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London Local Authority Gold

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Local Authorities' Panel

MINIMUM STANDARDS FOR LONDON (MSL)
STAKEHOLDER IMPLEMENTATION DOCUMENT

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TABLE OF CONTENTS

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INTRODUCTION

Document Aim

This document is designed to offer clarity in relation to the extent of the MSL's, agreed adoption priorities and offer the opportunity for individual local authorities and LFB EP to document the process they have undertaken to adopt each one.

MSL Aim

The aim of MSL is to implement minimum resilience standards for Local Authorities (LA) and the London Fire Brigade Emergency Planning Department (LFB EP) for the implementation of a pan-London emergency response under the London Local Authority Gold (LLAG) protocol.

Scope

Minimum Standards for London (MSL) apply to pan-London emergencies and do not impinge upon local arrangements unless they affect the agreed LLAG structure. MSL do not apply to Borough Emergency Control Centres (BECCs) being activated for incidents that only require a local /borough level response.

MSL are based upon capabilities and outcomes rather than methodology or process.

Rationale

It is vital that all Local Authorities (LAs) and London Fire Brigade Emergency Planning Department (LFB – EP) meet a minimum standard of emergency planning and response capability to ensure that:

London's LLAG arrangements are able to succeed against the challenges that the future will bring, in particular, the Olympics in 2012.

There is a base level of capability upon which Local Authority Gold (LLAG) can confidently act

There are consistent standards for the LLAG and LLACC that enables them to operate and communicate effectively

There is a consistent basis of response arrangements for the promotion of professionalism and to support bids for funding.

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Results Based Standards

These standards are intended to be results based, that is to say that they do not seek to prescribe mechanisms or methodologies. In other words, they are concerned with maintaining a desired capability rather than a particular process.

Comprehensive Performance Assessment (CPA) and the Improvement and Development Agency (IDA)

MSL has been assessed against the Audit Commission's Emergency Planning Self-Assessment Tool Kit which comprises part of the CPA score for 'Safer and Stronger Communities'.

Full implementation of MSL supplies robust evidence for strong CPA scoring.

Application of MSL has the potential for a borough to participate in one of the best-practice promotion schemes under the umbrella of the Improvement and Development Agency (IDA). Integration of MSL into the work of the IDA is being investigated by LFB - EP on behalf of the London Local Authority Panel.

Structure

The MSL are divided into five categories, which are as follows:

