Summary
This paper outlines the planning, delivery and results of the LFB Know the Plan campaign, which was launched on 28 March 2014 and finished on 29 March 2015.

Following the inquest into the Lakanal House fire in July 2009 where six people died, the coroner asked the Brigade to consider how it would improve dissemination of fire safety information to achieve effective communication with residents in high rise residential buildings. LFEPA made a commitment to make sure that the knowledge and awareness already being delivered was as effective as possible and said that it would work with partners and other agencies to share a consistent fire safety message and this campaign was a result of that.

The aim of the Know the Plan campaign was to encourage people to have an escape plan and know who to ask for fire safety advice. It was a London-wide campaign that ran for a year, targeting at those living in high-rise blocks of flats or maisonettes. Two YouGov surveys were used to measure the effectiveness of the campaign and the results showed behaviour change after six months of the campaign with a 70 per cent increase in the number of people saying they had an escape plan for if there were a fire in their home.

Recommendations
That the Committee:

1. Notes the report; and

2. Agrees that a letter, from the Commissioner, be sent to the Coroner, Members of the former Lakanal House Working Group, the Department for Communities and Local Government (DCLG)
and the members of the High Rise Forum reporting the outcomes of the campaign. The letter to the High Rise Forum would include a request that they continue to refer to the Know the Plan materials in their communication with residents, particularly in the information shared with new tenants.

Introduction/Background

1. In July 2009, six people tragically died in a fire at a block of flats in Southwark, South London. In 2013, there was an inquest and a number of recommendations were made to the agencies involved, including the London Fire Brigade (LFB). The Coroner made five recommendations to the Brigade, four of which related to operational practice, and one to public awareness and behaviour around fire safety:

   "Residents of high rise residential buildings need to be aware of the dangers associated with fires in such buildings and to have a clear understanding of what they should do in case of fire. Whilst this is a matter which concerns housing providers it is recommended that your Brigade also considers how to improve dissemination of fire safety information to achieve effective communication with residents of such buildings."

2. Responding to the Coroner, the Brigade made a commitment to ensure that knowledge and awareness already being delivered is as effective as possible. Specifically, the Brigade response stated it would work with partners and other agencies to share a consistent fire safety message. At the Authority meeting on 20 June 2013 members considered FEP 2072 which presented the outcomes from the inquest and allocated £60k towards the delivery of a campaign, including the production and distribution of campaign materials aimed at target audiences.

Campaign approach

3. To establish levels of public awareness and understanding of what residents of purpose-built flats and maisonettes should do in case of a fire, a YouGov survey was conducted in November 2013. It was a short multiple choice questionnaire run over 48 hours with a representative sample of Londoners. The survey first of all established if the responded lived in purpose built block of flats or maisonettes and then asked these questions:

   - What would you do if there was a fire inside your flat or maisonette?
   - What would you do if there was a fire inside the building, but not inside your flat or maisonette?
   - Which, if any, of the following do you think you would ask FIRST if you needed information about general fire safety in your building? (building manager, fire brigade, local council, other, don’t know, NA – I would never ask anyone about fire safety)
   - Do you have an escape plan of how to get out if there is a fire inside your flat/ maisonette?

4. The survey results were broken down by total, age, gender, social grade, children in household, local education authority, employment status and marital status. It showed that:

   - 24 per cent of YouGov’s Londoner sample (of 2899 Londoners) lived in purpose-built blocks of flats or maisonettes, giving us a sample for the rest of these questions of 715 people.

   - 71 per cent of them said they would get out if there were a fire in their flat, 24 per cent said they would stay inside it to call 999.
50 per cent said they would get out if there were a fire outside their flat but in their building, 44 per cent said they would stay put.

32 per cent would go to their building manager for advice first about general fire safety in their building, but 43 per cent would go to the fire brigade. Under 35s were more likely to go to their landlord and over 35s more likely to go to the fire brigade (in this snapshot, the older the age group you are in, the more likely you are to go to the fire brigade first).

40 per cent say they have an escape plan. According to this sample you are more likely to if you are a man and if you are 35 or older. Social grade didn’t make a significant difference.

