

## Chapter 9 London

### Revision to *Emergency Preparedness*

## Chapter 9 (London) of Emergency Preparedness, Revised Version

### Summary

- In most respects, the frameworks and duties set out under the Act and the Regulations apply to London in the same way that they apply everywhere else (*paragraph 9.1*).
- As in other areas, London's Local Resilience Forum (LRF) will be based on police areas, but in London, this will incorporate the Metropolitan Police Force and the City of London Police Force area (*paragraph 9.2*).
- The Regulations establish one pan-London LRF which, like other LRFs, will be responsible for multi-agency co-operation on a pan-London level (*paragraph 9.2*).
- Like other areas, the revised Regulations require the London LRF to include the Chief Officer Group that meets at least every six months; however, the London LRF is also required to maintain, in respect of each local authority area, a Borough Resilience Forum (BRF). The BRFs will be responsible for multiagency emergency planning at the local level as determined by borough risks and needs (*paragraph 9.4*).
- The membership of BRFs and any other subgroups of the LRF and their membership will be determined by Category 1 members of the LRF itself (*paragraph 9.4*).

- Unlike other areas, London's local authorities will be supported in discharging their duties under the Act by the fire and rescue authority - in this case, the London Fire and Emergency Planning Authority (LFEPA) ([paragraph 9.5](#)).
- In the event of a serious emergency, LFEPA will support arrangements to ensure that a single local authority chief executive is able to speak on behalf of pan-London local authorities. They will also put in place and maintain arrangements for the establishment of an effective control centre ([paragraph 9.6](#)).
- LFEPA will support the development, maintenance and exercising of emergency plans for relevant Category 1 responders and training of their staff ([paragraph 9.6](#)).
- To maintain a strong link between the BRFs and the LRF, an intermediate multi-borough tier will need to be maintained. Category 1 responders in the LRF will be responsible for determining the membership of these multi-borough sub-groups ([paragraph 9.19](#)).
- As the elected leader of London's regional government, the Mayor of London plays a full part in supporting the effective implementation of the Act and improving the preparedness of the capital. The Greater London Authority is a Category 1 responder as stated in Schedule 1 of the Act and currently provides the secretariat to the London LRF ([paragraphs 9.22 and 9.24](#)).

## WHAT THE ACT AND THE REGULATIONS REQUIRE

- 9.1. In most respects, the frameworks and duties set out under the Act and the Regulations will apply to London in the same way that they apply everywhere else. In terms of the respective functions, Category 1 and 2 responders in London are no different from those in other parts of the country. However, London has particular patterns of public service provision and government which mean that some aspects of civil protection have to be organised differently. As London is the capital city, the effects of any incident can be felt right across the UK and potentially internationally.

### Local Resilience Forum in London

- 9.2. London has the same need as elsewhere for multi-agency co-operation at the local level. To achieve multi-agency co-operation at this level, the Regulations establish one pan-London LRF covering all of London<sup>1</sup>, incorporating the Metropolitan Police and City of London Police areas.
- 9.3. The LRF will operate in much the same way as LRFs elsewhere, working to the model set out in Chapter 2.

### Borough Resilience Forums (BRF)

- 9.4. As elsewhere, the LRF will maintain a Chief Officer Group, however, there are very distinct areas in London, each with specific emergency planning considerations which will require planning at a more local level than that of pan-London. For this reason, the revised Regulations specify that the London LRF must include, in respect of each borough, a BRF that meets at least once every six months.

<sup>1</sup> This is the area comprised of "the areas of the London boroughs, the City and the Temples" and defined as Greater London in s2(1) London Government Act 1963

The BRFs will primarily facilitate co-operation and information sharing at the operational level between local authorities and the emergency services, and should not duplicate the work of the LRF. They may refer issues to the LRF multi-borough tier, as appropriate.

