



LONDON FIRE BRIGADE

London Fire Brigade (LFB) - Grenfell Tower Investigation and Review Team

Terms of Reference (ToR):

1. The Grenfell Tower Investigation and Review Team (GTIRT) is responsible for leading and coordinating the LFB's investigation into the Grenfell Tower Major Incident that occurred on 14 June 2017. This work includes supporting the documentary, data, and physical evidence requirements associated with both the Metropolitan Police Service (MPS) criminal investigation, Operation Northleigh and the Grenfell Tower Inquiry (GTI) on behalf of the London Fire Commissioner (LFC). The key objectives of the team are as follows:
 - set-up robust systems to capture all relevant information (documents, witness statements, emails, images, etc.) and any physical evidence associated with Grenfell Tower and LFB's response to the fire.
 - develop and implement a 'Sharepoint' storage and indexing solution for all the information relating to the Grenfell Tower investigation.
 - in conjunction with the General Counsel's Department support the Brigade's response to the GTI and any subsequent criminal and civil proceedings and establish a 'disclosure' management protocol to support the evidence submissions.
 - analyse all of the relevant and available information to develop a clear understanding of the LFB's involvement with Grenfell Tower prior to the major fire that occurred on 14 June 2017.
 - investigate and establish the most likely cause of the fire and the factors that influenced the rapid fire spread in conjunction with external advisors.
 - undertake a comprehensive review of the Brigade's operational response to the incident including all the relevant aspects of the operational support and strategic co-ordination arrangements.
 - undertake a comprehensive review of Brigade Control's response to the incident and the provision of 'stay put' and fire survival guidance.
 - undertake an assurance review covering all the actions taken by the LFB in responding to the Lakanal House fire which occurred on 3 July 2009, including the Rule 43 recommendations arising from the Coroner's Inquest.
 - Carry out and maintain effective governance and relationships with all relevant external partners and agencies through the use of Memorandums of Understanding and Working Protocols.
 - Work closely with all appropriate LFB departments to develop and monitor an organisational action plan relating to any lessons learnt arising from the investigation or from recommendations delivered by the GTI.
 - Monitor and report on additional resourcing requirements to the Commissioner's Board.

The LFB Investigation Team

2. The LFB investigation team will be made up predominately from the Brigade's existing employees who will be seconded to the team to undertake specific roles to support the various work-streams and associated tasks. The length of time team members will be detached will vary depending on the specific task(s) they are undertaking. Throughout the life of the investigation the dedicated team will also rely on inputs from subject matter experts from within the Brigade and external specialists .
3. The Head of GTIRT will be removed from operational duty until completion of the Safety and Learning Investigation Outcomes report.
4. The structure of GTIRT and its resource requirements will be reviewed periodically during the life of the investigation to meet changing workloads and priorities.

Internal Governance

5. The investigation team will be headed and managed by a Deputy Assistant Commissioner (DAC) who will report to the Director of Safety and Assurance for managerial purposes. A Strategic Advisor has been engaged to provide advice to the Commissioners Board (CB) and the Head of GTIRT. The Strategic Advisor will also undertake periodic assurance assessments of the investigation and review work and report to the LFC via CB on the progress and effectiveness of the investigation, as required.
6. Routine reporting on progress and issues arising from the investigation will be done through Directorate Boards (DB) and CB. However, given that a number of CB members are likely to be material witnesses for both the potential criminal investigation and the PI there may, on occasion, be a requirement to amend the standing members of CB for an agenda item relating to the investigation.. General Counsel will provide advice on any potential issues of conflict that may arise.
7. Given the scope and potential impacts arising from the various investigations it will be essential to keep all departmental Heads of Service (HoS) and the Top Management Group apprised of progress and developments. This will be achieved by providing regular briefings and formal updates as appropriate to Head of Service meetings and other formal groups on the progress of the investigation.
8. To maintain clear lines of responsibility and delineation for key investigation tasks there are number of critical stakeholder relationships that will need to be established and maintained throughout the investigation. There will be regular meetings scheduled between the lead officers to ensure all necessary and relevant findings are communicated across the work streams.
9. The Head of Health and Safety (HoH&S), General Counsel and the Head of Communications will also play a critical role in supporting the investigation and need to maintain a comprehensive overview of the key issues arising from the investigation findings. These key staff along with the Strategic Advisor will be briefed on a regular basis and provide advice to the Head of GTIRT at a weekly Strategic Advisory Board that has been established as part of the investigation governance structure.