5. The survey results showed that LFB needed to encourage a behaviour change from people living in purpose-built blocks of flats and maisonettes so that they would have a fire escape plan, awareness of the stay put message and know who to go to for fire safety advice about their building.

Campaign strategy

6. The campaign strategy was to provide a strong, clear, reassuring and consistent message that people living in purpose-built flats or maisonettes would understand and remember. By raising public awareness of the need for a fire escape plan through a campaign targeted specifically at people living in these buildings, and those responsible for their safety, we aimed to change behaviour, eliminate confusion and increase the number of people who have plan of what to do if there was a fire in their home.

7. We wanted to clarify and raise public awareness of the different actions people should take if there is a fire inside their flat or maisonette and the actions they should take if there is a fire inside the same building, but outside their flat or maisonette (stay put advice).

8. We worked in partnership with a range of stakeholders, including housing providers and representative bodies. This was to increase their knowledge and understanding of the legal responsibilities under the Regulatory Reform (Fire Safety) Order2005, which includes taking general fire precautions, giving warning in case of fire on the premises, and measures in relation to the means of escape from the premises. It was also to help get our campaign message to their residents.

Campaign messages

9. The communications focused on two key messages.

One: Know your fire escape plan: This clarified and explained that everyone should have a fire escape plan and why professional guidance from the Brigade is for people to stay put if a fire is outside their home, but inside the building (and equally how they should get out if the fire is inside their home).

Two: Know who to ask for advice: The second message focused on where to find information, who to find it from and how building owners/managers can be prepared to offer fire safety information. The communications sought to clarify any uncertainty about what to do during such fires and influence all partner agencies to use a consistent public guidance message.
Audience

10. There were two overarching audiences for the campaign.
   - Residents of purpose-built flats and maisonettes.
   - Landlords – everyone from the large local authorities to the individual private landlord.

Campaign materials

11. The YouGov research showed that there was a level of confusion about what people should do in a fire in a purpose built flat or maisonette or that people just hadn’t really thought about it as different. Raising the question about a fire escape plan, to key audiences, was part of the approach to encourage people to think about their behaviour and whether they should be doing more to stay safe or to keep other people safe. We used the theme of ‘big questions’ and created a key visual using a block of flats to help communicate our message. Examples below:

12. To clarify facts and answer questions for each audience, the main communications tool was an issue-focused microsite www.knowtheplan.co.uk which was divided into two clear sections for tenants and for landlords, with a downloads area for both.

13. With limited resource, and a big audience to reach, we created items that could be used by the landlords group to further communicate our messages and help them with their responsibilities to their tenants. The literature included information flyers, posters, adverts, fact sheets on legal detail, infographics and versions of artwork which could be jointly branded. Examples below:
14. We created two short animations which brought the *stay put* and *get out* messages to life. These animations were also used as part of our social media strategy to reach our target audiences.

![Animations Image]

**Campaign launch**

15. To launch the campaign we offered the press footage from a firefighter training exercise at a high-rise block of flats. We also used the YouGov stats about the numbers of Londoners who didn’t have a fire escape plan. We used social media to focus on the campaign and gain interest from relevant partners and third parties. We used a hashtag #knowtheplan on all tweets to help measure success. Beyond the launch we used related stories to keep the issue going in the press and social media, including stories on fire doors in blocks of flats and buggies in communal areas.

16. For the launch of the campaign our marketing included:
   - Adverts in London Metro and Evening Standard.
   - 30 second advert on Capital FM commercial radio for two weeks.
   - Facebook advertising for two weeks.

   We also sent letters from the Commissioner to the heads of housing at each of the London boroughs and ALMOs and to the directors of housing associations. The letter promoted the campaign and asked for their help in reaching the vast audience.

17. Before the launch, staff were kept up to date with the campaign via our intranet and newsletter ‘Shout’. We also ran specialist briefing sessions for our deputy assistant commissioners and 33 borough commanders and sent them targeted correspondence throughout the campaign to help us join up with the local councils. The key campaign literature was sent to all stations to use and distribute locally.