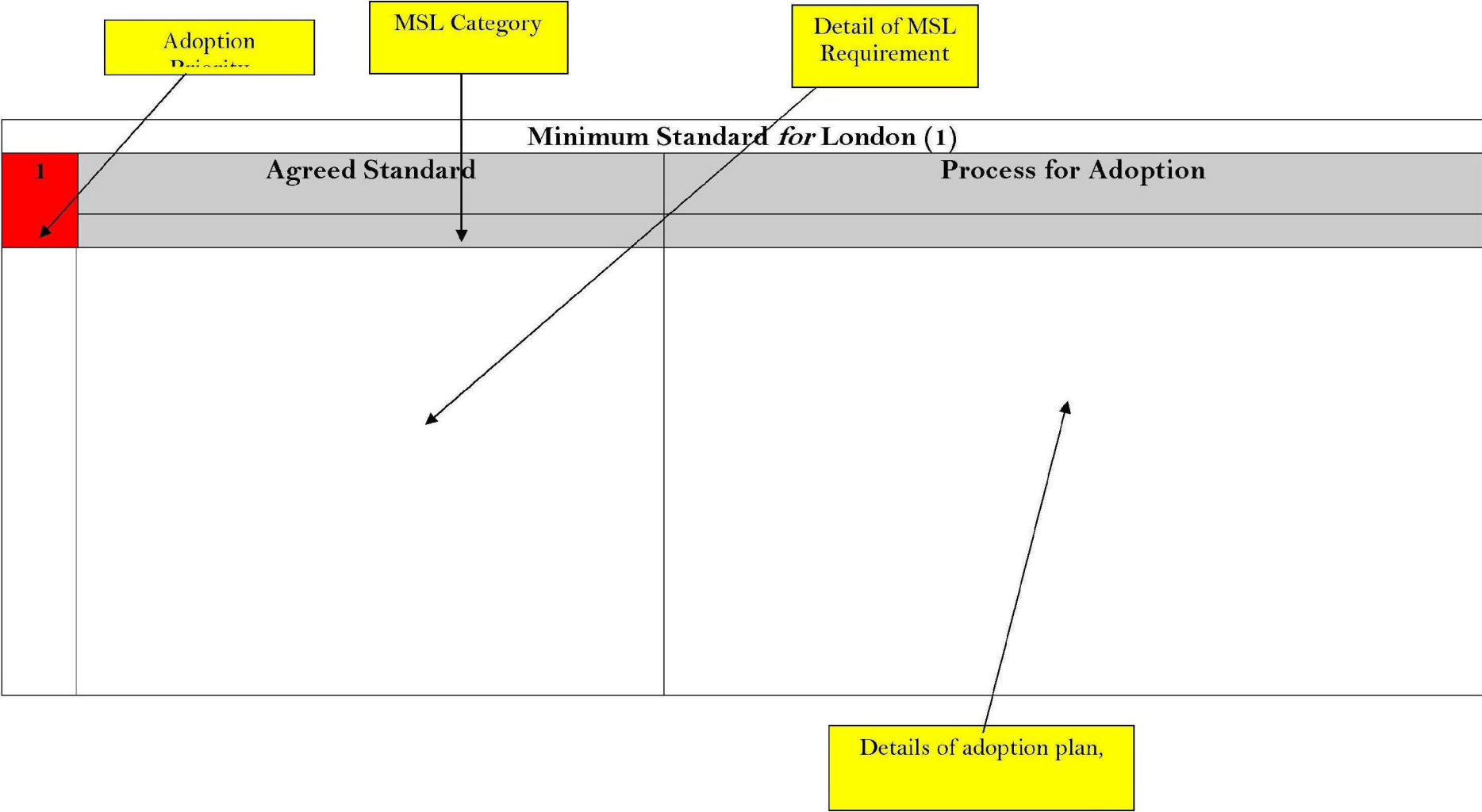| Procedures and Protocols	Ensuring consistency of operational arrangements facilitating emergency call-out and response
Communications	Platforms, systems and technology which facilitate the sharing and distribution of data and information
Training and Qualifications	Ensuring that staff involved in the response are able to discharge the duties and responsibilities expected of them
Exercising	Meeting the statutory obligation to test emergency plans and procedures
Audit and Review	To make certain that the MSL are applied appropriately

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Implementation

At the London Local Authority Panel – Implementation Group (LAP – IG) meeting held on 17 September 2007 agreement was reached regarding 16 Minimum Standards for London. This document sets out the MSL's and includes an adoption priority assessment and cross reference to local authority statutory duties contained in the Civil Contingencies Act 2004.

This guide offers individual local authorities and LFB – EP the opportunity to document the process they have undertaken, within the timeframes specified, to adopt all MSL's.

MSL ADOPTION PRIORITIES

1 High	Implementation Prior to 31st December 2007
2 Medium	Implementation Prior to 31st March 2008
3 Low	Implementation Prior to 31st March 2009

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EXAMPLE MSL

Adoption Priority

MSL Category

Detail of MSL Requirement

Minimum Standard *for* London (1)		
1	**Agreed Standard**	**Process for Adoption**

Details of adoption plan,

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	Minimum Standard *for* London 1	
1	**Agreed Standard**	**Process for Adoption**
	Procedures and Protocols	
	Minimum Activation Time The maximum time for activating the BFCC and LLACC will be 2 hours from notification by the LLACC Manager	

Minimum Standard *for* London 2

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3	Agreed Standard	Process for Adoption
	Procedures and Protocols	
	Use of Standardised Documentation The following is to be used to facilitate documentary information flow between BECCs and the LLACC: 1. Start State template 2. Situation Report template 3. General message template 4. Fax template	

Minimum Standard *for* London 3	

3	Agreed Standard	Process for Adoption

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LFB00119139_0008

	Procedures and Protocols	
	Tempo of Information Sharing Maintenance of Status Board information: • BECC Status Board to be completed with initial incident information within 20 mins of being operational. • LLACC Status Board to be completed with initial pan-borough information within 20 mins of being operational. • All Status Boards to be updated within 20 mins of new information or information requests being received. **Sharing of documents:** Any document relating to the incident to be uploaded into incident document library within 20 mins of being received /generated. **Sharing of Images:** Any image files relating to the incident to be uploaded into incident image library within 20 mins of being received/generated. **Sharing of Geo-spatial information:** BECC/LLACC map layer to be updated within 20mins of new information being received/generated.	

