We aim to ensure our locally determined risk based inspection programme targets the highest risk within the county to enforce compliance with the Regulatory Reform (Fire Safety) Order 2005 in premises to which it applies.
- We aim to ensure we have sustainable, effective and appropriately skilled teams to support our specialist protection activities.

4 OUR OBJECTIVES

LFR has set the following prevention and protection based objectives for 2020-24:

- We will improve the targeting of our Risk Based Inspection Programme to increase the number of fire safety audits determining unsatisfactory outcomes.
- We will embed, in a timely manner, any emerging fire safety issues arising from incidents of special interest, with particular focus on the tragic events from the Grenfell Tower fire.
- We will respond to Building Regulations submissions within 15 days.
- We will respond to new License Applications (Licensing Act 2003) within 21 days.
- We will respond to a complaint for premises related to the Regulatory Reform Order 2005 within two days.
- We will deliver a Safe and Well visit to people classed as critical, to reduce the risk of domestic fires and their consequences within five days.
- We will deliver a Safe and Well² visit to people classed as high risk, to reduce the risk of domestic fires and their consequences within 10 days and medium risk households within 30 days.
- We will identify and provide risk based support to households deemed to be outside our response strategy.
- We will ensure following a dwelling fire or other significant fire in residential premises, immediate prevention activities will be carried out.

5 HOW WE WILL ACHIEVE THIS

To achieve our ambitions over the lifespan of Our Community Plan, we have devised the following strategies and will resource accordingly; Prevention is covered in the wider arena of Community Fire Safety (CFS), with Community Fire Protection (CFP) looking at safety within the built environment.

² Home Fire Safety Checks (HFSC) by Operational Crews will transition to Safe & Well in October 2020.

5.1 Community safety

The CFS team aim to produce an annual CFS Campaign Plan. The Plan outlines LFR's areas of focus for the year and is developed by referencing the National Fire Chiefs Council (NFCC) campaign calendar, reviewing local incident data and referencing areas of identified risks within the County. Our annual Service Plan outlines specific themes and areas of focus, which are not necessarily aligned to national campaigns but form part of our core CFS work.

5.2 Vulnerable adults

Vulnerable adults are often most at risk from fire. By concentrating our CFS resources on those individuals we significantly reduce the level of risk of harm from fire in our communities. LFR uses a risk matrix to measure vulnerability. Analysis allows us to highlight the common vulnerabilities and develop actions in the delivery of our 'SHERMAN' strategy that was launched in 2019.

S - Smoker

H - Hoarder

E - Elderly or lives alone

R - Reduced mobility, hearing or visual impairments

M - Mental health issues

A - Alcohol, drugs/medication dependence

N - Needs care or support

LFR utilises referrals from partner agencies as a method of identifying vulnerable individuals and members of the community. With common vulnerabilities identified as part of the profiling exercise, a methodology for proactive identification of those classed as most vulnerable has been developed allowing the CFS department to target and support those most at risk. We will then arrive at the number of households deemed to be the highest risk based on the quartiles and then matching to Exeter³ data and if beyond 20 minute response.

5.3 Safe and well check (S&WC)

LFR continues to develop our 'Home Safety Visit' which has evolved in-line with the national direction of Fire and Rescue Services (FRS). The NFCC continue to be the main catalyst for development, with recent Government confirmation given to four main identified areas that should be included within a 'Home Visit'. These four areas

³ Exeter Data is a database of all patients over 65 registered with an NHS GP in England and Wales.

are: Fire Safety, Fuel Poverty, Mobility and Smoking cessation. We then use a risk matrix to allocate and prioritise visits to the most vulnerable as follows:

- Critical Risk - within 5 days (by CFS advocate and operational crews)
- High risk - within 10 days (by CFS advocate and operational crews)
- Medium Risk - within 30 days (by operational crews)
- Low Risk - Safe and Well pack

Whilst we will look to identify and support vulnerable individuals, we recognise that if we can also promote safety in the home, the foundations of a safer environment can be built on and developed.

Our Community Risk Profile identifies that a significant number of fire related injuries are caused in residential dwellings. Additional information outlines that a large proportion of injuries are caused by individuals attempting to tackle a fire once this on discovering this in their home.

5.4 Partnerships

Partnership working is vital to maximise the impact of LFR's community safety initiatives and activities. It is recognised that FRSs can play a significant part in keeping people safer in their own homes for longer and promoting wider safety initiatives. Partnership arrangements are recorded on our Partnership Register and reviewed regularly to ensure they remain fit for purpose.