**Working in partnership**

18. After the Lakanal inquest LFEPA set up a Lakanal House Working Group of LFEPA members. A High Rise Forum was also initiated, the membership of the Forum included officers from the local authorities, housing providers and housing management organisations across London. Both these groups were consulted during the development of the messages for the campaign and during the implementation of the campaign. Both groups gave feedback as the campaign messages were developed, supported the approach taken and helped garner support from wider partners.

19. Following input from the Lakanal House Working Group we created Know the Plan councillor guides to help local councillors to use their scrutiny powers to keep London’s estates safe from fire. The first, which was intended for use during council meetings, outlined strategic and policy questions to ask about the fire safety of purpose-built blocks of flats and maisonettes, while the second focused on what councilors should look out for during estate visits, and questions they
20. During the development of the campaign officers worked with the London Councils heads of communications group, who also supported the messaging and approach taken.

21. LFB partnered with City of London to create a video about having a fire escape plan and why fire safety is different for people living in purpose built blocks of flats and maisonettes. They funded the video, hosted it on their YouTube channel and promoted it to their residents. The LFB also used it as content for our campaign microsite.

22. As part of LFB’s wider schools programme, the fire safety education team incorporated the Know the Plan messaging into their presentations at London secondary schools, using the animation as a key talking point and to encourage children to discuss a fire plan with their families.

Repeat of the YouGov survey

23. After six months of the campaign, we repeated the survey in October 2014. This time 25 per cent of YouGov’s Londoner sample (of 2131 Londoners) lived in purpose-built blocks of flats or maisonettes, giving us a sample for the rest of these questions of 543 people.

24. The results showed that:
   - 72 per cent said they would get outside of their flat to call 999 if there were a fire inside it, 25 per cent would stay inside (similar to the first survey). In both surveys, older people were more likely to stay inside and call 999.
   - 55 per cent said they would get out if there were a fire outside their flat but in their building, 40 per cent said they would stay put – this was a slightly less positive result than we got in the first survey (when the numbers were 50 per cent and 44 per cent respectively). Older people were more likely to stay put.
   - 34 per cent would go to their building manager for advice first about general fire safety in their building, but 40 per cent would go to the fire brigade. This was a slight improvement on the first survey (when the numbers were 32 per cent and 43 per cent respectively).
   - 68 per cent said they have an escape plan, and 32 per cent said they did not. This was a massive improvement on the first survey (40 per cent said they have one, 60 per cent said
they did not). Older people are more likely to have a plan and the disparity between the men and women, which we saw in the first survey, was no longer present.

25. We also took the opportunity to ask about campaign recognition in this survey and the results were:
   • 10 per cent had heard of the Know the Plan campaign. Younger people had slightly better recognition than older.

26. The most notable change was the increase in the number of people saying they have a fire escape plan - from 40 per cent to 68 per cent was a really positive outcome. It is a 70 percent increase and represents a change in behaviour in 28 per cent of households living in high rise blocks of flats and maisonettes. Across London there are 1.3m households\(^1\) living in purpose built blocks of flats or maisonettes, 28 percent of that group is 360,000\(^2\) households.

27. The number of people who said they would stay put didn’t change dramatically. This is disappointing, thought it reflect the initial feedback from the High Rise Forum and others that this would be a difficult message to get across. We used the demographic breakdown YouGov provided to try and target that message for groups with the lowest uptake. In the second survey which was run, only 26 per cent of 18-24 year olds said they would stay put compared to almost 50 per cent of the older groups. Also, only 50 per cent of this younger group had an escape plan.

28. A second marketing push started on 9 March 2015 with £30k available for this activity. Using the evidence above, we targeted 18-34 year olds living in London. We ran a two-week lightweight refresher campaign on Capital Radio to prompt recall of last year’s messaging and introduced evening-weighted advertising on Kiss FM. This station has a younger and delivering radio ads in the evening was more likely to hit this age group when they were with friends. The aim was to drive home the get out/stay put messaging and start conversations between them.

29. The radio ads were supported by the use of targeted social media marketing promoted on Facebook posts and Twitter adverts. We made a short video to highlight why LFB advise people to stay put. The social media activity asked the audience what they would do in certain fire situations. See examples below:

\(^1\) The 2011 census recorded 3,387,255 homes in London of which 1,274,526 were flats/maisonettes in purpose built blocks.

