

# Grenfell Tower Inquiry

## LIST OF ISSUES

### GENERAL NOTE

This list is intended as a guide to the issues on which the Inquiry's investigations will focus. It is not a prescriptive list and is not to be understood as a pleading or statement of case. The Inquiry's investigations may uncover the need to address further issues within its terms of reference but not contained in this list. Accordingly, the issues in this list may be subject to revision during the course of the Inquiry.

### THE ISSUES

#### 1) Grenfell Tower's original design, construction, composition (completed 1974)

- (a) What was its design, construction and composition?
- (b) What were the relevant contemporaneous building regulations, fire regulations, other legislation, guidance and industry practice?
- (c) Did Grenfell Tower, as originally constructed, comply with all such relevant regulations, legislation, British Standards, guidance and industry practice?
- (d) What assessments and decisions were made about such compliance and by whom?

#### 2) Subsequent modifications prior to the most recent

- (a) In respect of each relevant later modification:
  - (i) What was the nature and extent of the modification?
  - (ii) What was the purpose of the modification?
  - (iii) What was the design and construction of the modification?
  - (iv) What were the relevant contemporaneous building regulations, fire regulations, other legislation, guidance and industry practice?

- (v) Did Grenfell Tower, as modified, comply with all such relevant contemporaneous regulations, legislation, British Standards, guidance and industry practice?
- (vi) What assessments and decisions were made about such compliance and by whom?

### **3) Modifications to the interior of the building 2012-2016**

- (a) What modifications were made to the inside of the building?
- (b) Who made these modifications?
- (c) What was the reason for the modifications?
- (d) What were the regulations, legislation, British Standards, guidance etc. that applied to the modifications throughout the period from initial design to completion and approval.
- (e) Were the modifications compliant with such regulations, legislation, British Standards, guidance etc.
- (f) If so, were any of those inadequate and if so in what respects?
- (g) If not, what elements or aspects of the interior of the building at the time of the fire failed to comply with what elements or aspects of what regulations, legislation, British Standards, guidance, industry practice, and in each case to what extent?
- (h) Why did each such failure occur?
- (i) Who was responsible for such failures?
- (j) To what extent did the design and construction of the modifications to the interior of the building take account of the design and construction of the modifications to exterior of the building? If it did not, in what respects did it not and why not?
- (k) What advice or information was available, and what assessments were made, about the components that comprise the interior of the building, their fire safety, fire-resistance and compliance with safety standards (including information or advice from manufacturers of relevant components)?
- (l) Was specific consideration given to the combination of the interior components (e.g. fire-doors, other fire-breaks, ventilation systems, dry or wet risers or the absence of the same, stairways and access) and the fire safety, fire-retardancy and compliance with safety standards of the same?
- (m) What decisions about the interior of the building were made, by whom and when?

- (n) What was the chain of decision-making, communication and responsibility about those matters?
- (o) What factors or motives influenced the decisions about the interior of the building?
- (p) What if any assessments were carried out to balance such factors or motives with the safety of the residents?
- (q) If such assessments were carried out, who carried them out, when and what did they conclude?

**4) Modifications to the exterior of the building 2012-2016 (including cladding and insulation)**

- (a) What was the purpose of the cladding/insulation to the exterior of the building?
- (b) What was its design, manufacture, composition and method of fixing to the building?
- (c) To what extent did the design and construction of the modifications to the exterior of the building take account of the design and construction of the interior of the building? If it did not, in what respects did it not and why not?
- (d) Was the exterior of the building (including the cladding, insulation, fixings and windows) compliant with relevant building regulations, fire regulations, other legislation, guidance and industry practice?
- (e) To the extent that it was compliant with such regulations, legislation, British Standards, guidance etc. were any of those inadequate and if so in what respects, so far as relevant to the nature and immediate causes of the fire and its spread?
- (f) If not compliant in any respect, what elements or aspects of the exterior of the building at the time of the fire failed to comply with what elements or aspects of what regulations, legislation, British Standards, guidance, industry practice, and in each case to what extent?
- (g) Who was responsible for such failures?
- (h) What advice or information was available, and what assessments were made, about the components that comprised the exterior of the building, their fire safety, fire-resistance and compliance with safety standards (including information or advice from manufacturers of relevant components)?
- (i) Was specific consideration given to the combination of the exterior components (e.g. cladding, insulation, windows, and methods of fixing) and the fire safety, fire-retardancy and compliance with safety standards of the same?

