

LONDON LOCAL AUTHORITIES

# CONCEPT OF OPERATIONS FOR EMERGENCY RESPONSE & RECOVERY

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# CONCEPT OF OPERATIONS FOR EMERGENCY RESPONSE & RECOVERY

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## Section A: Introduction & context

# CONCEPT OF OPERATIONS FOR EMERGENCY RESPONSE & RECOVERY

## A.1 Document information

### A.1.1 Document control

<b>Full title</b>	London Local Authority (LLA) Concept of Operations (CONOPS) for Emergency Response and Recovery
<b>Short Title</b>	LLA CONOPS
<b>Owner</b>	Local Authority Panel (LAP)
<b>Author(s)</b>	Andrew Meek London Borough of Haringey  Mike Price MPR Consulting Ltd
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<b>Approval (date)</b>	LAP LAPIG
<b>Publication/version history</b>	1.0 - published following the approval of LAP

### A.1.2 Security Marking

1. This document is intended to inform accessed by Category 1 and 2 Responders<sup>1</sup>, plus those from the voluntary sector, faith and other local and regional community groups. Therefore, its content is written to be publicly available and, as such, the document is not security marked.

### A.1.3 Contact for update

2. To request updates to the Standardised part of the plan (Sections 1 and 2) contact the London Resilience Group:

169 Union Street  
Southwark  
London  
SE1 0LL

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<sup>1</sup> Civil Contingencies Act 2004

## A.2 Aim

3. The Concept of Operations for Emergency Response and Recovery (CONOPS) sets out for the first time in one place how London's Local Authorities (LLAs) support their communities and partner organisations in the response to and recovery from an 'emergency', as defined in the Civil Contingencies Act 2004.
4. This general framework and approach of the LLAs in responding to an emergency assists those involved in Local Authority emergency response to understand their own role and how it relates to the role of other individuals and organisations within local authorities in London to produce an effective and combined response.
5. Underpinning the CONOPS is a series of emergency plans that are standardised to ensure an effective response and recovery, including major incidents that require Local Authority staff and resources to operate within another LLA's boundary.
6. In recognition of the multi-agency nature of the response to emergencies, the CONOPS aligns to and has synergy with other emergency response frameworks, covering single and multiple-agency and local, regional and national doctrine. References to such documents are included throughout the CONOPS.

## A.3 Scope

7. This CONOPS covers the Local Authority emergency response and recovery arrangements in London.
8. It describes the common and shared expectations of and upon all the LLAs as to how, both individually and collectively, they respond to and recovery from an emergency. It builds on the arrangements of individual local authorities, up to the collective arrangements that may be needed for an incident affecting London as a whole.
9. It does not detail the activities involved in the planning for and learning from emergencies.

## A.4 Context

### A.4.1 London and its local authorities

10. London is the capital city of the United Kingdom and the seat of Central Government. As such, the need for a strong and assured response is paramount, to safeguard the reputation of the city as a whole and that of the wider UK. The Local Authority role in this response effort is key.
11. Local authorities in London are unitary authorities and are in control of a wide-ranging set of assets and capabilities to respond to an emergency in their administrative area. Each Local Authority retains the resilience and capacity to respond to most incidents in their own Local Authority's boundaries without significant outside assistance. In many areas, LLAs share services across boundaries, and so cross-boundary responses may be routine in some cases.
12. Nevertheless, some major incidents require a collective response. This may be because:
  - (i) the incident is geographically spread across multiple local authorities;
  - (ii) the impact of the incident overwhelms the resources of an individual Local Authority area; or
  - (iii) a combined response provides the most efficient means of dealing with the problem.

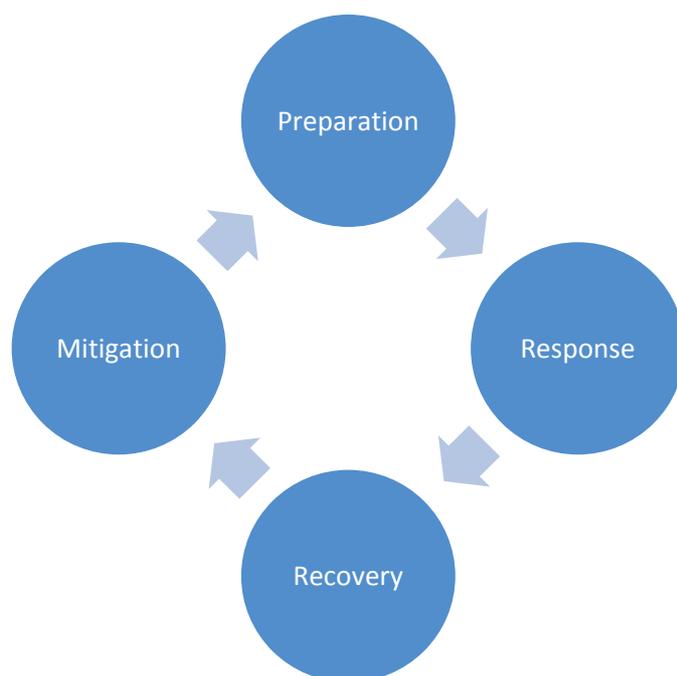
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13. In addition to, and in support of, a collective Local Authority emergency response there exists a suite of regional Local Authority coordination functions; namely London Local Authority Gold (LLAG) and the London Local Authority Coordination Centre (LLACC)<sup>2</sup>. See *Section C: Collective Emergency Response arrangements* for more information about LLAG and LLACC.

## A.4.2 Emergency management cycle

14. LLAs work to the Emergency Management cycle, indicated in the diagram below, which comprises four main phases<sup>3</sup>:
- (i) **preparation** (pre-planning/anticipation);
  - (ii) **response** (reducing an immediate risk or stopping things getting worse);
  - (iii) **recovery** (a longer-term activity of rebuilding, restoring and rehabilitating the community); and
  - (iv) **mitigation** (learning lessons, and ongoing work to build resilience and reduce vulnerability).

Figure 1: Emergency Management cycle



### A.4.2.1 Preparation

15. The **preparation** phase includes the development of emergency plans, the training of staff in the implementation of these plans and hosting opportunities for staff to practice their response to emergencies in the form of emergency response exercises. Each agency undertakes individual preparation in addition to that of a multi-agency nature. LLAs work together wherever practicable to share preparation activities and standardise their response to emergencies. They also undertake preparation activities with partner agencies where the response is likely to be of a multi-agency nature. It is a council's emergency management team which is responsible for overseeing and advising on the preparation phase of the cycle.

<sup>2</sup> The LLACC is provided by the London Fire Brigade in partnership with the LLAs in London.

<sup>3</sup> UK Concept of Operations.

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16. For LLAs during the preparation phase:
  - (i) Each Local Authority maintains a generic Emergency Response Plan (or similarly titled document) that describes the way the organisation responds to emergencies. Among other things, this plan outlines a Local Authority's command and control structure<sup>4</sup> and links to other documented capabilities and emergency plans that the Local Authority maintains.
  - (ii) The generic Emergency Response Plan is underpinned by a range of specific emergency plans and other documented capabilities, physical resources and staff who have been trained and attended exercises to embed learning from training and to validate the assumptions made within emergency plans.
17. LLAs provide assurance of their individual and collective emergency response and recovery preparations to both the Borough Resilience Forum and the Local Authority Panel.

## A.4.2.2 Response

18. The **response** phase, on which this CONOPS focuses alongside **recovery**, comprises two separate but closely related and often overlapping challenges: crisis management and consequence (or impact) management. These are both designed to control and minimise the immediate challenges arising from an incident. This phase is typically led by the Emergency Services and aligns closely with the London Emergency Services Liaison Panel (LESPL) Manual's 'Initial Response' and 'Consolidation' phases. It is split into two areas, as outlined below:
  - (i) **Crisis management** involves the phase of the response that attempts to prevent or avert an imminent emergency, along with protective or other measures to mitigate its effects, prevent further damage or disruption and secure the scene. It also includes actions taken to address the immediate, direct effects of an incident that has already occurred. The duration of the crisis management phase can vary from a few hours to many months depending on the scenario.
  - (ii) **Consequence management** usually take place in parallel to crisis management and is concerned with steps taken to prevent the impact of an incident escalating. This may include the management of the impact to wider Local Authority services from the drain in resources committed to Crisis Management i.e. business continuity management.
19. For LLAs, the response comprises a local element, restricted to within a Local Authority's administrative area, and, where the incident scale requires it, a regional coordinating element. These elements are described in more detail in *Section B: Emergency Response arrangements* and *Section C: Collective Emergency Response arrangements*.
20. For avoidance of doubt, the LLA response to an emergency is an organisation-wide responsibility and does not fall solely to the Emergency Planning Team.

