

Meeting title:	Public Trust Board	Public Trust Board paper Q			
Date of the meeting:	14 September 2023				
Title:	Annual Fire Report 2022/23				
Report presented by:	Michael Simpson - Director of Estates, Facilities and Sustainability				
Report written by:	Michael Blair – Associate Director of Compliance, Health and Safety Robert Hill – Fire Safety Specialist Officer Kapil Patel – Technical Compliance Officer				
Action – this paper is for:	Decision/Approval		Assurance	✓	Update
Where this report has been discussed previously	UHL Fire Safety Committee UHL Health and Safety Committee Trust Leadership Team Finance and Investment Committee				

To your knowledge, does the report provide assurance or mitigate any significant risks? If yes, please detail which
<p>The aim of this report is to provide assurance and update to the Board that essential fire safety compliance standards are maintained and that any key significant risk areas are identified and escalated via the appropriate governance routes within the Trust for the appropriate action and mitigation where reasonably practicable.</p> <p>To report addresses the following BAF Risk 09 -- Estate Infrastructure unfit for the future Unable to provide safe, high quality, modern healthcare services</p>

Impact assessment
<ol style="list-style-type: none"> 1. Delays in diagnosis and treatment 2. Poor patient flow 3. Poor staff and patient experience 4. Potential compromised quality of care 5. Compromised operational performance (incl. cancer, planned care, flow and bed capacity) 6. Increased financial challenge in future years

<p>Acronyms used:</p> <p>LFRS – Leicester Fire and Rescue Service RRO – Regulatory Reform (Fire Safety) Order FRA – Fire Risk Assessment FSSO – Fire Safety Specialist Officer UwFS – Unwanted Fire Signals (“False Alarms”)</p>
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Purpose of the Report

The purpose of this report is to inform the Trust Governance and all other stakeholders or interested parties of the current position in relation to the Fire Safety provision in all Trust premises. The report also indicates where further fire safety related improvements are required.

Recommendation

Trust Board is asked to receive this report as assurance that Fire Safety remains a key priority of the Trust and as evidence that considerable progress has been and continues to be made in managing both active and passive fire safety systems across the Trust. It also aims to highlight any significant

gaps or risks that remain, what is in place to mitigate and what additional support is required to implement the identified controls or gaps in assurance.

The Board should also be advised, that despite the best endeavours of the Estates and Facilities teams (including fire safety / capital and operations) and supporting third party contractors to progress the fire safety agenda, the age and configuration of the estate, coupled with the age and coverage afforded by existing systems and the funding available, will impact what can be achieved in line with current best practice, so a risk priority approach is used. The limitations of capital available to address Back-Log-Maintenance remain a challenging position.

Summary

The University Hospitals of Leicester (UHL) NHS Trust has a statutory duty to ensure that all of the premises owned and operated by the Trust comply with current fire safety legislation. This is achieved by following Department of Health Guidance.

The Trust must ensure that effective arrangements are in place for the management of fire safety and implement any necessary improvements or adjustments required which relate to an increased potential risk of fire.

The new Building Safety Act became active in this reporting year and it is designed to;

- assure the safety of higher-risk buildings, both in construction and occupation
- improve the competence of the people responsible for overseeing, managing, and delivering works to higher-risk buildings
- ensure clearer standards and guidance

This brings with it new challenges that requires investment in both systems and staff. It also brings the challenge of recruiting staff, as well as retaining them, with the required skill set and experience within the current NHS pay structure that is misaligned to that of other industries outside of healthcare. In order to improve coverage and resilience of the service an additional Fire Safety Specialist Officer (FSSO) is being recruited.

The COVID Pandemic no longer has an impact on the Fire Safety Team and the completion of their day to day tasks, therefore business as usual activities, such as Fire Risk Assessments and training have returned to pre-COVID levels;

- 221 Fire Risk Assessments (FRA) and FRA Reviews completed in the reporting year, a 73% uplift on the 2021/22 figures.