External Governance

10. LFB will have regard to the MPS on all matters relating to how information and evidence is captured and disclosed. The MPS are responsible for taking LFB witness statements, which will be a major task and to assist with this work, an MPS and LFB collaboration, underpinned by a Memorandum of Understanding has been established to manage the logistics associated with the statement taking activity.
11. In respect to the safety events that occurred during the incident the MPS has agreed that the LFB can proceed with its normal local and senior accident investigation (LAI/SAI).

Work-streams and Reports

12. Several key investigation work-streams have been identified and these will be progressed and managed directly through the investigation team. In order to fully analyse all of the available information and evidence requirements it is anticipated that additional work will also need to be undertaken by individuals and departments outside of the dedicated team. This work will be captured by the investigation team and reported on as appropriate.
13. The Brigade's insurers will be kept informed of significant issues that have the potential to impact on civil liabilities. This will be facilitated by the updates by the Head of GTIRT to the General Counsel's Department.
14. There are a number of reports that will be produced as part of the investigation work and these are detailed below. The methodology used to undertake the investigation and inform the reports is detailed at Appendix A.
 - i. **Fire Investigation** - LFB has undertaken a investigation into the initial cause of the fire with the support of its scientific advisors and will provide a report detailing its findings. MPS has taken responsibility for further fire investigation and has engaged BRE to undertake this work. The Brigade's Fire Investigation Team will provide support to both MPS and BRE as required.
 - ii. **Operational Response Volume 1** – will provide a factual narrative of the actions on scene at the incident from 00:54hrs to 08:00hrs on the 14th June 2017. This is the time period covering the life saving activity and is the focus of GTI during its phase 1 proceedings. In order to be helpful to the GTI, this report will be produced in seven iterations, each covering one hour of the incident. The first three iterations covering the period 00:54hrs to 04:00hrs have been completed. *Completion of all seven iterations is scheduled for completion by the end of December 2018.*
 - iii. **Operational Response Volume 2** – will provide a factual narrative of the actions on scene from 08:01hrs on 14th June 2017 to the STOP message. This period covers the final extinguishment of the fire, body recovery, initial fire investigation and operations to support the structural stability of Grenfell Tower. *This volume is scheduled for completion by December 2019.*
 - iv. **Actions by Control** – will provide a factual narrative of the actions of Control from 00:54hrs to 08:00hrs on the 14th June 2017. *This report has been completed and disclosed to GTI and Operation Northleigh.*

- v. **Strategic Coordination** – will provide a timeline of the Brigade's strategic activities undertaken remotely from the incident ground at various locations including Commissioner's Group, Brigade Coordination Centre, and the multi agency Strategic Coordination Group. The report will provide a conclusion as to the effectiveness of these activities and provide recommendations for any improvements identified. The report will also identify and examine the Brigade's media activity and its approach to counselling and well being during and after the incident and provide recommendations for any areas of improvement identified. *This report is scheduled for completion in September 2019.*
- vi. **Lakanal Assurance** – will identify the actions taken by the Brigade in response to the Lakanal House incident in 2009 and establishes if the actions have been completed and embedded into daily work routines. The report is split into three sections; i) those actions independently identified by the Brigade following the fire; ii) the recommendations directed at the Brigade by HM Coroner following the inquests into the six people who lost their lives; iii) those actions identified by the Brigade following the inquest. *This report has been completed and disclosed to GTI and Operation Northleigh.*
- vii. **Senior Accident Investigation 287** – will be produced in response to the safety events that took place during the Grenfell Tower fire. The report will identify and record those safety events and will utilise the Sequence Time Event Plotting (STEP) timeline produced by the Operational Response workstream. The report will deviate from the standard SAI approach in only identifying the immediate and underlying causes of the safety events. It will not seek to provide recommendations as these will be developed and presented in the final Significant Findings report, produced by the Head of GTIRT. *The SAI report is scheduled for completion by December 2019.*
- viii. **Grenfell Tower fire : Preliminary Safety and Learning Investigation Outcomes**–A report by the Head of GTIRT outlining preliminary findings into the adequacy and effectiveness of the Brigade's response to the Grenfell Tower fire, focussing on the first seven hours of the incident. The report will provide a summary of the incident and will utilise the Health & Safety Executive HSG 65 incident investigation methodology to provide a commentary on individual elements of the response, deliver conclusions and recommendations where sufficient evidence is available at the time of writing, and identify what further investigation is required to produce sufficient evidence to produce conclusions and recommendations at a later date. *The report is scheduled for completion in January 2019 and any recommendations therein will be presented to the London Fire Commissioner for consideration.*
- ix. **Grenfell Tower fire : Final Safety and Learning Investigation Outcomes**– A report produced by the Head of GTIRT detailing the actions and decisions of the Brigade in response to the Grenfell Tower fire. It will provide conclusions on the adequacy and effectiveness of the response, identify any areas of best practice, and provide recommendations to deliver any required improvements and / or a recurrence of safety events. Previous reports produced by individual investigation workstreams will be appended to this final report to provide a complete record of the Brigade's investigation and subsequent findings. *This report will be produced following the conclusion of phase 2 of the Grenfell Tower Inquiry and can provisionally expect to be published in the first half of 2021.*