## A.4.2.3 Recovery

21. The **recovery** phase formally starts once the situation has been stabilised, and can be defined as the process of rebuilding, restoring and rehabilitating the community following an emergency. In contrast to the response phase, the recovery process can take a considerable amount of time (months or years), as it seeks to support affected communities in the reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical wellbeing. Normally, this phase is led by LLAs and is described in more detail in the

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<sup>4</sup> See Appendix A.

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London Recovery Coordination Protocol. This broadly aligns with the LESLP Manual's 'Recovery' and 'Return to Normality' phases.

## A.4.2.4 Mitigation

22. The **mitigation** phase sees organisations reviewing their emergency preparation, response and recovery activities to identify areas for improvement. Mitigation activities are both multi- and single-agency focused and take place at the earliest opportunity following the conclusion of both the response and recovery phases. LLAs share outcomes from the mitigation phase using a standardised "debrief report form", to other local authorities and, via the London Resilience Forum, the regional partnership via the London Resilience Forum

## A.4.3 Local Authority Emergency Response levels

23. London is a densely populated, complex urban environment with a diverse population and highly developed infrastructure. As such, there are many interdependencies within the city, and also with the rest of the UK. To provide clarity about how LLAs operate in order to respond this document describes:
- (i) the level of involvement of an individual borough; and
  - (ii) the scale of the Local Authority involvement in London to a range of incident sizes.

### A.4.3.1 A single borough (individual)

24. The level of Local Authority involvement in an incident is split into three broad categories:
- (i) **Monitoring:** a pre-response level, where a Local Authority maintains a watching brief for signs of an incident. This includes passive monitoring of regional and national alert systems and maintaining an all-year-round point of contact for the receipt of notifications about an emergency. A Local Authority remains at this level at all times when not responding to an emergency.
  - (ii) **Information Sharing and Communications:** the level used where a Local Authority seeks to understand the scale of an emergency in another Local Authority's administrative area and share information with and in support of local authorities at "Incident Response and Coordination" level. Where a Local Authority anticipates either a spread of the impact into its geographic area or a request for mutual aid it may communicate with its operational services in the form of an early warning so that services may move to an enhanced state of readiness.
  - (iii) **Incident Response and Coordination:** where a Local Authority responds to the emergency by activating and deploying its incident response resources to support those effected by the emergency, which may include loaning resources outside its administrative area via mutual aid. To support situational awareness, the London Resilience Group (LRG) Duty Manager is notified at the earliest opportunity after a Local Authority moves to the Incident Response and Coordination level

### A.4.3.2 Multiple boroughs (collective)

25. The collective response is complex, including factors such as:
- (i) The category at which each individual LLA is operating;
  - (ii) Whether the incident falls within just one or multiple borough areas; and
  - (iii) Whether the LLACC and LLAG are aware, monitoring or actively supporting.

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26. Therefore, to offer a quick reference to the way in which LLAs operate collectively the following three broad levels are used:
- (i) **Local** – where an incident impacts a single Local Authority and it is able to respond without external support. The LLACC and LLAG are unlikely to be aware until after the conclusion of the incident, if at all.
  - (ii) **Local plus locally arranged support** – this is an incident where low-levels of mutual aid can be easily arranged locally, without the need for LLACC support and coordination. This may include resources such as rest centre kit, technical expertise (e.g. a dangerous structure engineer) or additional trained rest centre staff to supplement local resources. The LLACC is aware even if not responding. LLAG is made aware of the incident by the LLACC and may communicate with the Chief Executives of the affected borough(s)
  - (iii) **Pan-London** – an incident of such severity, complexity or significance that the coordination arrangements for a collective LLA response are required, even if the incident itself is contained within the boundary of a single Local Authority. The LLACC and LLAG are actively involved in the incident response, attending the SCG and other multi-agency partnership coordination meetings as required. LLAG maintains dialogue with the Chief Executives of the affected borough(s).
27. As an incident develops, the classification of the collective response may switch between the above levels.
28. It is noted that in some situations LLAG and LLACC may activate in support of a London-wide event without the need to activate a BECC. For example, salt stocks during periods of anticipated cold weather where the LLACC captures data directly from council Highways teams, which is used to inform LLAG’s involvement in regional- and national-level salt supply meetings.

## A.5 Terminology

29. In addition to the terms defined in the London Local Authority Glossary of Terms document, key terminology in the CONOPS includes:
- (i) **Borough(s) or Local Authority** – refers to the administrative organisation rather than a body of elected members for local government organisation(s) in London (including all of London’s 32 Local Authorities and the City of London Corporation). It does not include the Greater London Authority or the Mayor of London.
  - (ii) **Gold** – the strategic level of a Local Authority’s response to an emergency.
  - (iii) **Silver** – the tactical level of a Local Authority’s response to an emergency.
  - (iv) **Bronze** – the operational level of a Local Authority’s response to an emergency
  - (v) **Major Incident** – “an event or situation requiring the implementation of special arrangements by one or more of the emergency services [and other agencies including local authorities]”<sup>5</sup>, which for Local Authorities is an incident that requires activation of both Borough Gold and the BECC.

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<sup>5</sup> London Emergency Services Liaison Panel (LESLP) Manual

## **Section B: Emergency Response arrangements of a single London Local Authority**

## B.1 Section introduction

30. This section of the CONOPS sets out the way in which a single Local Authority responds to an emergency, regardless of the size and breadth of the emergency.

### B.1.1 Response mobilisation and sustainability

31. Each Local Authority has in place:

- (i) a single point of contact through which any partner agency can contact them 24 hours a day, to notify them of a major incident; and
- (ii) duty officers able to deal with a range of scenarios, but also to assess an incident, and escalate it to ensure a suitable mobilisation to deal with a major incident.

32. To support the ability for to response to a prolonged emergency, each Local Authority maintains sufficient resources and expertise to maintain its response without mutual aid for 48 hours<sup>6</sup>.

### B.1.2 Local Authority emergency response staff

33. Local Authority emergency response staff can be categorised into two broad groups:

- (i) **Dedicated emergency response role** – Local Authority staff who volunteer/are nominated to undertake an emergency response role that is in addition to/separate from their main role; or
- (ii) **Extension of main role** – Local Authority staff who, as part of the main role at a Local Authority, are involved in the response to emergencies e.g. housing or highways officers.

34. Where Local Authority housing is managed through Arm's Length Management Organisations (ALMOs), it may be the case that ALMO response staff are integrated into the Local Authority through an emergency response role.

#### B.1.2.1 Dedicated emergency response role

35. The roles more commonly found to exist as a dedicated emergency response role include:

- (i) Council Gold
- (ii) Council Silver
- (iii) Resilience Adviser
- (iv) Local Authority Liaison Officer (LALO)
- (v) BECC Manager and staff
- (vi) Emergency Centre Manager and core staff
- (vii) Communications (including warning and informing members of the public)

36. In addition, many LLAs maintain a pool of volunteer support staff whose role may vary depending on the incident. This support includes:

- (i) Providing information, advice and practical help to affected people at emergency centres;

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<sup>6</sup> See the section on Mutual aid for information on the process by which LLAs share resources between each other during larger-scale incidents.

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- (ii) Outreach into communities;
- (iii) Providing support to vulnerable people;
- (iv) Coordinating the work of volunteers.

## **B.1.2.2 Extension of main role**

37. Those roles that are an extension of a main role tend to exist within Local Authority services such as:

- (i) Children's and Adults' Social Care
- (ii) Housing
- (iii) Highways
- (iv) Building control
- (v) Parking enforcement
- (vi) Waste

38. Where services are outsourced, LLAs include within contractual arrangements the requirement to fulfil associated emergency response activities.