Significant improvements in fire alarm coverage, via replacement works at the LRI and upgrades during planned refurbishment across the Trust, have improved the early detection and response times in the event of a fire, however it must be noted that issues affecting the Fire Alarm, Means of Escape and Compartmentation remain common themes identified during the FRA inspections that requires further investment to address.

There are currently thirty six (36) fire safety priorities identified via the Backlog Maintenance Risk Group; the top two priorities being the upgrade of the Leicester General and Kensington Building Fire Alarm Systems.

The majority of assistance around Capital works has been at the LRI, with large schemes taking place on the Osborne and Sandringham Buildings. Two new constructions also went through the full design, construction and completion stages; these were the Transit Hub and the Patient on Arrival Hub.

Significant input provided around schemes at the Glenfield Hospital; the Leicester Decontamination Building, Patient Arrival Hub (rear of Ward 18/30) and Ward 16/17 Ventilation Schemes all went through the full design, construction and completion stages.

Assistance to the Capital Projects Team was also provided at the LGH, with the new Elective Theatres and Brandon Building design phase taking up the majority of time provided.

Face-to-face annual fire training re-started in September 2022 and ran until March 2023 however; due to the low attendance figures it was decided to cease the sessions and return to e-learning only. The e-learning sessions are to be updated in the next reporting year.

HELM indicated that Fire Safety was 83% compliant for the last reporting year, a small reduction in the figures for 2021/22.

The Fire Safety Team provided 39 Fire Warden and 22 Fire Evacuation Training sessions, all these sessions were face to face.

There was little variance with Unwanted Fire Signals (UwFS); the total number of activations did reduce by 17% however, the Fire Service attendance to these activations did rise by 7%.

There were 4 reported fires in this reporting period;

- 2 at Glenfield
- 1 at the LRI
- 1 at the LGH.
- There were two other incidents of note, a fire suppression activation in the Kensington Building and a fire in the Bradgate Building which UHL Fire Officers investigated as Leicester Partnership NHS FT had no Fire Officer available.

No Enforcement notices were issued to the Trust in the reporting period and the Fire Service visited the Trust five times for mostly scheduled Risk Visits and Familiarisation.

Main report detail

Policy and Procedures

The current Fire Safety UHL Policy A7/2002 will be due for review February 2024, but due to organisational change, legislative updates and documentation alterations the review process has already commenced. Additional Fire Safety Protocols, covering training and fuel sources also to be incorporated.

Roles and Responsibilities

Overall responsibility for Fire Safety will rest with the Trust Board. The Trust Board have overall accountability for the activities of the organisation.

The Chief Executive Officer is nominated the “Responsible Person” for the Trust as defined in the Regulatory Reform (Fire Safety) Order (RRO or FSO). The Chief Executive Officer has overall responsibility for ensuring, through suitable delegation, that suitable and sufficient arrangements, policies and work programmes are implemented to comply with current Fire Legislation, guidance and best practice in all premises owned or occupied by the Trust. They also are responsible for the appointment of an Executive Director responsible for Fire Safety Management.

The Director of Estates, Facilities and Sustainability holds this role and represents the Trust Chief Executive Officer.

Governance:



Fire Safety Group:

Quarterly Meetings carried out via Teams; teams utilised during covid and continued to allow greater flexibility for members to be cross site

- Terms of Reference (TOR) in place and reviewed annually.
- Chair: Michael Blair – Associate Director: Health, Safety & Compliance. (Fire Safety Manager)
- Reps: Multi-disciplinary Inc. Fire Safety / Compliance / Estates / Capital / Clinical CMGs.

Enforcement & LFRS Visits:

No Enforcement notices were issued to the Trust in the reporting period.