- (j) How commonly used are:
  - (i) these particular cladding panels;
  - (ii) this type of insulation;
  - (iii) any other relevant parts of the exterior e.g. fixings/windowsin the UK and elsewhere and are there relevant lessons to be learned from the use/regulation of such matters elsewhere?
- (k) What decisions about the exterior of the building (i.e. cladding, insulation, fixings and windows) were made, by whom and when?
- (l) What was the chain of decision-making, communication and responsibility about the cladding, insulation, windows and fixings?
- (m) What factors or motives influenced the decisions about the exterior of the building?
- (n) What if any assessments were carried out to balance such factors or motives with the safety of the residents?
- (o) If such assessments were carried out, who carried them out, when and what did they conclude?

#### **5) The fire and safety measures within the building at the time of the fire**

To the extent that the following issues are not covered by the issues set out under Section 4 above:

- (a) What were the fire resistance, prevention, mitigation, evacuation and other fire safety measures (“fire safety measures”) in place at the time of the fire?
- (b) Were the fire safety measures compliant with relevant building regulations, fire regulations, British Standards, other legislation, guidance and industry practice?
- (c) To the extent that the fire safety measures were compliant with such regulations, legislation, British Standards, guidance etc. were any of those inadequate and if so in what respects, so far as relevant to the nature and immediate causes of the fire and its spread?
- (d) If the fire safety measures were not compliant, what elements or aspects of the fire safety measures in place in the building at the time of the fire failed to comply with what elements or aspects of what regulations, legislation, British Standards, guidance, industry practice, and in each case to what extent?
- (e) Why did each such failure occur?
- (f) Who was responsible for such failures?

- (g) What fire risk assessments had been made in relation to Grenfell Tower in the period January 2012-June 2017, including specifically at all times during the most recent modifications?
- (h) What reports or conclusions are available concerning the same and what do they say?
- (i) In what ways was the building intended to be resistant to the spread of fire?
- (j) What was assumed (if anything) about the resistance of the building to the spread of fire?
- (k) Were any checks or assessments or inspections made as to whether the actual condition of the building matched any assumptions made?
- (l) What was the nature of such checks or assessments or inspections and who carried them out?
- (m) What decisions about fire safety measures were made, by whom and when?
- (n) What was the chain of decision-making, communication and responsibility about those matters?
- (o) To what extent did the relevant persons or organisations responsible for the fire safety of occupants of Grenfell Tower communicate with one another about their knowledge of the building and the decisions they were making?
- (p) Was any consideration given to the evacuation of disabled and other vulnerable residents, and if so, was adequate provision made for them?
- (q) What factors or motives influenced the decisions about the fire resistance, prevention, mitigation and safety measures?
- (r) What if any assessments were carried out to balance such factors or motives with the safety of the residents?
- (s) If such assessments were carried out, who carried them out, when and what did they conclude?
- (t) What advice was given to those responsible for fire safety in Grenfell Tower and how did they respond to that advice?

## **6) Inspections**

- (a) What fire and other relevant inspections (including building control inspections) were carried out:
  - i. During the recent renovations; and
  - ii. Between the completion of the recent renovations and the fire?
- (b) What were the relevant conclusions/reports from those inspections and by whom were they carried out?

- (c) Pursuant to what criteria were such inspections carried out, how frequently and by what personnel?
- (d) Were the inspections compliant with all relevant standards?
- (e) Were the fire and other safety inspections system (including any criteria applied) reasonably fit for purpose?
- (f) Who carried out the inspections, how were they trained and were they competent to do so?
- (g) What was the system for implementing conclusions/recommendations following such inspections?
- (h) Was that system operated properly or at all?

## **7) Governance/Management**

- (a) What was the legal relationship between the different persons and organisations who were responsible for fire safety at Grenfell Tower as at 14 June 2017?
- (b) As at that date how did the relationships between the different persons and organisations who were responsible for fire safety at Grenfell Tower work in practice?
- (c) As at that date had any other fires taken place at Grenfell Tower or other similar buildings under the authority of RBKC?
- (d) If so, were any investigations, reports or lesson-learning exercises carried out? What did they conclude?
- (e) Were any recommendations made? If so, were they implemented? If they were not implemented, who was responsible for that decision and what reasons did they have?