## **B.2 Local Authority command and control**

39. Each Local Authority adopts a three-tiered command and control structure that is based on the widely recognised Gold-Silver-Bronze/Strategic-Tactical-Operational command structure. This structure mirrors the levels of command and control within the emergency services and many other partner agencies.

40. Regardless of the size of incident, a Local Authority starts by activating some or all of its own command and control structure. Depending on the size of the incident, a Local Authority may seek or be sought to activate pan-London Local Authority coordination arrangements, which is outlined in *Section C: Collective Emergency Response arrangements*.

41. Variations to command and control arrangements by scale of incident, are:

- (i) During smaller-scale incidents (that which is not declared a Major Incident, for example) local authorities communicate and coordinate their response with partners using local arrangements.
- (ii) During a larger or regional incident, including those declared a Major Incident, local communication between a Local Authority and its partner agencies continues. In addition, coordination of the incident is enhanced by regional command and control arrangements, as outlined in *Section D: Collective Emergency Response arrangements*.

### **B.2.1 Local Authority strategic command (borough-level)**

#### **B.2.1.1 Council Gold**

42. The affected Local Authority nominates a senior officer, often the chief executive, to act as their Strategic commander, who has overall responsibility for the Local Authority's response to the emergency.

43. This officer:

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- (i) Chairs the Council Gold Group (CGG) within the Local Authority, inviting local partners as appropriate; and
- (ii) Attends the Strategic Coordination Group (SCG) meetings in a pan-London incident, or may delegate this role to LLAG by agreement.

## **B.2.1.2 Council Gold Group (CGG)**

- 44. The purpose of a CGG is to provide strategic coordination of resources at a local level. It is chaired by the Council Gold.
- 45. The focus of this meeting varies according to the circumstances, and at no point should an independent strategy be pursued that is at variance with the strategy set by LLAG or SCG (when active).
- 46. A CGG meeting is likely to focus closely on:
  - (i) The impact of the incident on the local community;
  - (ii) Continuity of local public services;
  - (iii) The resourcing needs of the Local Authority and other local partners; and
  - (iv) Local stakeholder management.

## **B.2.2 Local Authority tactical command**

### **B.2.2.1 Council Silver**

- 47. Council Silver is the tactical manager of the Local Authority response to the incident. This officer determines the best way to achieve the strategic priorities as determined by Council Gold.
- 48. It is the responsibility of Council Silver to:
  - (i) Receive initial notification of the incident
  - (ii) Assess the incident and activate the Local Authority's initial response as required.
  - (iii) Inform and liaise regularly with Council Gold
  - (iv) Develop the Tactical Plan for responding to the emergency in line with the strategic intent provided by Council Gold.
  - (v) Determine the best place from where to manage the incident response.
  - (vi) Open and initially provide the function of the Borough Emergency Control Centre (BECC).
  - (vii) Activate and chair a Council Silver Group (CSG) where necessary.
  - (viii) Attend and brief Council Gold Group
- 49. Council Silver tends to be located away from the scene of the incident, though not in the BECC (although they may attend the BECC to receive updates from the BECC Manager). Council Silver may co-locate with tactical commanders from other responding organisations, where appropriate. However, at the scene of the incident the Local Authority is represented by the LALO
- 50. At the start of an incident, prior to the opening of an appropriately staffed BECC, Council Silver may provide an initial coordination function.

## B.2.3 Resilience Adviser

51. The Resilience Adviser provides advice and guidance to commanders on emergency management arrangements to enable them to access the right information and networks of support. They work most closely with and on behalf of Council Gold and Council Silver.
52. The Resilience Adviser is an emergency planning professional or another members of staff with a wide knowledge of the Local Authority's and London's emergency response and recovery arrangements. Their role is to:
  - (i) Provide advice to Local Authority management on emergency management arrangements in place across the Local Authority;
  - (ii) Provide advice about regional plans and arrangements;
  - (iii) Provide advice about working arrangements with multi-agency responders; and
  - (iv) Assist Council Silver/Gold with decision making.

## B.2.4 Local Authority Liaison Officer

53. The Local Authority is represented at the scene of the incident by a **Local Authority Liaison Officer (LALO)**. This person reports directly to Council Silver and provides regular updates to the BECC to maintain situational awareness. Other Local Authority officers and assets deployed to the scene operate under the direction of the LALO.
54. During a major incident, it is the LALO who represents the Local Authority at the Forward Control Point (FCP), which is a multi-agency location where on-scene coordinating meetings take place.
55. In larger incident, it may be necessary to deploy two LALOs to work in partnership to cover:
  - (i) Liaison with other agencies, including attending on-scene coordination meetings
  - (ii) Coordination of Local Authority resources at the incident scene
56. Operations that LLAs may undertake at the scene include:
  - (i) Looking after displaced people and provision of welfare support to those affected by an incident;
  - (ii) Clearance and removal of debris and other waste;
  - (iii) Supporting traffic management operations in conjunction with the police and Transport for London;
  - (iv) Assessment of the stability of structures and buildings, and taking such action as may be required to deal with dangerous structures;
  - (v) Undertaking the removal or clear-up of hazardous materials/substances;
  - (vi) Provision of resources to support evacuations;
  - (vii) Supporting scene operations and investigations into the cause of the incident through the provision of CCTV footage.

## B.3 Function-specific capabilities

### B.3.1 Borough Emergency Control Centre

57. The Borough Emergency Control Centre (BECC) is a key Local Authority emergency response control function. The primary objectives of a BECC are to:
- (i) Coordinate Local Authority operational services;
  - (ii) Maintain Situational Awareness to support decision makers and inform communications and media handling;
  - (iii) Maintain an operational record of the Local Authority's response to the incident;
  - (iv) Produce situation reports (internal and external); and
  - (v) Provide a Single Point of Contact for partnership liaison (once open).
58. There are two types of BECC:
- (i) **Primary BECC**- a room that is the first-choice location for a physical BECC. The room may be dedicated to the BECC, shared with other users (such as a committee or meeting room) or co-located with another Local Authority service (e.g. CCTV).
  - (ii) **Secondary BECC** – the fall-back location for the physical BECC, designed to focus on providing only the core elements of the BECC. Due to its infrequent use, the Secondary BECC is a more austere offering than the Primary BECC.
59. Except where the BECC is merged with other Local Authority control centres, the BECC opens only during an emergency and upon the decision of Council Silver (or a person with the delegated authority of Council Silver e.g. an Emergency Planning Manager/Officer). The opening of the BECC is an indication of the higher severity of an incident, which requires a dedicated coordination function provided by those with set coordination roles.
60. LLAs maintain a plan that details the way in which the BECC is operated. Much of the content of this BECC plan is standardised across London, including the BECC function and roles and responsibilities and the position of the BECC within a Local Authority's command and control structure.
61. Ultimately, the location of the BECC is irrelevant so long as it is able to fulfil its function and associated objectives. As such, it shall be referred to as a "BECC" regardless of the location and type of BECC in use.

### B.3.2 Emergency Centres

62. Local authorities maintain plans and supporting resources to be able to open and run emergency centres to support those affected by the incident, working in partnership with other responders. All emergency centres have a general purpose of providing a mixture of practical and emotional support, including psychological first aid and provision of information, from a location that is safe, conducive to offering such services and in a location accessible to those affected by the incident.
63. The following are most usual forms of emergency centres:
- (i) **Rest Centre** – A Rest / Reception Centre serves as a place of safety for those who have been evacuated from their home, work or other place or are unable to return to that place, but who are

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uninjured and not directly affected by the incident. Rest Centres vary in size, depending on the incident in question