Leicestershire Fire and Rescue Service (LFRS) have conducted the following visits across all three sites:-

- 22 April 2022 – LGH Response Plan drawings
- 20 June – LRI Emergency Dept/Sandringham – Risk Visit
- 5 July – LRI Windsor Hydrant inspection due to depth of the pit.
- 22 August – LRI – Windsor Building Risk Visit.
- 14 February – GH – Dry Riser Inspections and familiarisation

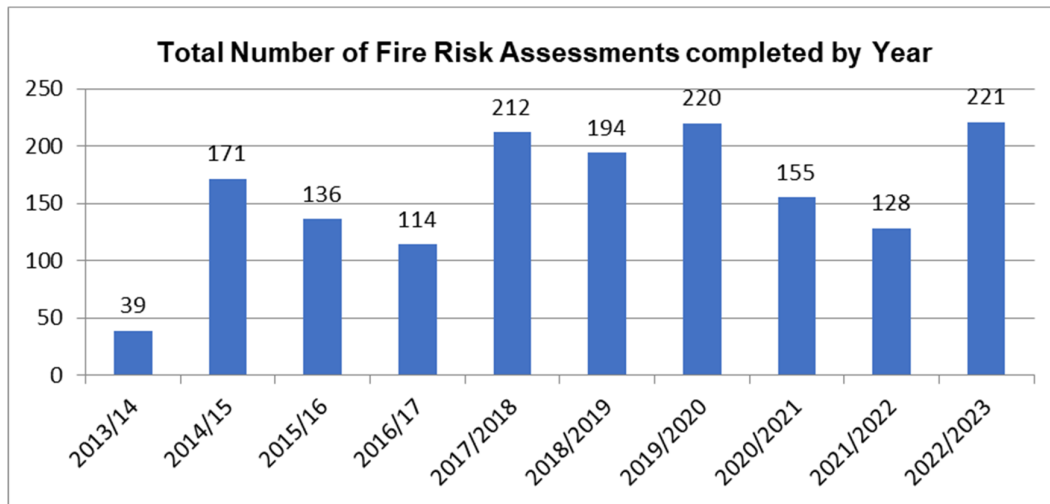
All sites reported as “broadly compliant”, this being the standard response issues by any fire authority following an audit, unless there are significant findings that could result in enforcement action

Freedom of Emergency Requests

There has been no freedom of information requests within the reporting period.

Risk Assessment – Fire Risk Assessments (FRAs):

During this reporting period, 221 FRAs and FRA Reviews were carried out by the Fire Safety Team; this is a significant increase in the figures for 2021/22. The table below identifies the number carried out since 2013/14:-



Fire Risk Assessments & Reviews Completed:

The Fire Risk Assessment audit is only one part of the process to ensure that the Trust has robust Fire Safety Procedures, and in some cases it is only the first step in identifying what needs to be addressed, rectified or replaced. It also drives both backlog maintenance and capital expenditure and identifies training needs and drives policy development and implementation.

The FRA process identifies a number of common themes across the estate and can be summarised in to the following categories:-

- Fire Doors - damaged or in need of replacement, misuse or wedged open
- Door maintenance and replacement will require considerable investment, financially and in time to rectify the number of issues identified. This is reflective of the age of the estate, the number of fire doors and the underinvestment in this area for an extended period of time. This also included the need to upgrade certain door sets to account for change in use – i.e. from a non-hazard to a hazard room; such as a shower to store room.
- Fire Door maintenance schedule not clearly visible – this is being addressed through the Asset verification programme (collection) and the production of new inspection schedule
 - Storage and waste located within the Means of Escape (MOE). This issue is of significant concern to the Fire Safety Team as the situation appears to be escalating rather than diminishing and is intrinsically linked to the lack of suitable storage on site due to the lack of space within the existing footprint and the increase of equipment. Refurbishment / Capital works also serve to add to this issue using inappropriate areas for stored items including waste. This is actively managed by the allocated project manager

Fire Risk Priorities:

The Fire Risk priorities identified through the FRAs have been shared with the Capital team for consideration in the planning for 2023/24 and beyond. The priorities were compiled with regards to risk and mostly based around Fire Alarm/Detection, Means of Escape and Compartmentation. What can be addressed is dependent on what funding can be secured and any movement of priorities from other work streams.