### **The role of the London Fire and Emergency Planning Authority**

- 9.5. Unlike other areas, the Regulations provide that London's local authorities will be supported in discharging their duties under the Act by the Fire and Rescue Authority - in this case, the London Fire and Emergency Planning Authority (LFEPA).<sup>2</sup> LFEPA will take on a number of distinct tasks which might otherwise have been taken on by local authorities.
- 9.6. LFEPA will carry out certain emergency planning activities. In particular, LFEPA will support pan-London local authority arrangements:
- o **Local authority 'Gold'**: In the event of the most serious emergencies in London, local authorities would need to work closely together and operate in a consistent way. To deliver this, they have agreed to pool decision-making authority and place it with a single chief executive who will speak for local authorities as the pan-London response is managed. LFEPA will maintain these arrangements, keeping them updated through review and revision.
  - o **Control centre**: In order to support local authority 'Gold', planning will have to be maintained to deliver an effective control centre. Should local authority 'Gold' arrangements be required, the centre would collect and disseminate information, and facilitate the collective decision-making process. LFEPA will put in place and maintain these arrangements.

<sup>2</sup> regulation 55

- o **Provision of training to support pan-London arrangements:**  
Certain elements of plans maintained under the Act will be consistent across all London boroughs, and this in turn leads to a consistency of training need. This need will be met by training programmes provided on request by LFEPA.
- o **Provision of exercising of pan-London arrangements:** Pan-London local authority plans need to be validated through exercising. LFEPA will design and deliver an annual programme of exercises to test these arrangements. This programme will include both local authority-only exercises, and multi-agency exercises in which local authority activities are engaged.

- 9.7. LFEPA is funded separately for this work, with funding top-sliced from London local authorities.
- 9.8. London boroughs will retain responsibility for discharging all other duties under the Act. However, LFEPA will continue to make an informal input into wider planning work within the framework of multi-agency co-operation. Should boroughs so wish, they may negotiate to delegate further functions to LFEPA.
- 9.9. In discharging its responsibilities as set out above, LFEPA will also need to work closely with those Category 1 responders that are not local authorities. This has long been a matter of standard practice in London, but the Regulations reinforce this point by requiring co-operation between Category 1 responders and LFEPA at the latter's request.<sup>3</sup> This obligation is limited to that co-operation necessary for LFEPA to carry out its own obligations in relation to co-ordination of pan-London local authority planning.

<sup>3</sup> regulation 56

## HOW THE REQUIREMENTS OF THE ACT AND THE REGULATIONS MAY BE CARRIED OUT

### Sub-groups of the Local Resilience Forum

- 9.10. Apart from the Chief Officer Group and the maintenance of BRFs, the London LRF's make up will be determined by the Category 1 responders represented at the LRF, as set out in chapter 2. The LRF will determine which sub-groups are required for their particular area.
- 9.11. While the Regulations set out that the London LRF must include, in relation to each borough, a BRF held once every six months, they do not specify which responders must attend them as they do for the LRF. Category 1 responders at the London LRF must therefore review and recommend which Category 1 responders should form the core membership for each BRF. As a group of the LRF all responders must consider whether to attend the BRF for any borough in which they exercise functions. In making this decision, those responders that have been identified by the London LRF as appropriate to form the core membership of a particular BRF must take this recommendation into account.
- 9.12. Given its unique makeup and London's role as the capital city, the London LRF will need to maintain a tier of multi-borough sub-groups of the LRF. These will consist of groups of boroughs, drawn up to reflect existing mutual aid groupings. This will assist emergency planning at the local level, bringing together those boroughs with particular issues and bridging the gap between the local level and the pan-London level. Previously these "sub-regional" LRFs have been set out in Regulation and therefore some groupings are already in place. The Category 1 members of the LRF will review and agree the groupings.

9.13. The new Regulations create a pan-London LRF, which includes Borough Resilience Forums, and this statutory guidance sets out the need for multi-borough LRFs as sub-groups of the London LRF. This creates a three tier structure to emergency planning in London, with each tier having a very specific role to play in London resilience.

#### **Local Resilience Forum**

9.14. The role of the LRF is to provide strategic, senior level direction for co-ordinated and effective multi-agency emergency planning in London; bringing together national government (via the London Government Liaison Team in DCLG), the Mayor of London, London's emergency services, other key public services and the business, faith and voluntary communities.

9.15. The LRF will ensure that London is fully prepared to deal with the consequences of a wide range of disruptive incidents, from terrorist attacks through to the impact of climate change or a pandemic.