- (ii) **Survivor Reception Centre (SRC)** – provides survivors, who do not require hospital treatment, a place to be directed to, where they can be met by police and other services to obtain initial information and support in the immediate aftermath of the incident and give details to police investigating officers. The responsibility for opening an SRC lies with the Police supported by one or more Local Authority. Other agencies attend as required and requested by the Police or a Local Authority.
  - (iii) **Family and Friends Reception Centre (FFRC)** – established by the Police with one or more Local Authority and/or NHS support, the purpose of the FFRC is to help reunite friends and relatives with survivors by providing a place for the Police to record missing person enquiries and collect information that may aid their investigation. In addition, it provides family and friends a safe area to gather that is away from media attention while offering up-to-date and accurate information on the response arrangements as well as access to practical and emotional support.
  - (iv) **Humanitarian Assistance Centre (HAC)** – provides a focal point for humanitarian assistance to bereaved individuals and families, survivors and impacted communities. Set up by the LLAs, working in partnership with a range of statutory and voluntary organisations, this centre offers individuals and families to gain as much information as is currently available about family members and friends involved in the incident and for these people to access a range of facilities that help them to make informed choices according to their needs. A HAC may remain open for weeks or months after the incident and may operate as part of a wider HA offering e.g. HA website and HA
  - (v) A **Community Assistance Centre (CAC)** – provides a location from where LLAs may undertake a detailed Community Impact Assessment, provide advice and support to affected people and support the recovery of the community in a local setting. Community Assistance Centres may be considered particularly where a Humanitarian Assistance Centre has not been activated.
  - (vi) **Family and Friends Assistance Centre (FFAC)** – offering similar services to that of a HAC, however attendance is by invitation only via the Police Family Liaison Officers.
64. Emergency Centre staffing is assumed to led by the Local Authority, but draws in support from other responders, including:
- (i) Other statutory agencies, especially the Police;
  - (ii) Regional voluntary sector partners, such as the British Red Cross, St John Ambulance and Victim Support;
  - (iii) Other agencies able to provide effective support and care, such as Rail Incident Care Teams; and
  - (iv) Local voluntary, faith and community sector organisations.

## **B.3.2.1 Emergency Centre Manager**

- 65. A Local Authority officer is appointed as an Emergency Centre Manager to oversee the running of each emergency centre.
- 66. Where the centre is likely to be large, complex in operations, and long-lasting (particularly HACs), this is a senior Local Authority officer, with supporting Deputy Centre Managers appointed to lead particular shifts.

67. The Emergency Centre Manager is responsible for regularly reporting to the BECC, liaising as needed to meet the logistical needs of the centre.

## B.3.3 Disaster Mortuaries

68. Under the Coroners Act (2009) and the Public Health Act (1936), local authorities are responsible for providing of appropriate facilities for the storage of a body prior to interment during to enable coroners to fulfil their duty to investigate those whose deaths are unexpected or violent. This responsibility extends to those who die during an emergency, and where the demands for mortuary services outstrips supply LLAs set up a Disaster Mortuary.
69. Disaster Mortuaries are existing mortuaries where the services, including breadth of investigatory and storage facilities, are increased beyond normal levels. Due to the complexity of establishing and operating a Disaster Mortuary, the locations are pre-selected and are referred to as a Designated Disaster Mortuary (DDM).
70. Each Coronial Area in London contains one DDM. The Local Authority within whose administrative boundary the DDM lies is responsible for its operation and these local authorities maintain DDM emergency plans. In situations where a mass fatality event occurs in a borough without a DDM, the Coroner will open the DDM in another borough. The borough in whose area the incident occurs shall be responsible for the operating costs of the DDM, even though they do not operate the DDM.

## B.3.4 Identification of vulnerable people

71. Under the Local Government Act 2000, Local Authorities have a responsibility to ensure the economic, social and environmental well-being of the community that they serve. In emergencies, Local Authorities support the emergency services in mitigating its effects, coordinate the provision of welfare support to the community; and take on a leading role in the recovery from emergencies. Local Authorities and their constituent departments maintain agreed protocol and procedures to:
  - (i) Access information to identify known vulnerable people and to process the data into a useable format for multi-agency responders;
  - (ii) Work with multi-agency partners to identify all vulnerable people dependent to the type of incident; and
  - (iii) Share relevant information with each other.
72. In doing so, Local Authorities seek to ensure that their emergency response activities and support to the community is proportionate to the need of those within its community.

## B.3.5 Community engagement and cohesion

73. Linked closely to its lead role in the recovery from an emergency, local authorities have a key role in community engagement during an emergency. This includes, but is not limited to, operational services with direct engagement in community matters, local elected Councillors and Members of Parliament and, indirectly, through the plethora of voluntary agencies, charities and faith communities with whom the LLAs operate on a daily basis.
74. In addition, Council Gold/the Chief Executive of a Local Authority supports community engagement by working with partner organisations to promote combined and coordinated multi-agency community engagement activities.

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75. This community engagement leadership and coordination is especially important in times of community tension. Led by the Local Authority, primarily the Chief Executive and local Councillors, coordinated community cohesion activities should prevent community tensions leading to serious disturbance wherever possible by accessing and utilising the existing relationships and systems that allow the Local Authority and its partners to act quickly and coherently to reduce, control or mitigate the impact of disturbances on cohesion if they do occur.

## B.3.6 Recovery Management

76. For local incidents that do not activate LLAG, recovery management falls to the affected borough, which nominates manager to coordinate the recovery. The principles outlined in the London Resilience Partnership Management Protocol may be used to support the local recovery management processes.
77. For larger incidents where LLAG is active, LLAG, under the London Resilience Partnership Recovery Management Protocol and LESLP, appoints a chief executive to establish a Recovery Management Group (RMG) during the response phase. The RMG coordinates the initial recovery activities in parallel with the response activities of the SCG, reporting to the SCG via LLAG.
78. At the point when the Response phase concludes and the SCG stands down there is a formal handover to the Local Authority that chairs the RMG. This authority takes overall strategic leadership of the incident on behalf of LLAs.
79. The RCG sits, at decreasing frequency, until the point at which recovery management has passed entirely to business as usual activities. Compared with the response phase, which may last a matter of hours or days, the recovery phase may last months and years.

## B.3.7 Warning, Informing and Communications

80. Under the CCA 2004, each Local Authority is required to put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency.
81. In support of this, each Local Authority maintains an emergency communications plan (or similar), developed by or in conjunction with the corporate communication team which outlines the way in which members of the public will be told about an emergency.
82. The emergency communication plan includes arrangements to engage with news and social media and the way in which the messages are tailored to the needs of those within its borough.

## B.3.8 Public Health

83. As Upper Tier Local Authorities, each Local Authority appoints a Director of Public Health. In relation to emergencies, role holder is responsible for holding account those who provide public health services during an emergency.
84. The Local Authority Public Health function links closely with Public Health England (PHE) in the response to public health emergencies including communicable disease outbreaks, severe weather and CBRN (Chemical, Biological, Radiological and Nuclear).

## B.4 Risk-specific capabilities

85. As well as a generic Emergency Response Plan, LLAs are expected to have in place plans to deal with:

- (i) Flooding
- (ii) Structural Collapse (including Site Clearance)
- (iii) Mass Fatalities (including aforementioned Disaster Mortuaries)
- (iv) Excess Deaths
- (v) Pandemic Influenza
- (vi) Outbreak of a Notifiable Animal Disease
- (vii) Severe Weather (Heatwave, Drought, Extreme Cold, Extreme Rainfall & High Winds)
- (viii) Fuel Disruption
- (ix) Chemical, Biological, Radiological & Nuclear (Explosion) (CBRN(E))
- (x) Control of Major Accident Hazards (COMAH) for Upper<sup>7</sup> and Lower Tier sites<sup>8</sup>
- (xi) Pipeline Safety Regulations
- (xii) Radiation Emergency Preparedness and Public Information (REPPIR)
- (xiii) Mass Shelter

86. Some of these plans are joint plans across multiple local authorities. In addition, some local authorities may not have a risk within their administrative area. Therefore, not all local authorities have their own single agency plan for each of the above risk-specific topics. London Resilience Group, on behalf of the local authorities, maintains a list of which councils hold which risk-specific plan and capability.

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<sup>7</sup> If a site or Public Information Zone (PIZ) lies within borough

<sup>8</sup> If a site lies with the Borough

## **Section C: Collective Emergency Response arrangements of London's Local Authorities**

## C.1 Section introduction

87. Where incidents either extend beyond a Local Authority's boundary or, due to the scale of the emergency response activity, require the support of other local authorities, LLAs have agreed the way they work together for events that require more than one Local Authority to invoke its emergency response and recovery arrangements.
88. The core elements of the collective arrangements, are:
  - (i) London Local Authority Gold (LLAG);
  - (ii) London Local Authority Coordination Centre (LLACC); and
  - (iii) Mutual aid.
89. These collective arrangements are:
  - (i) based on the expectation that each Local Authority undertakes its fair share of the response and responds collectively alongside and in support of other local authorities; and
  - (ii) in addition to the local-level arrangements, which exist in parallel.