The limitations of capital available to address Backlog Maintenance remain a challenging position. It is our understanding, that the LLR systems capital allocation falls short in comparison to others nationally with Trusts of a similar size to that of UHL; therefore, we are currently seeking to substantiate this anecdotal viewpoint, where evidence is available to compare.

The current number one priority is the upgrade of the LGH Fire Alarm; areas of the site have already been upgraded and the aim is to upgrade all other areas by replacing alarm panels and detectors with more up to date models. This will provide us with a more reliable and maintainable system.

The Second priority on the list is to provide the Kensington Building with a new Fire Alarm system and incorporate the same graphic panels that have been installed in the Balmoral Building. Due to the increased risk within the Building, particularly with the Neonatal Unit, PICU, EMCHC Theatres and Children's Cardiac Ward, the graphic panels allow for a much quicker identification of alarm activation location and leads to a speedier investigation of potential fires or false activations.

The new Building Safety Act became active in this reporting year and it is designed to,

- assure the safety of higher-risk buildings, both in construction and occupation
- improve the competence of the people responsible for overseeing, managing, and delivering works to higher-risk buildings
- ensure clearer standards and guidance

Due to the requirements of the Building Safety Act, the Fire Safety Team are progressing the installation of secure Information boxes in suitable locations. The boxes are required for buildings in excess of 18m however; the Fire Safety Team are locating the boxes within all buildings across the site in order for continuity.

Maintenance:

Planned maintenance activities are delivered through a hybrid model of in-house provisions and contracted specialist services for all active and passive fire related systems:

- Fire Detection and Alarms
- Fire Suppression Systems
- Portable Fire Appliance (Extinguishers and Blankets)
- Emergency Lighting
- Dry Risers
- Fire Dampers
- Fire Doors

All associated assets are currently being collected as part of a wider asset survey to enable the population of a new CAFM system to ensure the Trust data is more reflective of the current estate and the compliance data clearly visible and auditable. A "deep dive" audit is planned in July 2023 at the request of the Risk Committee.

The above form part of the FRA process and any significant findings highlighted within the backlog maintenance risk register.

Fire doors continue to present ongoing issues around maintenance brought about by misuse, damage incurred through continual usage, accidental damage and the sheer volume of doors present. Part of the planned asset survey is to identify all Fire doors to create a complete door schedule to ensure the appropriate maintenance

schedules can be applied, something that currently doesn't fully exist in the current CAFM system. Planned changes to Inspection frequency by industry and the enhanced competency to undertake these checks will require investment to either upskill and increase internal resource or outsource to a specialist contractor.

Capital Works

The Fire Safety Team has continued to provide significant input in Capital Work Schemes across all three sites; a comprehensive list is provided below:-

Glenfield Hospital

- a) GH – Ward 30 major refurbishment (completed in Quarter 1).
- b) GH – Ward 27 minor refurbishment (planning & completion).
- c) GH – Leicester Decontamination Building (design, construction & completion).
- d) GH – Patient Arrival Hub at rear of Ward 30 (design, construction & completion).
- e) GH – Ward 16 & 17 Ventilation Works (design, construction & completion).

Leicester Royal Infirmary

- a) LRI – Balmoral Fire Alarm Installation (snagging works).
- b) LRI – Osborne Brachytherapy Extension (design & construction).
- c) LRI – Windsor 5/6 storey extension (design phase).
- d) LRI - Sandringham building level 5 refurbishment and new lab areas (construction phase).
- e) LRI – Sandringham level 4 refurbishment (construction phase).
- f) LRI – Jarvis Reconfiguration Works (including new escape staircase requirements).
- g) LRI – Transit Hub at front of Balmoral Building (design, construction & completion).
- h) LRI - Patient on Arrival Hub adjacent to ED (design, construction & completion).
- i) LRI – New Discharge Lounge (design & construction).
- j) LRI – Physiotherapy Major Refurbishment (design & construction).
- k) LRI – EMCHC Parent Accommodation in Victoria Building (design phase).