\(^2\) £60k spent to get a message to 360,000 households is the equivalent of 16p spent per household.
Campaign results

Visits to the microsite

30. There were almost 35,000 sessions by over 30,000 users and over 112,000 page views in the 12 months when the campaign was running. On the first two days of the campaign there were over 2,500 visits to the webpage, which is more than London Fire Brigade average daily visits to its corporate website.

31. After the initial launch, visits dropped slightly but for the first two weeks whilst we were running radio and Facebook advertising they averaged 750-800 visits per day.

32. Once the advertising stopped the numbers dropped off to an average of between 25-75 visits per day, and on average around 750-1000 visits each month. There were occasional spikes in visits when there was a relevant incident, press stories or a large event driving people to the LFB corporate website which had a link to the Know the Plan site. An example of this is when we dealt with an incident at The Shard in June 2014 (the same day as being featured on The One Show). There were almost 200 visits on that day. Similarly, in September there were a spate of flat fires in Battersea and by using Twitter we were able to link this issue to the campaign which drew more people to the site.

Social media

33. We tweeted from to LFB’s Twitter account which had nearly 97,000 followers and we also used our Facebook account (50,000 fans) to promote the campaign.

34. The campaign got support on social media from media outlets like BBC London, key partners like London borough councils, housing associations, the London Mayor, Met police, fire safety organisations, other fire and rescue services in the UK and local London MPs which meant the message was shared to a vast audience at no cost. Example below:

35. In addition to tweets from the LFB corporate account, #knowtheplan was used by around 30 different organisations, partners and individuals with the potential reach of almost 100,000 followers.

36. We used LinkedIn during the campaign and the posts were seen by over 10,000 LinkedIn users and also shared and liked a number of times.

37. Almost 46 per cent of visitors to the microsite were directed from social media sites.

38. Our animations and videos had over 73,348 views. They are also embedded into the microsite and on some local council websites too.
Press coverage:
39. Broadcast coverage at the launch of the campaign included ITV Daybreak, BBC London and ITV London as well as BBC Radio London and Capital FM Breakfast. There were articles in the Evening Standard, BBC Online and Inside Housing as well as many local London titles.

40. There was further coverage in local London and housing trade titles, as well as in council titles. Towards the end of the campaign, we also secured good coverage on BBC London TV and radio and ITV London for a story about the number of fires in flats and how landlords could help.

41. Some of the best uses of the campaign information were a double-page spread including all our key messages and links in the Wandsworth Council residents’ magazine. Another success was the local paper Waltham Forest news putting the story on their front cover and using our campaign imagery.

42. In all, the media attention has amounted to over 100 pieces of coverage with potential reach of five million Londoners. Example below:

![Image of media coverage]

Literature downloads
43. There were around 750 unique users downloaded the literature hosted on the microsite – downloading thousands of items between them. This included large housing associations such as Peabody, St George and Circle Housing, management companies, councils and individual private landlords. The variety of individuals using the downloads ranged from fire safety inspectors and officers, to communications professionals to estate managers, architects and customer service managers. We collected information on which sector organisations and people were from, the results were:

- 22 per cent private landlords
- 29 per cent managing agents
- 35 per cent housing providers
- 14 per cent council or other stakeholders (including LFB staff)

Take-up by partners
44. 27 London boroughs or their housing counterparts promoted the campaign via their magazines, websites, social media or directly distributing information to residents.
45. As well as feeding in to the development of the campaign materials, the High Rise Forum also helped cascade information about the campaign and the materials available to housing providers and housing managers across London, as many of them were part of wider housing networks.

46. The LFB Schools Team visited the primary school local to Lakanal and distributed literature to every child – over 700. They helped launch the animations by using them in their work with secondary schools and they also handed out 30,000 factsheets with advice on the stay put/get out message across the school year 2014/15.

**Internal communications**

47. Internally, the campaign was promoted through Shout and Hotwire to raise awareness and support. The communications team presented to borough commanders to ask for their help with speaking to stakeholders in their boroughs and a number of stations and boroughs got in touch to offer help and request further literature.