## C.2 Command and control during a regional incident

90. Command and control is depicted in the diagram in Appendix B, which outlines the complex relationship between local authorities, Local Authority regional coordinating arrangements and the multi-agency coordinating arrangements.

### C.2.1 Strategic level: London Local Authority Gold (LLAG)

91. With the potential for 33 local authorities to operate at Incident Response level simultaneously, it is impractical for each individual Council Gold to attend the multi-agency Strategic Coordinating Group (SCG). Therefore, one Local Authority's Chief Executive represents all LLAs under the title London Local Authority Gold (LLAG).
92. The LLAG role was formalised in the Gold Resolution, which, in addition to a Local Authority Chief Executive representing all LLAs at SCG meetings, empowers LLAG, under certain circumstances to commit and coordinate Local Authority resources and expenditure in support of affected boroughs.
93. To ensure year-round availability, two Chief Executives (primary and secondary) are always available through an on-call/duty system that is maintained by London Resilience Group, who notify LLAG of an incident, who in turn makes a decision whether to activate. LLAG then determines whether to activate other local authorities.
94. There exist three routes to notifying LLAG, which are detailed in the LLAG Operating Procedures and are summarised below:
  - (i) Top Down – partner organisation requests involvement of LLAG;
  - (ii) Situation Awareness – the developing situation across local authorities/the London Resilience Partnership indicates that LLAG involvement is required; and
  - (iii) Bottom up – where a borough requests the support of LLAG to an incident.

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95. Once activated, the duty LLAG receives support from the LLACC in the form of advisors and regular, consolidated situation reports from all LLAs. LLAG sets pan-London Local Authority strategy, which the LLACC disseminates to Borough Emergency Control Centres.
96. In addition to the Primary and Secondary LLAG rota, there is a smaller group of Chief Executives on a rota for the role of the Chair of the Strategic Coordination Group in incidents where the Police might not act as the chair e.g. flooding. This rota is sometimes referred to as “LLAG+”

## C.2.2 Strategic level: London Local Authority Coordination Centre (LLACC)

97. Many incidents are dealt with routinely by the LLAs with little need for outside support. However, wherever a Local Authority has a declared major incident, it is expected that they notify the LLACC.
98. The LLACC is operated on the Local Authority’s behalf by London Resilience Group which is part of the London Fire Brigade and provides a regional coordination function with Information Management and Situational Awareness responsibilities. It supports the LLAG in a way that is very similar to how a BECC supports Council Silver i.e. provision of a Common Operating Picture and turning decisions into actions.

## C.2.3 Tactical level: Off-scene Tactical Coordinating Group (TCG)

99. In addition to a LALO attending the on-scene coordinating group at the FCP, LLAs may attend in person or dial into the multi-agency Tactical Coordinating Group (TCG), based at the Special Operations Rooms (SOR) at the Metropolitan Police Service’s Lambeth Headquarters.
100. This off-scene multi-agency tactical level group is chaired by the Metropolitan Police and involves other emergency services and partnership organisations as required. It focusses primarily on the coordination of resources to the incident scene(s) rather than the wider impact to London.
101. Council Silver, or a nominated silver-level representative, from the Local Authority most affected by the incident represents LLAs at the TCG. Where an incident has multiple sites across multiple Local Authority administrative areas more than one Local Authority may attend the TCG, subject to availability of space at the TCG location. In all cases, attendance at the Off-scene TCG are agreed with LLAG.

## C.3 Mutual aid

102. LLAs have in place a Memorandum Of Understanding (MOU) in respect of mutual aid. The MOU provides for participating authorities to actively, wherever possible, aid another participating Local Authority in the form of provision of personnel and/or equipment in the event of, or in the reasonable anticipation of, an emergency or other disruptive or rising tide incident when asked to do so. The Local Authority requesting aid will undertake to reimburse the Local Authority providing it on a cost recovery basis.
103. Although Local Authorities may agree bilateral mutual aid, the circumstances in which mutual aid is required more often than not involves the activation of LLAs regional coordination arrangements (i.e. the LLACC and LLAG). In such circumstances, the LLACC coordinates requests for mutual aid where it is more effective to do so.
104. In all circumstances, LLAs follow an agreed Mutual Aid process, part of which is the requirement for requests to be made on a standardised Mutual Aid request form.

105. During a major incident, there is a presumption that LLAs will use mutual aid as the route to augment their own response capabilities, making requests at the earliest opportunity, to ensure the optimum support is provided to their communities and partners. Subject to the nature of the request, LLAs default position will always be to release their staff and other resources to the requesting authority and without delay.

## C.4 Humanitarian Assistance

106. Strategic, multi-borough humanitarian assistance (HA) is guided by the multi-agency “London Resilience Partnership Humanitarian Assistance Plan”, and the responsibility to coordinate this London-wide HA activity falls to local authorities.

107. To meet this responsibility, LLAG appoints a senior Local Authority officer (normally the Director of Adult Social Care) to act as the Humanitarian Assistance Lead Officer (HALO). The HALO convenes and chairs a multi-agency body known as the Humanitarian Assistance Steering Group (HASG), which assesses the needs of all those affected and develops and oversees strategies to ensure the provision of appropriate HA.

108. The HALO may activate a number of Humanitarian Assistance capabilities through which assistance is offered. These include:

- (i) Humanitarian Assistance Centre (see *Emergency Centres*);
- (ii) Humanitarian Assistance website; and
- (iii) Humanitarian Assistance telephone line.

109. Partner agencies link into and support the Humanitarian Assistance provision. These organisations are detailed in the London Humanitarian Assistance Plan.

## C.5 Mass Fatalities Coordinating Group

110. In addition to the Mass Fatalities responsibilities outlined in Section B, LLAs provide a senior representative of the lead Local Authority to attend the Mass Fatalities Coordinating Group (MACG). This group, which is chaired by the lead Coroner for the incident, determines the most appropriate mortuary for the incident and maintains strategic oversight for the mortuary operation<sup>9</sup>.

## C.6 Military Aid to the Civil Authority

111. MACA sees a deployed military resource carrying out agreed activities at the request of the civilian authorities in response to an emergency or major incident. Local Authorities, as a civilian authority may request MACA. The decision to request MACA is made by LLAG and the Chief Executive(s) of the Local Authority(ies) in need of military support, in consultation with the Chair of the SCG if active.

## C.7 Scientific and Technical Advice Cell (STAC)

112. The purpose of the STAC is to ensure timely coordinated scientific and technical advice to the Strategic Coordinating Group during the response to an emergency, which is particularly important where there may be significant wider health and environmental consequences. It achieves this bringing together technical experts from those agencies involved in the response and who may provide scientific and technical advice. Local

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<sup>9</sup> See the London Mass Fatalities Framework for further information.

Authorities are a member of the STAC and deploy to the STAC senior officer(s) with expertise relevant to the incident e.g. Environmental Health Officer.

## C.8 Other groups and organisations

113. There is a range of other groups and organisation that support the Local Authority response to incidents, which includes:

- (i) London Councils Communications
- (ii) The Prevent Network
- (iii) Local Authority Directors of Public Health group
- (iv) Local Authority Directors of Housing group
- (v) Various London Councils Policy Groups e.g. Coroners.