- x. **Major Incident Investigation Guidance** – the final output from the GTIRT will be a guidance document prepared in consultation with General Counsel's Department produced to support the Brigade's Major Incident Investigation policy. It is envisaged the guidance will incorporate the processes, systems, procedures, and best practice learnt during the course of the Grenfell Tower investigation to support any future investigations and ensure corporate knowledge is not lost. The aim is to produce guidance that is scalable and therefore useful for any incident investigation undertaken by the Brigade in the future, but particularly for those involving criminal investigations, Public Inquiries and / or Coroner's Inquests. It is anticipated that the guidance could be made available and adapted to support the wider fire and rescue service sector through the NFCC Central Programme Office. *This document is scheduled for completion by the end of 2021.*
15. The team will also be responsible for monitoring the implementation of additional resources approved by the Authority in FEP 2763 and reporting to CB periodically.

Accommodation & Resources

16. The core members of the investigation team will be co-located within LFB's Headquarters. To reduce the pressure on available accommodation space the investigation team will, where possible, operate agile working arrangements for a number of the team members. This will allow specific work-stream activities to be progressed away from the core team.
17. It is anticipated that the LFB will be able to secure additional funding to support the cost of the investigation work, which is likely to be complex and protracted. In order to accurately capture the staff and associated investigation costs systems have been established to track and account for all expenditure. This will cover the costs of those staff who are drawn in to the investigation, but who are not full-time members of the core team. Appropriate records will be maintained.
18. Finance department have established specific budget codes for the investigation work and this will enable the Brigade to capture and report the on-going costs related to the investigations. Monthly meetings have been scheduled between the team and finance to monitor the associated costs. All spend will be reported to CB as part of the quarterly financial position reports.

General Counsel and Support

19. The Brigade's General Counsel's Department are advisors to the investigation and are responsible for the legal response to the Grenfell Tower Inquiry. It has also been necessary to instruct external counsel and solicitors to advise and support the Brigade.

Protective Marking and Confidentiality

20. The majority of the documentation/evidence associated with the investigation will be marked as 'Official - Sensitive' as set out in Brigade Policy No.619. As the investigation progresses and in accordance with any advice provided by the MPS and our General Counsel's department certain information may require 'Official - Legal Privilege' protective marking.

21. LFB employees are already required to meet all reasonable management instructions regarding maintaining the confidentiality of the investigation. In addition to this, the GTI also requires that a confidentiality undertaking is signed by all those individuals who have access to the Core Participants documents in order to preserve the confidentiality of the documentation between the GTI, core participants and their legal representatives. At that stage the Brigade will need to nominate representatives from the investigation team to provide the necessary undertakings.
22. Persons not currently employed by the Brigade and contracted to work on the investigation will be required to sign a deed of confidentiality in respect of their assignment.

Document Management, Disclosure and Data Protection

23. This ToR will be a 'live' document throughout the life of investigation appropriate for covering both the criminal investigation and GTI. As such, it will be updated and approved by the Commissioner's Board at the appropriate times to respond to changes and/or issues arising from the investigation.
24. Documentation and information relating to the investigation(s) will be stored in the dedicated Sharepoint folders established specifically for the Grenfell Tower investigation, which will be in line with the records management of previous major incidents/investigations. Access to the investigation material will be strictly controlled so as not to risk compromising any potential criminal proceedings.
25. All data and statistics used in the reports produced by the investigation team will need to comply with the Mayor's 'code of practice' on the use of statistics and be consistent with data reported elsewhere in the Brigade. The Head of Information Management will be consulted on any data being used to ensure consistency and accuracy.
26. Disclosure of information to external organisations, including GTI and MPS, and Freedom of Information (Fol) requests will be managed through the Information Access Team in accordance with normal practices.
27. Requests for information containing personal data will be managed by the Information Access Team in accordance with existing data protection legislation and the Brigade's policies and procedures.
28. General Counsel's Department have legal responsibility for the disclosure required for the GTI and any prosecutions or legal matter in accordance with normal practices and will exclusively manage the eDiscovery and eDisclosure processes. GTIRT will support the General Counsel's Department with requests for specific information by GTI. Information sharing between LFB and Operation Northleigh will be managed by GTIRT, supported by the General Counsel's Department, in accordance with the Information Sharing Protocol agreed between MPS and LFB on 13th December 2017.