Leicester General Hospital

- a) LGH – Ward 29 Bay change of use to Treatment area (construction & completion).
- b) LGH – Ward 3 Refurbishment Plans; change to Diabetes Department (design phase).
- c) LGH – Elective Hub Theatres (design & construction).
- d) LGH – Brandon Building Major Refurbishment (design phase).

Miscellaneous Sites

- a) Ashton Care Home Hinckley (design and completion).
- b) New Northampton Renal Unit (design phase).
- c) New Leicester Renal Unit (design phase).

Fire Safety Work Plan & Priorities for 2023/24

There are a number of priority areas that are to be focused on in the coming year within the Fire Safety Team; this includes:

- a) Work towards the development of Fire Strategy Documents for Trust Buildings
- b) Continue to progress with the FRA Review schedule
- c) Development and improvement of documented local evacuation procedures
- d) Continue to increase the number of suitably trained Fire Wardens across the Trust

- e) Increase the number of Fire Evacuation Training sessions provided, particularly to inpatient areas and those of greater risk containing high dependency patients
- f) Run Fire Evacuation exercises jointly with Leicester and Leicestershire Fire Brigade
- g) Continuation of the development and implementation of local Fire Log books
- h) Provide the Capital Team with advice and assistance on all Capital Works including all Reconfiguration Schemes
- i) Provide advice and direction to the Capital Team with regards to compliance around the new Building Safety Act
- j) Ongoing development of the Asset Management Database which will enable the PPM schedules to fully take shape and improve monitoring

The Backlog Capital plan for 2023/24 remains fluid and dependent on what final budget allocation is received, a list will be compiled and for capital works in regards to the prioritisation of required Fire rectification/improvement works, based on high risk areas, across clinical and non-clinical areas.

Training

In September 2022, The Fire Safety Team re-started annual ‘face to face’ fire training; Lecture Theatres were booked for one session on each site per month with the potential for increasing session’s dependant on attendance. The sessions continued through to March 2023 however, due to various factors the attendance figures were very low.

Due to low attendance The Fire Safety Team opted not to continue with the sessions from April 2023 onwards. After meeting with the Training Team it was decided to continue allowing Staff to complete annual training via e-learning however, new e-learning packages will be provided and are to be active from October 2023. There will be separate training packages for Clinical and Non-Clinical Staff to ensure all relevant information is provided.

HELM indicated that Fire Safety was 83% compliant for the last reporting year; the table below identifies the HELM Training figures since 2013/14:-



The Fire Safety Team has been providing ‘face to face’ Fire Warden training throughout the reporting period. The sessions are carried out within Departments/Wards in order to make them more relevant to the individuals. The sessions are recommended on the FRA Significant Findings and requested by Department Management.

- Over this reporting period, 39 sessions have been provided, training 80 new Fire Wardens
- Fire Evacuation Training is recommended on FRA Significant Findings where applicable and training provided on request. Fire Evacuation Training is carried out normally as a ‘Table Top’ exercise
- Over this reporting period the Fire Safety Team has carried out 22 Fire Evacuation ‘Table Top’ sessions. All these were follow ups from FRA Recommendations. The frequency of these sessions is expected to increase during the next reporting year
- The Fire Safety Team provide assistance in the compiling of Fire Evacuation Procedures on request, the Fire Safety Team advise that the Evacuation Procedures are reviewed annually or on the occasion of any significant change that will affect the suitability of the plan

The team have also been instrumental in engaging with LFRS and delivering training to the four (4) “watches” at Central Station, with the intention of ensuring that each watch is aware of how the appraised of the Trusts response is informed by patient acuity rather than “normal” fire response

Resilience, Emergency & Business Continuity Planning

As advised above, the new Building Safety Act became active in this reporting year and it is designed to, assure the safety of higher-risk buildings, both in construction and occupation, improve the competence of the people responsible for overseeing, managing, and delivering works to higher-risk buildings, ensure clearer standards and guidance.