5.5 Arson reduction

Deliberate fires constitute the largest single cause of major fires in the UK, although within the county over the last number of years the figures have declined. This is reflected by the reduction of deliberate primary and secondary fires being an important measure in the Council Business Plan as they impact directly on residents and business owners whose properties are damaged or destroyed.

Reference will be taken from the NFCC's Arson Reduction Strategy 2019-2022 with strategic aims considered when reviewing local activities and needs.

5.6 Post incident

Following a dwelling fire or other significant fire in residential premises, immediate prevention activities will be carried out by the operational crew. Depending on the nature of the incident, operational crews will review if the property has working smoke detection and whether they feel there are any safeguarding issues (classed as a 'Quick Hit' check). Control capture relevant information with details passed to

the local CFS advocate to follow up if required. Crews will not leave a premises until both areas have been looked at and confirmed.

Following the immediate actions carried out, a post incident response, either by our advocates or response crews, is undertaken within the local during the hours and days immediately following the incident. This involves talking to residents, handing out leaflets, arranging a safe and well/home safety check visit (where appropriate) and giving fire safety advice to households.

5.7 Safeguarding

The Care Act 2015 imparts a statutory responsibility on all public bodies to ensure the safeguarding of children and adults. Further details relating to our safeguarding arrangements can be found in Service Order 49.

5.8 Youth engagement

Engagement with children and young people plays an important part in securing the safety of our communities from fire and fire related accidents. Our main youth engagement activities are Fire Cadets, Firebreak and our Fire Intervention Scheme (FIS).

5.9 Road safety

RTCs with subsequent killed and seriously injured people, remain one of our highest risks. LFR is a key partner within the Lincolnshire Road Safety Partnership (LRSP) with the Area Manager Prevention and Protection, acting as Deputy Chair of the Strategic Board. To support delivery of road safety initiatives, LFR seconds a community safety advocate to the partnership. LFR supports the delivery of that plan with a programme of campaigns and activities set out in the Service Plan.

5.10 Water safety

Water risks associated with Lincolnshire can be found in the form of coastal water, reservoirs, natural lakes, ponds, canals, wetlands, dykes and rivers. Nationally in 2018, 263 water-related fatalities occurred with the majority involving young people between the ages of 20 and 25. A high percentage of water-related incidents occur in rivers.

5.11 Fire investigation

We investigate the cause of all fires reported to us within Lincolnshire, allowing us to fulfil our statutory obligations, prevent recurrence of faults, carelessness or neglect.

Fire investigation data helps to inform local and national trends as well as CFS, CFP and response activity. CFP may audit premises following fires and information can support enforcement action and prosecutions.

Specific details on how LFR conduct and manage Fire Investigation activities can be found in supporting guidance in Service Order 4.

5.12 Health and wellbeing

It has been recognised for some time that FRSs have the potential to be able to support the wider health and wellbeing agenda of the communities they serve. On a daily basis, operational crews engage with members of the community, supporting and observing the struggles and issues individuals may be experiencing. With 'Health and Wellbeing' identified as one of the highest risks in our CRP, it is important that our prevention activities support the mitigation and management as effectively and efficiently as possible.

5.13 Community fire protection

This section of our Framework outlines how we will manage and deliver our community fire protection activities. LFR is committed to monitoring the developing landscape of fire protection requirements and will ensure we prepare ourselves in the best possible way to meet the demands placed upon us.

Lincolnshire County Council's fire safety duties are in the main delegated to and discharged by LFR. The main duties are outlined in:

- Regulatory Reform (Fire Safety) Order 2005
- Fire and Rescue Services Act 2004
- Fire and Rescue National Framework for England 2018

The National Framework Document sets out the Government's priorities and provides the overall strategic direction to local fire and rescue authorities.

A priority in the Framework is for Authorities to develop and maintain an IRMP which must demonstrate how prevention, protection and response activities will best be used to mitigate the impact of risk on communities.

As a result of the Grenfell Tower incident, we will continue to drive for improvement in our protection function, tackling risk in the built environment and supporting the Building Risk Review work that is overseen by the Fire Protection Board, our focus being:

- The Building Risk Review Programme which will deliver a review of all high-rise residential buildings over 18 metres by the end of December 2021.