Representative Body (RB) Engagement

29. As part of the investigation work the Brigade will fully engage with the various Representative Bodies (RBs) who represent the staff groups who have been involved in the incident. As with previous investigations the RBs will be offered an opportunity to sit in on the formal witness statement taking process that will form part of the criminal investigation.

30. The investigation team will also ensure that the RBs are offered regular briefings and opportunities to interact with the investigation as it progresses. The Fire Brigades Union have allocated a lead officer as a point of contact for the LFB's investigation team.

Organisational Learning

31. It is anticipated that as a result of either the criminal investigation, GTI and/or the LFB's own internal investigation and review processes there may be a number of organisational improvement opportunities identified which will need to be considered by CB ahead of any formal reporting on the whole investigation. When this occurs the Grenfell Tower Investigation and Review Team will, where appropriate and practicable, ensure that immediate remedial action is taken, which will then be reported to CB in the routine update reports.
32. Where an identified development or improvement opportunity requires more detailed research and consideration the issue will be forwarded to the appropriate lead department for action. The outcome(s) from these more detailed reviews will form part of 'business as usual' policy and equipment review activities and will be reported through the Operational Improvement Process and added to the Operational Improvement Plan as required.
33. Lessons learned from the Grenfell Tower incident will also be fed into National Operational Learning (NOL) to ensure that issues that may be relevant to other Fire and Rescue Services (FRSs) are identified as early as possible.

Appendix A

1. In the immediate aftermath of the fire the London Fire Brigade established a dedicated team called the 'Grenfell Tower Investigation and Review Team' (GTIRT), led by a Deputy Assistant Commissioner, which was given full responsibility for undertaking all the work relating to the Brigade's 'learning and safety' investigation.
2. The investigation will identify the decisions and actions relating to its operational response at the incident up to the 'stop' message, the actions by Brigade Control up to 0800hrs on the 14 June 2017, and the safety events that occurred during the incident. In addition the investigation will identify and examine the Brigade's strategic response to the incident.
3. The Head of GTIRT has been tasked to provide an independent and unfettered analysis of the Brigade's response to the fire and present findings and recommendations to the London Fire Commissioner.

Investigation methodology

4. The Brigade's internal 'safety and learning' investigation is being carried out in three phases;
5. Phase 1 is being carried out in two stages, the first being the gathering of information which included the copying, recording and referencing of information relating to the incident. The second stage of Phase 1 is the use of the Sequential Time Event Plotting process to record a timeline of the actions at the incident and remotely at Brigade Control.
6. Phase 2 of the investigation is running concurrently with phase 1, and involves the investigation team building an understanding of what happened at the incident and how it happened. This understanding of the first seven hours of the incident has developed into a factual narrative presented in the 'Operational Response Report Volume 1' and the 'Actions by Control Report'.
7. Phase 3 is focussed on determining underlying causation and developing recommendations to support service improvement. It is intended to undertake the majority of Phase 3 of the investigation during and following phase 2 of the Grenfell Tower Inquiry and present conclusions on causation and recommendations for improvements following the end of the Grenfell Tower Inquiry proceedings.
8. However, as the investigation progresses, where a significant issue or concern is identified and verified, which in the opinion of the investigation team requires action that can not wait until the publication of the final report, then these are highlighted to the responsible department, through the use of an issues log. The Brigade then tracks and records any actions taken through its Operational Improvement Plan and the Operational Professionalism Board of which the Head of GTIRT is a standing member.
9. A preliminary report, focussing on the first seven hours of the incident will be produced at the end of Phase 1 of the Grenfell Tower Inquiry and will provide a commentary on the evidence available at the time of writing and findings arising from that evidence. Where sufficient evidence exists to enable a conclusion to be reached and develop a recommendation, these will be included. If insufficient evidence has been available to reach a conclusion and

subsequently develop a recommendation the report will identify what additional evidence or future investigative actions are required.

10. A subsequent final report will produced at a later date when all aspects of the LFB internal 'safety and learning' investigation has been completed.
11. The analysis used to inform the preliminary and final reports will utilise the incident investigation methodology provided by the Health and Safety Executive in Appendix 5 of HSG 65, and used successfully by East Sussex Fire and Rescue Service for its investigation into the Marlie Farm incident. Each line of enquiry will be mapped against the following causes contained within appendix 5, namely:
 - i. Premises
 - ii. Plant and Substances
 - iii. Procedures
 - iv. People
 - v. Planning and implementation
 - vi. Assessing risks
 - vii. Organisation – Control
 - viii. Organisation – Co-operation
 - ix. Organisation – Communication
 - x. Organisation – Competence
 - xi. Monitoring and Review