This brings with it new challenges that requires investment in both systems and staff. It also bring the challenge of recruiting staff with the required skill set and experience within the current NHS pay structure that is misaligned with that of other industries outside of healthcare.

The Trust employed four Fire Officers (3.1 WTE) up until October 2022, 1.1 WTE supported the Leicester Partnership Trust (LPT) but transferred across to LPT under TUPE on 01 November 2022.

The Fire Safety Team currently consists of two full time Fire Safety Officers. In order to improve coverage and resilience of the service an additional Fire Safety Specialist Officer (FSSO) is being recruited, with the vision to align to the resources in peer Trusts, with a similar footprint and complexity.

Fire Events

Estates Return Information Collection (ERIC) – NHSE Returns		
T05_01	Fires recorded	4
T05_02	False alarms - No call out	150
T05_03	False alarms - Call out	52
T05_04	Deaths resulting from fire(s)	0
T05_05	People injured resulting from fire(s)	0
T05_06	Patients sustaining injuries during evacuation	0

There has been four fire related incidents in this reporting period resulting in follow up investigation and report submission via the previously stated governance route. A summary description provided below for information:-

02 August 2022

Glenfield Hospital

Baldwin Lodge

Domestic vacuum utilised by Contractors to collect excess dust / rubble causing it to overheat and generate smoke. Localised issue resolved by replacement of suitable equipment.

14 November 2022 **Leicester Royal** **Jarvis Building**

Dryer (Laundry) motor generating smoke during repair in response to a logged fault with sweeper arm. Post eve the equipment was isolated until the following day when a further JLA Engineer was scheduled to repair the unit.

22 November 2022 **Glenfield Hospital** **External (Car Park)**

Car park street lamp electrical fault

30 November 2022 **Leicester General** **Pharmacy**

Smoke generation noted (no flames reported) from the Calypso Machine in the Unit Dose Laboratory which was isolated immediately. It should be noted that there was insufficient smoke to activate the rooms' fire detection. As no flames were witnessed the Staff believed the incident not to be a fire and did not believe a '2222' call was required; the incident had been safely dealt with by isolating the machine.

A further two incidents have been investigation by Fire Safety Team that is worthy of note despite not forming part of UHLs fire return:-

08 August 2022 **LPT** **Bradgate Unit**

Incident investigated by UHL Fire Officer as there was no LPT Fire Officer available to investigate.

Attending refrigeration engineer failed to decant refrigerant gas from compressor resulting in ignition when a brazing iron was applied to remove the unit. Localise heat damage to wall mounted AC slip units and light fittings. The engineer received burns to his right forearm and forehead. Incorrect process followed; manufacture contacted to share lessons learned

13 November 2022 **Leicester Royal** **Kensington Building**

IM&T Basement Hub Room – All four fire detection systems in the room activated independently and this caused the fire suppression system (Argon) to activate. LFRS provided a full Pre Determined Attendance (PDA) as they were informed of a 'Gas Leak' via '999'; they found no signs of combustion therefore not classifies as a Fire event

During a lengthy investigation by the Fire Safety Team, no signs of fire were found and the only anomaly was an air conditioning unit that had ceased operating. The suppression system was fully replenished and operation checked to ensure it had not set off falsely; all systems were found to be working as designed.

Follow up into this event has resulted in the Fire Safety team supporting the clinical teams in revising their evacuation strategies, providing location specific evacuation training, providing training to the LFRS to ensure attending fire fighters are aware of occupancy and environmental challenges within this building and the risk of moving patients that shouldn't be moved.

The provision of an alternative means of escape is also under consideration by the capital team.