- The Protection Uplift Programme which supports initial improvements in local protection capability.

5.14 Regulators Code

As a regulator whose functions are governed by this statutory Code, we must take this into account when developing policies and operational procedures that guide our regulatory activities. Our Service Enforcement Manual and Fire Safety Guidance Note 27 provide more detail on how we comply with the Regulators Code.

5.15 Primary authority

Primary Authority Schemes (PAS) were introduced in 2009 under the Regulatory Enforcement and Sanctions Act 2008 aimed at Local Authority Regulators reducing the burden on business through better, more efficient, coordinated activity. Our PAS Register provides details of those businesses we have entered into PAS agreement with.

5.16 Functions

The rules governing CFP activity have been significantly strengthened recently with a new Competency Framework for Fire Safety Regulators. It places strict definitions on the amount of knowledge and experience for all levels of Protection work within a Fire Authority. LFR are working towards full compliance with that competency framework.

5.17 Risk control and mitigation

We have a system for allocating CFP work which provides a definitive hierarchy and priority of tasks which aligns to our performance measures and Service Level Agreements. The hierarchy is as follows:

- Complaints
- Post fire
- Consultation
- Enforcement
- Risk based audits and inspections
- Thematic activities (including Petroleum, safety advisory group (SAG) and unwanted first signals (UwFS)
- Advice (including agency liaison)

Complaints will be dealt with on a risk based approach, depending on severity and credibility of the information passed and will be actioned within 24 hours of receipt.

Details of the complaint will be recorded on our Management Information System with resulting actions and outcomes documented.

5.18 Post fire audits

LFR will conduct an audit of all relevant premises (those not being single domestic dwellings) after a primary fire. Details of an incident will be reviewed and a risk based action apportioned within five days of the fire occurring. As a fire has occurred it is highly possible that the responsible person has failed to comply with the requirements of the Regulatory Reform (Fire Safety) Order 2005. Where that is not the case, we feel it is important to offer advice to reduce the risk of further fires occurring. Post fire audits and hazard spotting visits will be conducted by both CFP and operational crews.

5.19 Consultation

Under the Regulatory Reform (Fire Safety) Order 2005, Government Departments, Public and Local Authorities are required under certain circumstances to consult LFR as the Enforcing Authority. The purpose of the consultation is to seek comments regarding fire precautions necessary to meet the requirements of the Fire Safety Order. We respond to statutory consultations from other Authorities within nationally agreed timescales.

5.20 Fire safety audit

We use a process and form based on the NFCC Fire Safety Guidance Notes and Audit Form. The guidance has been adapted to suit local procedures and systems and requires specialist competencies together with authorisation in accordance with the Regulatory Reform (Fire Safety) Order 2005 and registration under PAS. To support the management of identified risk, Fire Safety Audits will be carried out by dedicated specialist Fire Safety Inspectors (trained to Level 4 Diploma in Fire Safety or equivalent).

5.21 Short audits

The Short Audit process is a regulatory activity undertaken with respect to premises identified for intervention by Fire and Rescue Authorities. It includes all work from gathering intelligence to the final disposal of any safety or business improvements identified. Site visits are necessary to evaluate the suitability of fire safety measures and the level of any residual risk.

The fire safety evaluation using the Short Audit form is the first step during a site visit. If the evaluation reveals that appropriate general fire precautions are in place (to suitable and sufficient standards for the premises) the inspection process can end

at that point. If the evaluation of fire precautions indicates residual concerns or identifies unacceptable risks to people in case of fire, the site visit should be escalated to the 2009 Audit form for a focused audit of the areas of concern. Escalation is used to determine whether safety has been provided or whether improvements in safety must be made.

Personnel trained to Level 4 Certificate Level in Fire Safety will be authorised to carry out short audits at medium risk premises as identified using LFR's methodology for risk identification.

5.22 Hazard spotting

Hazard spotting is carried out by non-specialist personnel, mainly operational crews and as a light touch by CFP personnel. Hazard spotting is not a regulatory activity and therefore no PAS registration is required. The process will be conducted under the Fire and Rescue Services Act 2004 and not as part of any regulatory activity (detailed in Fire Safety Guidance Note (FSGN) 23 (hazard spotting process)).