48. Different stations and watches were using the campaign literature after specific incidents in flats and at local community safety events. A couple of teams reported back that some residents were already aware of the campaign through their housing officers or managing agents, evidence that the messages were getting to our audiences.

**Lessons learned from the campaign**

49. We know that paid-for marketing activity leads to better cut through and engagement. The campaign results in para 30-32 clearly demonstrate how effective marketing spend is on getting the message through. On the very top line level the marketing activity in (March 2015) led to a further 9000+ visits to the site over a three week period with 93 per cent of those being new visitors. This almost matches the number of visits in the initial launch period which was about 12,000 visits in the two/three weeks. This was significant improvement compared to our monthly average of between 750-1000 visits each month over the year after the initial launch marketing.

50. With a relatively modest budget of £60k\(^3\) budget we managed to get 30,000 visitors to the microsite, through media coverage our messages were included in over 100 news items with potential reach of over five million Londoners. Social media also allowed us to reach hundreds of thousands of people through our own channels and others re-tweeting or supporting, and also by using our borough partners and their channels this allowed us a further potential audience of millions. Using these multiple channels to share consistent messages meant our budget went further.

51. We got lots of positive feedback from the High Rise Forum and working directly with them was a good way to get materials directly to people living in purpose built blocks of flats and maisonettes. One key piece of feedback from them was that the availability of LFB branded literature helped them communicate more effectively with their residents as it was a trusted course of advice. Working with housing providers also meant that when they passed on advice to their residents, their residents knew it was directly relevant to their home.

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\(^3\) The National Fire Kills campaign has a £1m budget each year and receives free access to public radio and TV airtime though public safety broadcasting.
52. The campaign was less successful in changing the number of people who said they would stay put. This is undoubtedly a challenging message to get across, particularly in a short period of time, this is a learning point we shared with the Forum and they will continue to use our materials to help inform their residents, talking specifically about the purpose-built block of flats or maisonettes they live in.

What next
53. The campaign period is now over but we will continue to take every opportunity to push the know the plan and stay put messaging using press, social media and our own staff. We have asked our partners to do the same. Members of the High Rise Forum asked if LFB could carry on the campaign so the good results and changes of behaviour would continue. LFB assured the forum members that we will continue to take every opportunity to push the stay put messaging through our usual means, whether press or social media, but budget would be the main driver to any further marketing activity. A legacy of the campaign is in the engagement with new housing partners who can continue to use the materials produced in their properties.

54. The communications team will be moving the content of the microsite to the LFB corporate website to make sure there is consistency in where we ask people to go for advice in the future.

Conclusion
55. The coroner asked the Brigade to consider how it would improve dissemination of fire safety information to achieve effective communication with residents in high rise residential buildings. We made a commitment to make sure that the knowledge and awareness already being delivered was as effective as possible and said that we would work with partners and other agencies to share a consistent fire safety message. This campaign has fulfilled that commitment and the YouGov polling showed there was success in increasing the number of people living in purpose built blocks of flats and maisonettes who had a fire escape plan. The new communication tools developed remain available for use by the LFB and a network of partners.

Head of Legal and Democratic Services comments
56. The subject of this report is consistent with the Authority’s functions under section 6 (fire safety) of the Fire and Rescue Services Act 2004. The Head of Legal and Democratic Services has reviewed this report and has no further comments.

Director of Finance and Contractual Services comments
57. This report outlines the planning, delivery and results of the year-long Know the Plan campaign, which was launched in 28 March 2014. The spend for the campaign totalled £90k of which £60k was set aside as an initial budget. £30k additional spend has been contained within existing budgets.

Sustainable Development implications
58. The success of the Know the Plan campaign to improve fire safety supports the Brigades work on Community Safety, which is part of the Authority’s Sustainable Development Framework.

Equalities implications
59. Campaigns that aim to raise awareness and improve safety will have a positive impact on people with protected characteristics and assist the authority to demonstrate that it is meeting the requirements of the Public Sector Equality Duty.
### LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

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