Unwanted Fire Signals (UwFS)

The occurrence of an unwanted fire signal is detrimental to the operation of any healthcare establishment. Such instances can lead to disruption of service and patient care, increased costs and unnecessary risk to those required to respond to the alarm raised; therefore no unwanted fire signal is considered acceptable.

How these are reported / logged has been altered in the last 12 months by utilising the DATIX incident management system. This has been made possible by working closely with the DATIX team to generate a simplified and bespoke form that enables the end user to record easily

With the exception of periods 2019 to 2021, there has been a decline in the amount of Unwanted Fire Signals (UwFS) (See Table 2) even with the increase of detection heads installed via new systems, upgrade and/or refurbishment.

This has been made possible by the introduction of improved Fire alarm systems across all three sites.

Unfortunately the LFRS attendance rate appears site at around 50 false activations per annum. Although not ideal considering the amount and distribution of manual call points and detectors across the Trust this activation rate is not considered of concern by the LFRS

In order to reduce the Fire Service attendance further the intention is to establish the current LRI procedure which involves a 5 minute investigation period at both the Leicester General and the Glenfield sites. This will be made possible once the Security establishment on site is increased to accommodate.

The most common causes of UwFS is the accidental activation of call points the accidental activation of smoke detection through cooking sources (microwaves and toasters) usually while left unattended whilst in use.

Table 02 - UwFS vs LFRS attendance last 6 years

Year	UwFS	Attended	%
2017/2018	246	163	66
2018/2019	221	108	49
2019/2020	252	69	27
2020/2021	254	54	21
2021/2022	180	51	28
2022/2023	150	52	35


Annual Fire Safety Statement: 2022/23

NHS Organisation: University Hospitals of Leicester NHS Trust (UHL)
I confirm that for the period 1 st April 2022 to 31 st March 2023, all premises which the organisations owns, occupies or manages have had Fire Risk Assessments & Reviews undertaken in compliance with the Regulatory Reform (Fire Safety) Order 2005, and (please 'check' the appropriate boxes)

1	There are no significant risks arising from the fire risk assessments.	<input type="checkbox"/>
2	The organisation has developed a programme of work to eliminate or reduce to a reasonably practicable level the significant risks identified by the risk assessment. (limitations / cuts on available budgets may place constraints on what risks can be targeted / prioritised / rectified)	<input checked="" type="checkbox"/>
3	The organisation has identified significant risks, but does not have a programme of work to mitigate those significant risks.	<input type="checkbox"/>
4	Where a programme to mitigate significant risks has not been developed, please insert the date by which such a programme will be available, taking account of the degree of risk.	<input type="checkbox"/>
5	During the period covered by this statement, the organisation has not been subject to any enforcement action by the fire and rescue authority. Please outline details of enforcement action in Annex A Part 1.	<input checked="" type="checkbox"/>
6	The organisation does not have any on-going enforcement action pre-dating this Statement. Please outline details of on-going enforcement action in Annex A Part 2.	<input checked="" type="checkbox"/>
7	The organisation achieves compliance with the Department of Health's fire safety policy by the application of HTM 05 or some other suitable method.	<input checked="" type="checkbox"/>

Chief Executive	Richard Mitchell
Signature:	
Date:	

Director of Estates, Facilities and Sustainability:	Mike Simpson
Signature:	
Date	

Fire Safety Manager:	Michael Blair
Signature:	
Date:	
Completed Statement to be retained for future audit.	

ANNEX A

Part 1 – Outline any enforcement action taken during the past 12 months and the action taken or intended by the organisation. Include, where possible, an indication of the cost to comply.

No enforcement action taken in the last 12 months

Part 2 – Outline any enforcement action on-going from previous years and the action the organisation has taken so far. Include any proposed action needed. Include an indication of the cost incurred so far and, where possible, an indication of costs to fully comply.

Not Applicable – no on-going enforcement from previous years.