5.23 Thematic activities

Thematic audits or intelligence-led activities can be county-wide or specific to a local area and can be used to target emerging or increasing risks. The effectiveness of these activities is dependent on the quality of the intelligence received so information channels must be fully utilised and risk-profile information as accurate as possible. Internally processes implemented and detailed in FSGN 27 allow CFP activities to be reviewed and monitored with trends highlighted. At a local level this information is utilised to plan targeted themed activities.

5.24 Risk based inspection programme (RBIP)

Our RBIP triggers the vast majority of audits and hazard spotting visits undertaken by our CFP and operational crews. Our methodology groups premises into four risk categories. Our RBIP does not exist to generate enforcement action, its purpose being to target our resources effectively thus maintaining standards and reducing the likelihood of loss of life due to fire at the highest risk to life premises. The details are outlined in FSGN 28 (risk based inspection programme).

5.25 Petroleum

LFR is the Petroleum Enforcing Authority (PEA) for Lincolnshire with responsibility for ensuring those who keep and dispense petrol do not cause risk to the public or the environment. We discharge this duty by providing advice and guidance, audit and inspection and where necessary by taking enforcement action. Our petroleum

related activities are delivered by our Fire Safety Inspectors who are appropriately skilled and authorised.

5.26 Safety Advisory Groups (SAG)

The non-statutory Safety Advisory Groups were established to ensure public safety following a number of tragic accidents occurring at sports grounds across the UK. The SAGS are Chaired by the Prevention and Protection Manager and Technical Fire Safety Manager, with technical support and enforcement action delivered by our Fire Safety Inspectors.

5.27 Lincolnshire Event Safety Partnership (LESP)

LESP is a function of our Local Resilience Forum (LRF) and provides a strategic framework of consistent advice to local SAGs across Lincolnshire, enabling them to provide proportionate, timely and accurate guidance to event organisers. All members of LESP play an active role, based on their area of expertise and are committed to ensuring safety at the larger events taking place in Lincolnshire.

5.28 Unwanted fire signals (UwFS)

Our UwFS reduction policy seeks to reduce the incidence of UwFS through appropriate use of resources and statutory powers. The core elements of our reduction strategy are:

- Challenging calls where the only indication of fire is the alarm sounding.
- Employing statutory powers under the Regulatory Reform Order (Fire Safety) 2005 to improve the management of premises where it has been identified that this is poor.
- Charging where little effort is being made to effectively reduce the incidence of UwFS.
- Engagement and education to support fire safety arrangements within non domestic premises.

5.29 Fire protection advice and business engagement

We have a duty under Section 6 of the Fire and Rescue Services Act 2004 to give advice and promote fire safety, free of charge. When requested this advice extends to:

- How to prevent fires and restrict their spread in buildings and other property
- The means of escape from buildings and other property in case of fire

Where the Regulatory Reform Order applies, the advice given, and the promotion of fire safety, has to be consistent with national guidance and standards. We will deliver our duties in respect of the Regulators Code by providing advice in relation to non-domestic premises just as we do to support community safety.

Offering such advice helps us to support business, the economy and reduce the number of fires which occur by encouraging people to ask how they can make their premises safer. It can also help to reduce the time spent on enforcement activity. Whilst all our fire protection personnel, advocates and operational crews are able to offer general fire safety advice, technical advice is only offered by suitably skilled personnel.

5.30 Agency liaison

We will continue to work with partners and other agencies to share information and intelligence with the ultimate aim of improving our services and developing safety arrangements and compliance. By doing this we can direct resources in an intelligence-led manner thus reducing the burden or impact on businesses, fostering better agency relationships and supporting the business sector.

5.31 Support functions (competency, training and authorisation CFP)

The delivery of effective regulation depends on the competency of the professionals who carry out the work. Common regulatory competence standards, underpinned by a robust development process, maintenance of competence and comprehensive learning materials, are essential to effective service delivery.

We have a progression system in place which aligns itself to the Competency Framework. We have also implemented the Skills for Fire and Rescue National Occupational Standards (NOS) for Fire Safety provided by Skills for Justice and use a range of course providers to deliver training when required. CFP team personnel continue their development as evidenced in our organisational assurance process (FSGN 06).

Service Order 06 (Discharge of Fire Safety Duties) outlines training requirements and details the definitive levels of competence within LFR in relation to CFP activities. The skills gained will be maintained and built upon through career progression.

Authorisation in respect to the enforcement of fire safety and delegated legislation is managed by the Prevention and Protection Manager who arranges the necessary warrants for those personnel engaged in enforcement work and revokes those warrants where personnel leave the service or are no longer eligible. Warrants are only provided where the Prevention and Protection Manager is satisfied that the

individual has sufficient knowledge and skills and that the knowledge and skills have been properly maintained.