## **8) Communications with residents**

- (a) What system was there, if any, for residents to express their concerns and views about fire safety?
- (b) What channels of communication did it provide?
- (c) Was there a formal system for recording concerns and addressing them?
- (d) What concerns, warnings and other statements were expressed about the fire safety of Grenfell Tower by its residents or any other person before, at the time of or after the recent renovations?
- (e) How and to whom were any such complaints expressed?
- (f) What was done in response to such expressed concerns?

- (g) What provisions, if any, were put in place to ensure that those with language or other special needs could send and receive communications to and from the TMO and the Council about matters of fire safety or safety more generally?

**9) Fire advice to residents 2012 to 14 June 2017**

- (a) What advice was given to residents about fire precautions?
- (b) How was that advice communicated and by whom?
- (c) What provisions were in place to ensure that that advice had been received and understood by residents?
- (d) What was the basis of the advice?
- (e) Was the advice appropriate and consistent with the then current fire safety standards and practice for high-rise residential buildings in general, and in particular where used for social housing?
- (f) Was the advice periodically reviewed and if so by whom and on what basis?
- (g) What were the conclusions resulting from any such review and were they implemented?
- (h) Were there any evacuation plans in place and, if so, what were they?
- (i) Who drew them up?
- (j) Were they independently reviewed, and if so, by whom, when and with what conclusions?

**10) Response to Recommendations**

- (a) What recommendations, including from inquiries, inquests, investigations, experts, professional and trade bodies and Parliamentary Committees were relevant to the risk of fire at Grenfell Tower as at 14 June 2017 given its composition and occupancy?
- (b) Were appropriate steps taken by central and local government and other relevant bodies to act upon such recommendations insofar as they were relevant to the risk of fire in high-rise residential buildings?
- (c) Specifically, what steps were taken by the Department for Communities and Local Government and the London Fire Brigade or any other body to implement the recommendations of the coroner following the Lakanal House inquest?
- (d) If and to the extent that any such recommendations were not implemented, what were the reasons for not implementing them?

- (e) To what extent did any failure to implement any of these recommendations cause or contribute to the manner and speed of the spread of the fire at Grenfell Tower, the extent of the damage and the number of casualties?

## **11) The fire**

- (a) What was the cause and seat of the fire?
- (b) How did the fire progress and what contribution to its progress was made by
  - (i) the construction of the exterior walls and surfaces, openings to them and internal structures abutting them,
  - (ii) the internal structure and condition of the building (including, for example, stairwells, shafts, vents, cavities, fire-stopping, and pipework), or
  - (iii) other factors, including the effectiveness or lack of effectiveness of fire safety measures?
- (c) What information can be obtained from the experience of fires in high-rise residential buildings in other countries? In particular
  - (i) Have there been comparable fires in high-rise buildings in other countries?
  - (ii) If so, what was the nature of the construction of those buildings?
  - (iii) Did the extent of the loss of life or damage to property in those cases differ?
  - (iv) If so, why?

## **12) The response of the emergency services**

- (a) What plans and strategies did the fire and rescue service have for dealing with a major fire in a high-rise residential building?
- (b) What training and equipment did fire officers have for dealing with a major fire in a high-rise residential building?
- (c) Did the fire service have adequate access to the building?
- (d) What actions were taken on the night of 14 June 2017 to fight the fire, including:
  - (i) First calls and responses;
  - (ii) Assembly of strategy, command and control;
  - (iii) Co-ordination with occupants of Grenfell Tower and other services during and immediately after the fire, including the establishment of radio communication channels;



- (iv) The application of any “stay-put” policy and any change to a “get out and stay out” policy;
- (v) The methods of rescuing individual residents.
- (e) Were the fire services hampered in their fire-fighting plans and strategies, and if so by what and to what extent?
- (f) What, if any, aspects of the access to and construction and fire prevention features of Grenfell Tower affected the proper execution of the (or any) fire-fighting, rescue and evacuation strategy?

**13) The aftermath**

- (a) What policies, procedures and plans were in place on the part of the Tenant Management Organisation, central and local government for dealing with a major emergency such as the Grenfell Tower fire?
- (b) What was the response of the Tenant Management Organisation, central and local government by way of the provision of emergency relief in the days immediately following the fire?
- (c) Was the response adequate and if not, in what respects was it inadequate?