## Section D: Underlying principles

## D.1 Section introduction

114. This Concept of Operations (CONOPS) document draws from and is strongly influenced by the:

- (i) **UK Government Concept of Operations document<sup>10</sup>** - Government-level doctrine that sets out the way in which Government responds to emergencies, to which LLAs wish to align for ease of response coordination during the largest, national-level incidents that affect London.
- (ii) **Joint Emergency Services Interoperability Programme (JESIP)<sup>11</sup>** – in a drive towards standardisation across the ‘blue light’ emergency services, this doctrine outlines the consistent way that these agencies respond to emergencies. Adopting complimentary terminology and structures aids cooperation between London’s emergency services and LLAs.
- (iii) **Emergency Response and Recovery<sup>12</sup>** - this document aims to establish good practice based on lessons identified from responding to and recovering from emergencies both in the UK and internationally. Of particular relevance to the CONOPS is its aim provide a shared understanding of the multi-agency framework for emergency response and recovery at the local level, and the roles and responsibilities of individual organisations.
- (iv) **London Emergency Services Liaison Panel (LESPL) Manual<sup>13</sup>** - this document focuses primarily on the way in which the blue light emergency services work together in response to emergencies, including roles and responsibilities at the scene of an incident
- (v) **London Strategic Coordination Protocol<sup>14</sup>** - this document sets out the way in which Category 1 and 2 and voluntary agencies plus the military work collectively to in the response to an emergency that has a significant impact to London as a city
- (vi) **The Civil Contingencies Act (2004)** - the legislation that sets out Local Authority emergency planning and business continuity duties.

### D.1.1 UK Government Concept of Operations

115. LLAs align with the national CONOPS as outlined below, which evidences their commitment to a consistent response to emergencies whether local, regional or national in impact:

- (i) **preparedness:** Each Local Authority in London shall maintain suitable emergency plans, and rehearse response and recovery arrangements periodically, and all those employees and contractors who may have to respond to emergencies should be properly prepared, including being briefed, trained and equipped to carry out their roles and responsibilities;
- (ii) **continuity:** The response to emergencies should be grounded within organisations’ and teams’ existing functions and their familiar ways of working – although inevitably, actions need to be carried out at greater speed, on a larger scale and in more testing circumstances during the response to an incident;

<sup>10</sup> Civil Contingencies Secretariat, Cabinet Office, UK

<sup>11</sup> Joint Emergency Service Interoperability Programme, c/o Hertfordshire Police, Welwyn Garden City, Hertfordshire, UK

<sup>12</sup> Cabinet Office (2013), UK

<sup>13</sup> London Emergency Service Liaison Panel, London, UK

<sup>14</sup> London Resilience, London, UK

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- (iii) **subsidiarity:** Decisions should be taken at the lowest appropriate level, with coordination at the highest necessary level. The response of individual local authorities, working with their communities, should be the building block of response for an emergency of any scale;
- (iv) **direction:** Clarity of purpose should be delivered through an awareness of the strategic aims and supporting objectives for the response. These should be agreed and understood by all partners in order to effectively prioritise and focus the response, and may be set at borough or London level as appropriate;
- (v) **integration:** Effective coordination should be exercised between and within organisations and local, regional and national tiers of a response as well as timely access to appropriate guidance and appropriate support for the local, regional or national level;
- (vi) **communication and information:** Good two-way communications and information management are critical to an effective response. Information is gathered, collated, analysed and evaluated to ensure: reliable information is passed correctly and without delay between those who need to know, including the public; high quality situational awareness; and support informed decision-making;
- (vii) **cooperation:** Positive engagement based on mutual trust and understanding facilitates information-sharing and deliver effective solutions to arising issues; and
- (viii) **anticipation:** In order to anticipate and manage the consequences of all kinds of emergencies, planners need to identify risks and develop an understanding of both the direct and indirect consequences in advance where possible, at both a borough and London-wide level.

116. However, unlike the National CONOPS, the London Local Authority CONOPS is ordered in a bottom-up way (i.e. local to regional) which reflects the fact that regardless of the size of an incident, the Local Authority response to emergencies always starts with the response of a single Local Authority. If the scale (volume of activity, geographical area covered, etc.) requires it, additional Local Authority support comes in the form of other local authorities or from regional partners to LLAs.

## D.1.2 Joint Emergency Services Interoperability Principles (JESIP) and London Strategic Coordination Protocol

117. LLAs recognise and align their response to the JESIP doctrine and the following principles:

- (i) **Co-locate:** Co-locate with commanders as soon as practicably possible at a single, safe and easily identified location.
- (ii) **Communicate:** Communicate clearly using plain English.
- (iii) **Co-ordinate:** Co-ordinate by agreeing the lead service. Identify priorities, resources and capabilities for an effective response, including the timing of further meetings.
- (iv) **Jointly understand risk:** Jointly understand risk by sharing information about the likelihood and potential impact of threats and hazards to agree potential control measures.
- (v) **Shared Situational Awareness:** Work together to formulate the most effective response plan possible using all information known about the unfolding emergency using METHANE and the Joint Decision Model.

118. LLAs also adopt the JESIP Joint Decision-Making model in relation to emergency response decision making (see below).

119. The London Strategic Coordination Protocol aligns with the JESIP principles and JDM outlined above, and in addition sets out the coordination arrangements for regional emergencies in London, including the Strategic Coordination Group (SCG), Tactical Coordinating Group (TCG) and Forward Control Point (FCP). Borough coordination arrangements also align with the regional coordination arrangements, as detailed in *Section C: Collective Emergency Response arrangements*.

## D.1.3 Emergency Response and Recovery

120. This non-statutory guidance underpins JESIP in defining the nomenclature for tiers of incident command and coordination, in respect of the difference between the use Strategic/Tactical/Operational versus Gold/Silver/Bronze. This CONOPS adopts its view that the naming of a body as Strategic/Tactical/Operational signifies a multi-agency group, whereas the use of Gold/Silver/Bronze refers to a single agency e.g. referring to Council Gold instead of Council Strategic Commander.

## D.1.4 London Emergency Services Liaison Panel (LESPL) Manual

121. LLAs draw from the LESPL manual, which overlaps with the London Strategic Coordination Protocol in a number of areas, a range of aspects of their response to emergencies, including:

- (i) **Scene management** (including the areas Local Authority staff are permitted to access)
- (ii) **Command and Control** (Gold – Silver – Bronze / Strategic – Tactical – Operational) for multi-agency incidents that affect either a single Local Authority or multiple local authorities.
- (iii) **Coordinating Groups** – both at the local level for on-scene representation at the FCP and off-scene at the TCG, and regional level for representation at a SCG.
- (iv) **Communication systems** – where local authorities need to communicate directly with emergency services.

122. Like for LLAs, the LESPL manual commits the Emergency Services to the JESIP Joint Decision Model, which encompasses Information Management, Situational Awareness and Decision Making.

## D.2 Information Management

123. Information Management is:

- (i) An organisational process which sees the acquisition of information from one or more sources, the custodianship of the information and the distribution of that information to those who need it, and its ultimate disposition through archiving or secure destruction;
- (ii) It forms the first stage of the JESIP JDM;
- (iii) involves more than technology and must encompass people, processes and tools (including technology).

124. During an emergency, the circumstances in which Information Management takes place is highly pressurised and time-restricted. As there are many systems and processes (both manual and computerised) to integrate, and complex organisational and cultural issues to address, effective information management is not easy to achieve, especially during emergency situations.

125. Without effective Information Management during emergencies:

- (i) Decisions will be delayed, not made or less-well informed

- (ii) Sensitive information is handled in an inappropriate way
- (iii) The needs of those affected by the incident are not correctly understood
- (iv) Communication may not include all available facts, leading to unsatisfactory results
- (v) The trust of those affected by the incident in the responding organisations may be reduced

126. Risks and challenges to Information Management during emergencies include:

- (i) Inconsistent use of processes, systems and technologies
- (ii) Sheer volume of information, especially if collected in paper form
- (iii) Access to information by those with the need to know at the time it is needed, in the most appropriate format and in the most accessible location.
- (iv) The management of multiple (potentially conflicting) sources of information
- (v) The ability to quickly verify the authenticity and accuracy of information

127. Even during emergencies, Information Management is subject to the requirements laid out in the Data Protection Act (1998) and associated Regulations and, from May 2018, the EU General Data Protection Regulations (GDPR). This places expectations on LLAs in relation to how it gathers, handles, stores, processes and deletes information from an emergency where it relates to an individual. Individuals who provide personal information to LLAs (e.g. on a registration form at a Rest Centre) have a right to expect the information to be used only for the purpose for which they were informed it was being collected. They may also request that their information is deleted or to understand where their information exists.

## D.2.1 Local Authority Information Management

128. LLAs achieve effective Information Management through the use of well-developed Information Management process, suitable Information Management tools and staff who have received an appropriate level of Information Management training.