Minimum Standard *for* London 4		
2	**Agreed Standard**	**Process for Adoption**

	Procedures and Protocols	
	Provision of Personnel (LALO) Boroughs will provide, if required, a Local Authority Liaison Officer (as defined in Para. 13.3 of the London Emergency Services Liaison Panel -LLESLP- Manual) to attend the Joint Emergency Services Command Centre (JESCC) between 30 and 60 minutes of an incident being notified. LALOs will be qualified to Phase 2 LALO training.	

Minimum Standard *for* London 5		
2	**Agreed Standard**	**Process for Adoption**

Procedures and Protocols	
Provision of Personnel (LLACC): **LLACC Advisors** LAs will identify at least one member of staff for the position of LLACC Advisor. **LLACC Positions** In addition to the LLACC Advisor, Boroughs will identify three officers to fulfil roles within the LLACC from 24 hrs onwards of LLACC operation. Officers identified for LLACC staffing roles will: • Fulfil the selection criteria identified for the specific role or roles. • Be trained & experienced in BECC operation. • Attend specific LLACC training appropriate to the role or roles that they will fulfil. Boroughs will not be expected to provide more than one officer to staff the LLACC at a time if their capacity does not allow for it. Boroughs will not be expected to provide more than one LLACC Advisor for any one shift.	

Minimum Standard *for* London 6	
Agreed Standard	**Process for Adoption**
Procedures and Protocols	

3

	Minimum Standard *for* London 6	
3	**Agreed Standard**	**Process for Adoption**
	Procedures and Protocols	
	A standardised debrief report will be taken to the LRF as part of the debrief process from all major incidents.	1

Minimum Standard *for* London 7

1	Agreed Standard	Process for Adoption
	Procedures and Protocols	
	Provision of Personnel (LLAG) Boroughs will make available officers to fill the following roles for the duration of the CE's LLAG duty period: 1 x LLAG (CE) 1 x Deputy LLAG 1 x Gold Cell Manager 1 x LLAG Link 1 x LLAG Admin (Refer to LLAG Manual for role and person specifications) Officers to fill the above roles will: • Be trained in Borough Response at an appropriate level. • Have attended specific LLAG Training. The LLAG Team should be able to report to NSY or Hendon within 3 hrs of being notified of being required. **Notes:** Boroughs will not be expected to provide LLAG staff to cover more than one shift at a time.	

Minimum Standard *for* London 8		
1	Agreed Standard	Process for Adoption

	Procedures and Protocols	
	LLAG Procedures LFB EP will keep current and up-to-date all protocols, procedures, training and equipment required for effective operation of LLAG.	

Minimum Standard *for* London 9		
1	**Agreed Standard**	**Process for Adoption**

	Procedures and Protocols	
	LLACC Staffing LFB EP will provide suitably trained staff to operate the LLACC for the first 24 hours of operation, from a cadre of staff on call 24 hours a day.	

Minimum Standard *for* London 10		
1	**Agreed Standard**	**Process for Adoption**
	Procedures and Protocols	

	Minimum Standard *for* London 10	
1	**Agreed Standard**	**Process for Adoption**
	Procedures and Protocols	
	Communications **Mass Messaging between LFB EP and Boroughs** LFB EP will message boroughs about potential or occurring pan-London emergencies within 10 minutes of receiving the information. LFB EP will ensure that boroughs are offered at least three means of contact (phone, email, pager) for the LFB EP Duty officer with the responsibility to mass message boroughs in order to ensure that boroughs with information about a potential or ongoing pan-London incident can pass the information to LFB EP for mass messaging. Boroughs will provide updated contact information to LFB EP within 5 working days of change occurring. LFB EP will ensure that submitted contact details are updated on the mass messaging system within 5 working days of being received from a borough. Boroughs contacted via the mass messaging system will acknowledge the message as requested by the system. **Notes:** Boroughs should register as broad a variety of contacts and contact means on the mass messaging system to ensure resilience. LFB EP should recognise that the majority of pan-London incidents will begin as borough level incidents and therefore the initial information on such an incident may well come bottom up.	