5.32 Regional Collaboration

Regional collaboration is important in the continued development and delivery of CFP activities. Regional collaboration provides an environment where managers can develop, share, implement and evaluate a broad spectrum of ideas and good practice. We actively engage in a range of fire protection forums both locally and nationally facilitated in the main by the NFCC.

6 MEASURING SUCCESS

We measure our success against a number of key indicators which we report on monthly through our internal Performance Board. The data is reflected on our management tools and actions to improve performance captured within our Service Plan as updates. Further detail can be found in our Evaluation Framework.

7 LEARNING FROM OUR ACTIVITY

Improvement is one of LFR's four core values. To drive improvement across the Service, we are committed to reviewing all our activity, and learning from it. To support this emphasis we have created an Evaluation Framework to underpin Our Community Plan. This sets out how we will evaluate and learn from all our activity.

8 PROVIDING VALUE FOR MONEY

We are committed to ensuring our activities are delivered in a cost effective manner. The efficient delivery of Our Community Plan will be supported by this Framework, and providing value for money will be considered in all key decisions. In practical terms our Community Plan is delivered by our annual Service Plan that clearly details what work is being completed within the Service. Each task has an owner who coordinates their assigned activities and logs progress within our service performance software. Further details on performances management can be found in our Evaluation Framework.

9 SUMMARY OF RESOURCING TO OUR RISKS

RISK	RISK TYPE	RESPONSE STRATEGY
1	Dwelling Fires	LFR continues to develop their 'Home Safety Visit' which has evolved in-line with the national direction of FRSSs. The NFCC continues to be the main catalyst for development, with recent Government confirmation given to four main identified areas that should be included within a 'Home Visit', namely: Fire Safety, Fuel Poverty, Mobility and Smoking cessation.
2	Road Traffic Collisions	RTCs with subsequent killed and seriously injured people, remain one of our highest risks. LFR is a key partner within the LRSP with the Area Manager Prevention and Protection acting as Deputy Chair of the Strategic Board. To support delivery of road safety initiatives LFR seconds a Community Safety Advocate to the partnership. LFR support the delivery of that plan with a programme of campaigns and activities set out in the Service Plan.
3	Non-Domestic Fires	<p>LFR has a system for allocating CFP work which provides a definitive hierarchy and priority of tasks which aligns to our performance measures and Service Level Agreements. The hierarchy is as follows:</p> <ul style="list-style-type: none"> • Complaints • Post fire • Consultation • Enforcement • Risk based audits and inspections • Thematic activities (including petroleum, SAG and UwFS) • Advice (including agency liaison) <p>COMAH and TIP sites falling outside the 20 minute 'assured level of response' drive times attract increased frequency of visits with specific safety messages and additional planning where necessary.</p>
4	Water Risks	Water risks associated with Lincolnshire can be found in the form of coastal water, reservoirs, natural lakes, ponds, canals, wetlands, dykes and rivers. Nationally in 2018, 263 water-related fatalities occurred with the majority involving young people between the ages of 20 and 25. A high percentage of water-related incidents occur in rivers.
5	Residential High - Rise	<p>As a result of the Grenfell Tower incident we continue in our drive for improvements in the protection function, tackling risk in the built environment and supporting the Building Risk Review work overseen by the Fire Protection Board, our focus being:</p> <ul style="list-style-type: none"> • The Building Risk Review Programme which will deliver a review of all high-rise residential buildings over 18 metres by the end of December 2021. • The Protection Uplift Programme which support initial

		improvements in local protection capability.
6	Malicious Acts	<p>We investigate the cause of all fires reported to us, allowing us to fulfil our statutory obligations, prevent recurrence of faults, carelessness or neglect.</p> <p>Fire Investigation data helps inform local and national trends as well as CFS, CFP and response activity. CFP may audit premises following fires and information can support enforcement action and prosecutions.</p>
7	Heritage	<p>Integrated Risk Department have recently (Feb 2020) received a comprehensive data set covering heritage risk within the County; this is supported by our Risk Based Inspection Programme. Information is shared between our Integrated Risk team and Fire Safety Team to ensure that identified risks are managed and mitigated. Fire Safety Inspections and regular familiarisation visits are carried out as per inspection programmes.</p>

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