9.16. The LRF will:

- o agree joint strategic and policy approaches relating to London's preparedness and response;
- o produce and maintain a Risk Register for London, ensuring that it provides a robust basis for planning and reflects the current risks that are affecting the capital. This was formerly a duty carried out by LFEPA on behalf of the six multi-borough groupings but has now moved from this level to the pan-London level through the LRF. The regulations allowed for a transitional period of up to a year to facilitate this move;

- o provide a mechanism for information on threat, hazard and risk management, flowing in both directions between local, sub-national and national organisations;
- o ensure that appropriate pan-London multi-agency plans, procedures, training and exercises necessary to address the identified or foreseeable local and wider area hazards are in place and outstanding gaps identified;
- o improve co-ordination across the capital by supporting cross-boundary working, mutual aid agreements and information sharing;
- o improve co-ordination with other areas;
- o review and recommend the core membership of each BRF;
- o review and agree the groupings of boroughs that comprise the multi-borough tier of emergency planning.

### **Borough Resilience Forum**

9.17. Borough Resilience Forums will be responsible for multi-agency emergency planning at the local level as determined by borough risks and needs. They will also contribute to emergency planning for London, as directed by the London LRF. They will facilitate co-operation and information sharing between resilience partners at the local authority level and the London LRF.

9.18. The LRF will:

- o agree on joint strategic and policy approaches relating to the area's emergency preparedness and response;
- o approve the Risk Register for their area, ensuring it provides a robust basis for planning and records both borough level and relevant London wide risks;

- o co-ordinate the individual approaches and responsibilities of each organisation to ensure that they complement each other and dovetail with partners' arrangements; and
- o have regard to the implications of legislation and national initiatives and undertake its activities in accordance with strategic decisions agreed by the London LRF for the Borough Resilience Forum.

### **Multi-borough sub-groups**

9.19. The multi-borough sub-groups of the LRF will support effective emergency planning by facilitating communication between member boroughs as well as communication between BRFs and the London LRF. The Category 1 responders of the LRF will review and agree from time to time whether the current groupings remain appropriate. These sub-groups will have a key role in driving up performance in emergency planning, ensuring comprehensive and consistent approaches are taken by BRFs in response to risks identified at the London LRF, as well as priority risks identified by member boroughs.

9.20. Multi-borough sub-groups will:

- o establish mechanisms for ensuring a consistent approach to emergency planning at borough level around key and relevant risks identified by the London LRF and BRFs; and
- o establish mechanisms for ensuring that the London Resilience Forum emergency plan is delivered at the borough level;

**Duty to assess risk**

- 9.21. BRF members, as Category 1 responders, have a duty to assess risk (see also Chapter 4). However, given that many of the risks in London are common to most boroughs, it is recommended that BRFs produce a Borough Risk Register. The requirement for a Community Risk Register will lie with the pan-London LRF and this should be used by BRFs to inform their risk assessment and emergency planning. Equally, the findings of BRF risk assessments will feed into the pan-London risk assessment.

**The Mayor of London / Greater London Authority (GLA)**

- As the elected leader of London's regional government, the Mayor of London
- 9.22. plays a full part in supporting the effective implementation of the Act and improving the preparedness of the capital.

In particular, the Mayor/GLA

- 9.23.
- o is closely engaged in high-level discussions and decisions relating to the management of emergencies in London;
  - o (or an appointed deputy) is currently Chair of the LRF;
  - o contributes as necessary to the pre-informing of Londoners about the content of emergency plans, the correct behaviour in an emergency and good practice in terms of preparedness in the home, as part of initiatives organised both locally and at the UK level;
  - o prepares to play a key role in warning and informing the public during an emergency in London; and
  - o takes responsibility for civil protection issues in connection with the management of Parliament and Trafalgar Squares.

9.24. The GLA is a Category 1 responder under the Act and as such has the same responsibilities as other Category 1 responders. However, there are a number of duties that the GLA currently takes on in relation to London that are additional to other Category 1 responders.

9.25. In particular, the GLA:

- o is responsible for the secretariat of the LRF;
- o is responsible for producing and maintaining a pan-London risk assessment; and publishing all or part of it in line with regulations; and
- o is responsible for the planning and exercising of pan-London emergency plans.