LFB00119139/16

Version 1.0 October 2007

Page 16 of 23

LFB
LONDON FIRE BRIGADE

LFB00119139_0016

	Minimum Standard *for* London 11	
3	**Agreed Standard**	**Process for Adoption**
	Procedures and Protocols	
	Communications Means BECCs, LLACC, Alt LLACC and LLAG Support Cell should have the following communications means available to them: • LA Extranet • National Extranet (when available and where applicable) • Broadband Internet (independent of WAN) • Landline Phone (direct exchange-powered line) • Landline Fax (direct exchange-powered line) • Airwave (with LA Interop Talk groups) • Satellite phone Officers working in these control rooms must be trained in and familiar with the operation of the above comms means. The above comms means must be tested for receive and transmit on a monthly basis by a trained officer. Notes: Direct exchange-powered lines are resilient to local power failure. Airwave and Satellite phone means should where possible be desk mount and handheld to ensure resilience to relocating control room.	

	Minimum Standard *for* London 12	
3	**Agreed Standard**	**Process for Adoption**
	Procedures and Protocols	
	Communications Means Hierarchy Hierarchy for Data Sharing: • Extranet • Email • Fax Hierarchy for All-Informed Voice Comms: • Airwave • Landline conf call Hierarchy for Point-to-point Voice Comms: • Landline • Airwave • Satellite phone All BECCs, LLACC/Alt LLACC and LLAG Support Cell will maintain a listening watch on Airwave pan-London LA Interop Talkgroup. Airwave Speak is to be used as the standard voice procedure for all comms on Airwave. Radio discipline is to be maintained at all times once control rooms are operational. All BECCs, LLACC/Alt LLACC and LLAG Support Cell telephone lines must have a messaging system or call management system to ensure that a call is either answered or recorded.	

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	Minimum Standard *for* London 13	
3	**Agreed Standard**	**Process for Adoption**
	Procedures and Protocols	
	Communications provision at Strategic Coordination Centre (SCG) LFB EP will provide to the SCC for use of LLAG, the following equipment and facilities: • Laptop computers • Intranet access • LFB network access • Networked printers • Airwave handset • Satellite phone.	

Minimum Standard *for* London 14	

3	Agreed Standard	Process for Adoption
	Procedures and Protocols	

	Training provided by LFB EP LFB EP will provide a level of training certified to EPC or comparable standards for: • LA staff on relevant processes, documents • LALOs, BECC Link Officers, LLAG and the LLAG Team • LA staff identified to fulfil LLACC roles after 24hrs of LLACC operation • Comms (Airwave) training from FY2007/08 LFB EP staff delivering training will be trained and certified themselves to instructor level for training and exercise facilitation. **Knowledge of Pan-London Plans** Key decision-makers within the LA must have a knowledge of the following key pan-London plans •London Strategic Emergency Plan •Mass Fatalities Plan •Site Clearance Plan •Pandemic Flu Contingency Plan **Training provided by Boroughs** •Awareness of their Civil Contingencies duties to all staff. •Initial and refresher training to all staff with specific response roles. •Phase 1 training to all potential LALOs. •BECC Link training to all staff who might operate in the BECC and	

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Minimum Standard *for* London 14		
3	**Agreed Standard**	**Process for Adoption**
	Procedures and Protocols	
	communicate with the LLACC.	

Minimum Standard *for* London 15		
1	**Agreed Standard**	**Process for Adoption**

	Procedures and Protocols	
	Pan-London Exercising Local Authorities and LFB EP will participate in the following as part of a comprehensive annual exercise programme: • 6 LRF based exercises (1 each) primarily to test BECC and LLACC arrangements. • 1 regional exercise primarily to test LLAG and LLACC arrangements. • 2 full activation exercises (one in hours and one out of hours) which will require participants to fully mobilise. **Role of LFB EP in Exercises** LFB EP will facilitate the exercises through offering to the appropriate group, agency or agencies on request from LRF or LRRF Exercise Provision **Standards:** **Boroughs will provide:** •Exercises to train staff in their specific emergency response roles. •Annual exercises to validate their generic emergency response plan. •Exercises to validate specific response plans on a frequency based on risk. Specific Plans which are exercised less frequently should build over time from tabletop to control room, and should include live exercising of any elements which involve deployment of specific resources outside of their normal role.	

Minimum Standard *for* London 16		
2	**Agreed Standard**	**Process for Adoption**

LFB00119139/22

Version 1.0 October 2007

Page 22 of 23

L F B
LONDON FIRE BRIGADE

LFB00119139_0022

	Procedures and Protocols	
	Oversight by LRF Implementation of the MSL will be overseen by the London Local Resilience Fora (LRF) as part of their work plans. LRF will periodically sign off a progress report for MSL. **Local Capabilities Survey** LRF to perform annual capability survey, facilitated by LFB EP.	

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