129. To achieve a strong information management network that supports emergency coordination, LLAs maintain processes to collect, analyse and share information about the situation among the various organisations involved and to ensure the coordination system runs efficiently. The network includes people affected by the emergency, as well as response organisations (statutory and voluntary) and media.

130. Furthermore, the LLAs maintain a clear information management structure ensures that they and their partners involved work with the same or complementary information, and that this information is as relevant, accurate and timely as possible. The data collected and analysed is used as a foundation for situation reporting, for crafting public information messages and strengthening decision making. In addition, properly collected and managed information during the emergency phase can benefit early recovery and emergency preparedness activities later.

131. Local Authority Information Management is relevant to all aspects of the response to emergencies, with particular focus on:

- (i) Control centres, including the Borough Emergency Control Centre (BECC) and the LLACC;
- (ii) Emergency Centres, especially registration forms;
- (iii) Decision makers; and

(iv) Local Authority Liaison Officers (LALOs).

132. LLAs adopt a range of tools to support the management of information, including:

- (i) Emergency Centre Registration Forms;
- (ii) Spreadsheets of those who register at an Emergency Centre;
- (iii) Pin boards, white boards and other wall-mounted options to display information within control centres;
- (iv) Incident and decision logs (electronic and paper);
- (v) Situation reports; and
- (vi) Briefings, oral and written, including from the incident scene to BECC or from Council Silver to Council Gold.

## D.3 Situational Awareness

133. Situational Awareness, as per the London Strategic Coordination Protocol and to which LLAs adhere, is achieved through three mental processes:

- (i) **Perception:** identifying the facts of the situation;
- (ii) **Comprehension:** understanding what this means and implies; and
- (iii) **Projection:** making judgements about potential outcomes and the future development of the emergency.

### D.3.1 Local Authority situational awareness

134. In an individual Local Authority, it is the **BECC** which acts the focal for situational awareness, as it is the hub through which all incident information flows and is linked to a Local Authority's decision makers.

135. The BECC utilise information from a range of internal and external sources which is processed to create situational awareness summarise in the form of:

- (i) (Oral) briefings for key staff (often provided within the BECC to roles such as Council Silver)
- (ii) A formal internal situation report (usually for Council Gold and the Council Gold Group)
- (iii) Information used to create public messages (often created and shared by a Local Authority's corporate communications team)
- (iv) A "Council to LLACC" situation report, which is a template form used to provide to the LLACC (if active) a summary of the situation within a Local Authority's administrative area.

136. Situation reports are created to meet an agreed timetable for circulation ("battle rhythm"), which is set by the receiving person or organisation. The timetable is determined by the context of the incident.

### D.3.2 Local Authority shared situational awareness

137. On behalf of all LLAs, the **LLACC** acts as the focal point for Local Authority shared Situational Awareness due to its role in supporting the coordination of LLAs' activities during emergencies where multiple local authorities have activated to Incident Response level.

138. The LLACC processes situation reports from each Local Authority, collating the information into a:

- (i) A “LLACC to LLAG” situation report which provides a high-level summary of the situation across individual local authorities and all LLAs as a whole.
- (ii) A summary about LLAs for the London Situational Awareness Tool (LSAT).

## D.3.3 Multi-agency shared situational awareness

139. LSAT is an online tool developed to enhance multi-agency shared situational awareness. Partners update their own organisation’s situation online and this information is collated to inform partnership teleconferences and Strategic Coordinating Group meetings.

140. It is the LLACC that uploads onto LSAT a single situation report on behalf of all LLAs.

## D.4 Decision making

141. The changeable and unpredictable nature of an emergency requires the LLAs to make decisions in situations of high pressure and with potentially limited information. Decisions made during an emergency are the subject of future scrutiny, whether for the purpose of reviewing and improving the way in which the organisation responded or as part of a formal review into the quality of the decisions themselves e.g. public inquiry and coroner’s inquest.

142. Therefore, LLAs seek to ensure that decisions are reasonable, defensible and recorded<sup>15</sup>. To achieve this:

- (i) LLAs adopt the JESIP Joint Decision Model; and
- (ii) each Local Authority maintains arrangements to record key decisions.

### D.4.1 Joint Decision Model

143. LLAs adopt the JESIP Joint Decision Model (JDM) as the basis of their decision-making process. As indicated in *Figure 2: JESIP Joint Decision Model*, the JDM involves a number of key stages includes gathering information and analysis of information.

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<sup>15</sup> In line with the London Strategic Coordination Protocol.

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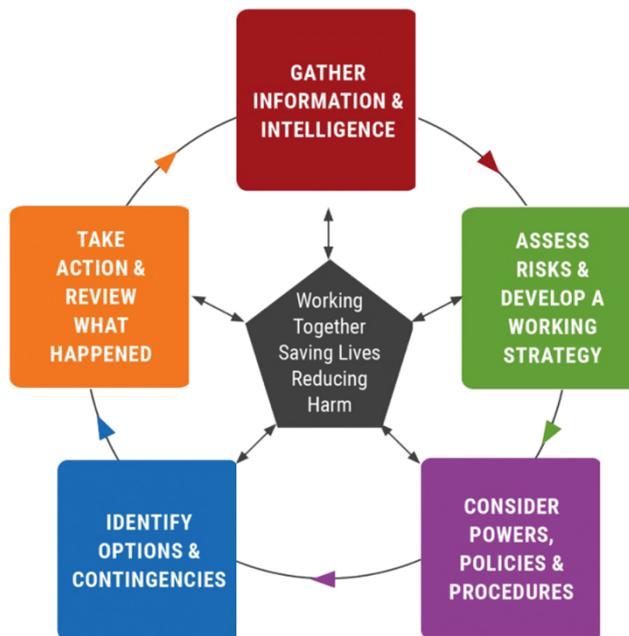


Figure 2: JESIP Joint Decision Model

144. The model is based around the following three principles:

- (i) **Situation**
- (ii) **Direction**
- (iii) **Action**

145. LLAs acknowledge in their decision-making process that a decision made without understanding the situation is likely to be misinformed and unlikely to be relevant. They also acknowledge that a decision without associated actions means the decision is unlikely to be enacted in the way the decision-maker(s) had intended.

## D.4.2 Recording decisions

146. In line with the London Strategic Coordination Protocol, LLAs ensure their decision records include:

- (i) A summary of the issue;
- (ii) The options that were considered;
- (iii) The risks attached to them; and
- (iv) The rationale for the decision.

147. Where possible, records shall be contemporaneous, not subject to alteration and held in line with national expectations on the retention of information relating to a (major) incident<sup>16</sup>.

<sup>16</sup> Retention expectations outlined in the Retention Guidelines for Local Authorities, 2002, Records Management Society of Great Britain, Local Government Group.

## D.5 Budget and finances

148. Each Local Authority is responsible for the financing of response activities within its administrative area. This includes any mutual aid it receives from another Local Authority.
149. Regardless of the number of local authorities that respond to an emergency, each Local Authority retains responsibility for maintaining a clear and transparent record of emergency response costs. Not only is this required for internal scrutiny as part of any post-emergency review, the record of spend may be used to claim back from Government costs associated with the emergency response (e.g. through the Bellwin Scheme) and are used by the responding Local Authority to reimburse costs accrued through the provision of mutual aid.

## D.6 Health & Safety and Welfare

150. Incidents, their management and the situations to which staff could be exposed are likely to be physically and mentally demanding and will present a range of Health & Safety and Welfare Risks. Mutual aid may increase these risks as staff operate in unfamiliar locations.
151. Local Authorities manage these risks by taking steps before, during and after incidents. These steps include:
- (i) **Before** – risks assessments and training needs analyses of incident management roles. Training in incident management procedures and personal resilience and provision of equipment that is appropriate to an individual's incident management role.
  - (ii) **During** - providing refreshments and opportunities to take breaks. Localisation inductions for mutual aid staff.
  - (iii) **After** - access to support, including that provided by line management and Human Resource teams.

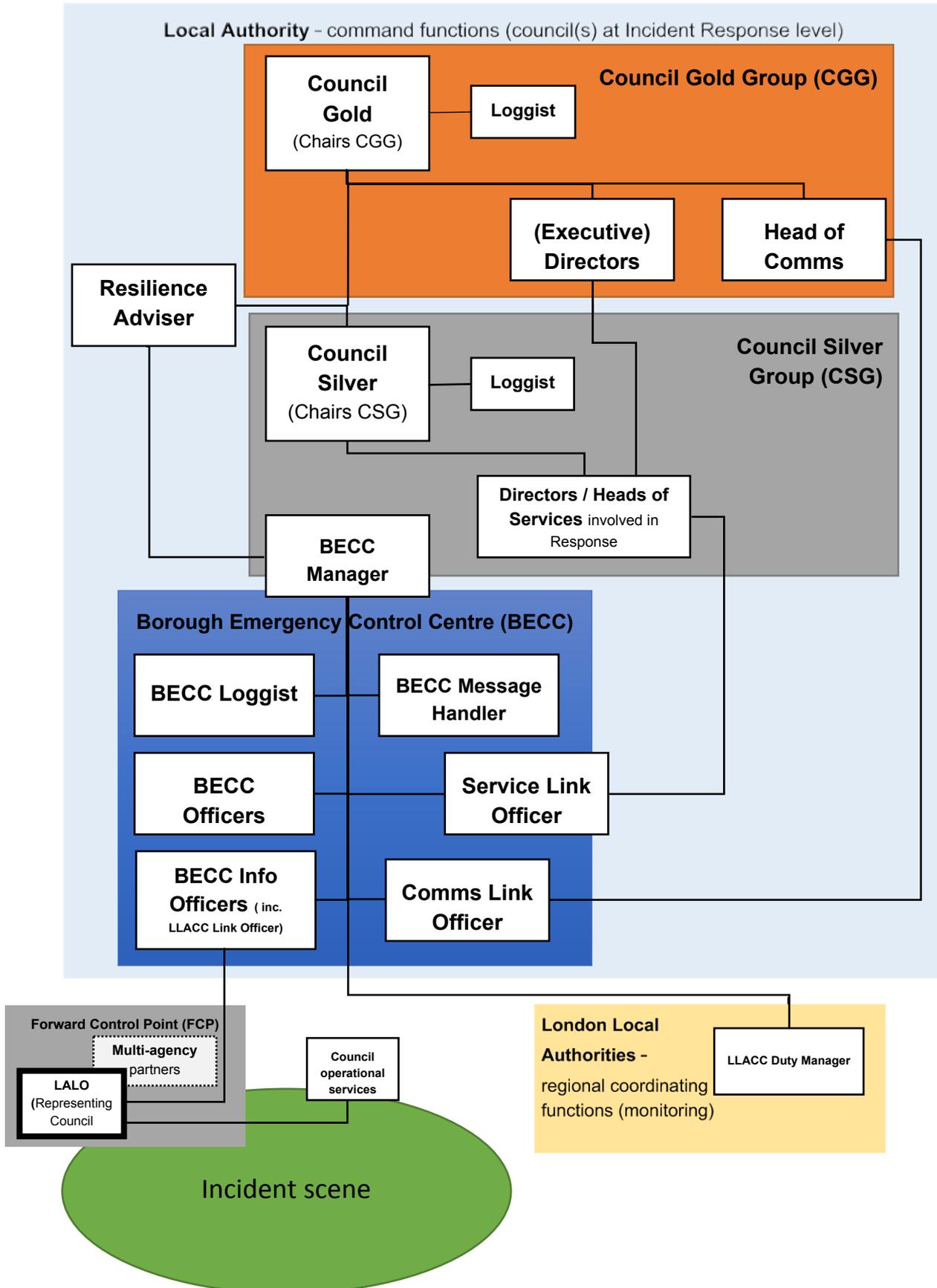
## D.7 Resilience of emergency response arrangements

152. To ensure LLAs can meet their emergency response responsibilities, Local Authorities maintain a proportionate level of resilience of their emergency response arrangements including through the use of on-call emergency response staff, especially where a guaranteed level or speed of response is required, or pools of emergency response staff.

## Section E: Appendices

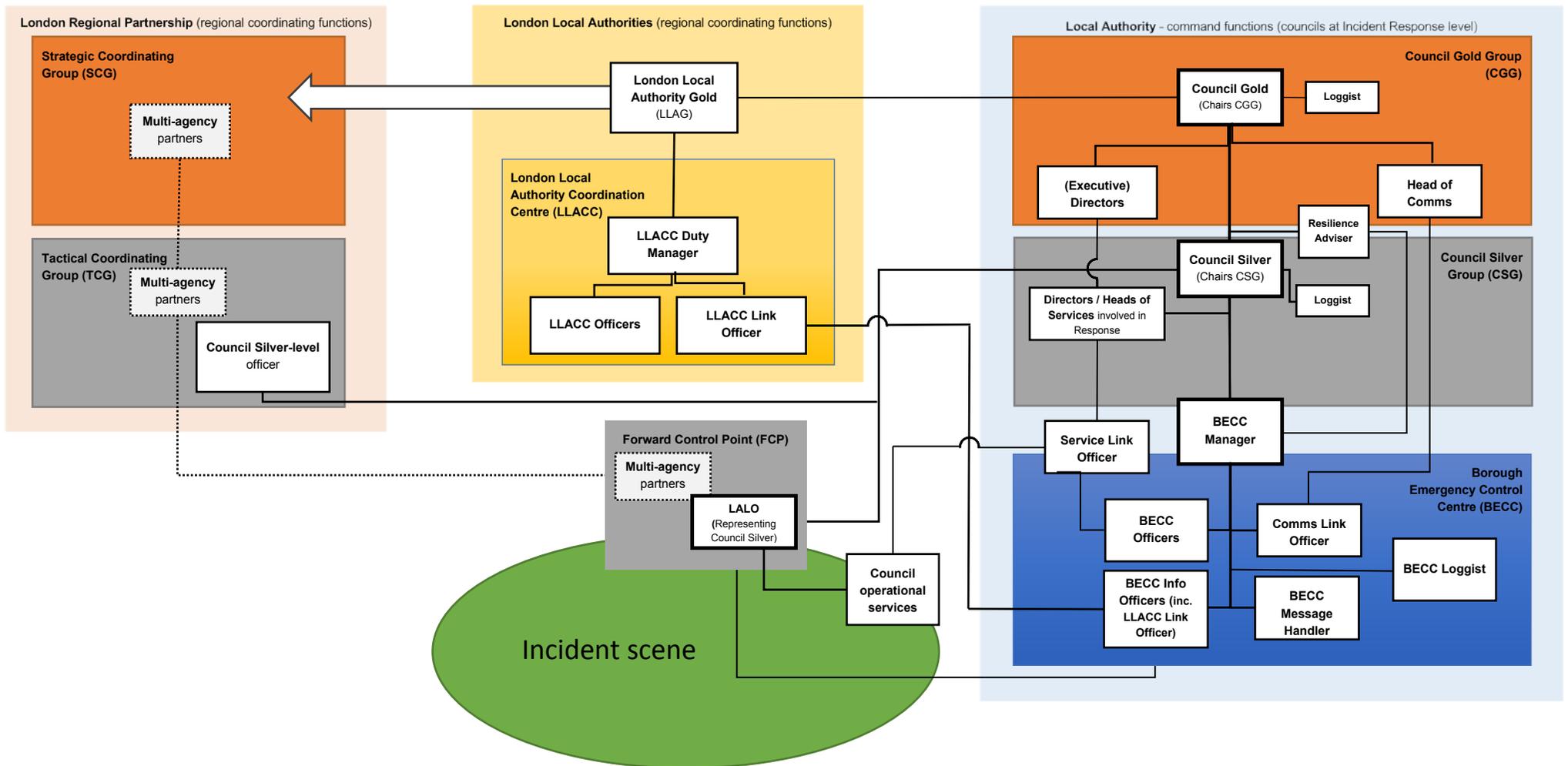
# CONCEPT OF OPERATIONS FOR EMERGENCY RESPONSE & RECOVERY

## E.1 Appendix A – Single Local Authority Command and Control structure



# LONDON LOCAL AUTHORITIES

## E.2 Appendix B – local authorities' (collective) Command and Coordination Diagram



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