



LONDON FIRE BRIGADE

Decision title

Operational Resilience/Special Operations Group Review

Recommendation by

Assistant Commissioner Control and Mobilising

Decision Number

LFC-0406-D

Protective marking: **NOT PROTECTIVELY MARKED**

Publication status: Published in full

Summary

Report LFC-0406 sets out the key findings and subsequent recommendations from the Review of the Operational Resilience and Special Operations Group (OR/SOG). See Report LFC-0406 Appendix 1.

Decision

That the London Fire Commissioner approves:

- a. The content and findings of the Review (Report LFC-0406 Appendix 1).
- b. The recommendations of the Review.

Andy Roe

London Fire Commissioner

Date **This decision was remotely signed on Wednesday 04 November 2020**

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LONDON FIRE BRIGADE

Report title

Operational Resilience/Special Operations Group Review

Report to	Date
Operations DB	29 July 2020
Transformation Directorate	11 August 2020
People Directorate	13 August 2020
Corporate Services DB	18 August 2020
Commissioner's Board	26 August 2020
Deputy Mayor Fire and Resilience Board	8 September 2020
London Fire Commissioner	

Report by	Report number
Assistant Commissioner Control and Mobilising	LFC-0406

Protective marking: **NOT PROTECTIVELY MARKED**

Publication status: Published in full

Summary

This report sets out the key findings and subsequent recommendations from the Review of the Operational Resilience and Special Operations Group (OR/SOG) see Appendix 1.

Recommendations

That the London Fire Commissioner approves:

- a. The content and findings of the Review (Appendix 1).
- b. The recommendations of the Review.

Background

1. London Fire Brigade (LFB) is one of the largest metropolitan fire and rescue services in the world and operates within a highly complex and challenging environment. The threat that emerged from international and domestic terror following the attacks in 2001 on the World Trade Centre and the subsequent challenges posed by Marauding Terrorist Attacks (MTA) has meant LFB has needed to ensure it is able to respond to these threats and mitigate their impact. As a result, the OR/SOG Department has provided the capability and expertise to deliver that response. This also included the development of a new tactical advisor role in 2001 with the creation of Interagency Liaison Officers (ILO) now National Interagency Liaison Officers (NILO). The instigation, development and coordination of the NILO role has been a significant achievement for LFB and enjoys substantial support across the fire and rescue sector and with partner agencies.

2. The department has also successfully built up a comprehensive network across different agencies, including central and local government, emergency services and the military. This network is of huge value to LFB, both in terms of reputational esteem but crucially through access to intelligence, which helps keep firefighters safe and the London Fire Commissioner (LFC) apprised of crucial information. However, this network and trusted partner status has also disproportionately led to a 'cloak of secrecy' being created and the mistaken belief throughout LFB that OR/SOG is somehow different and predominantly clandestine in its status and approach. This is fundamentally not the case and needs urgent redress. The proportion of the work undertaken by the department that could be regarded as highly sensitive is small in comparison to the business as usual activity carried out on a daily basis.
3. It is also worth looking at international comparisons. LFB does not have a special operations department/command akin to organisations such as New York, Las Angeles, Paris or Tokyo Fire Departments (all comparable in terms of size, scope and population). These organisations tend to also include high-risk technical rescue as part of their special operations and this approach is indicative of Ambulance Trusts throughout the UK, who tend to operate Resilience and Special Operations Departments that include Hazardous Area Response Teams (HART) and Resilience/Business Continuity planning. The Metropolitan Police Service (MPS) Special Operations Group, is also broader than counter terrorism and includes Royalty and Specialist Protection (RaSP), Parliamentary and Diplomatic Protection (PaDP) as well as Aviation Policing.
4. Over time, OR/SOG has accumulated a number of functions in addition to its original remit. This has been done in part as a reaction to immediate need but is outside of any strategic or departmental plan. This has led to a collection of different workstreams under the OR/SOG banner, which might be better placed within other departments. Since 2016, London Resilience has also formed part of the departmental structure but in reality operates semi-autonomously. This Review has examined the position of London Resilience within the OR/SOG structure but has not analysed the workstreams or ways of working within London Resilience as a function. However, the case for London Resilience to be regarded as a separate department in its own right and outside of the OR/SOG structure is compelling but this should not jeopardise the effective joint working that has emerged through collocation.
5. In addition, there have also been challenges in terms of appropriate scrutiny, governance and accountability, which has again contributed to the perceived secretive nature of the department. However, it is important to acknowledge that there has been a concerted effort over the last two years to bring proper process, procedure and accountability to the department but this needs to continue with a renewed sense of urgency and pace.
6. Under the terms of reference of the Review, and as part of LFB's Transformation Delivery Plan (TDP), there now exists an opportunity to look at the department in the round, better align workstreams and ensure the most efficient and effective model is deployed. This includes renaming the department – 'Operational Resilience and Control' to better reflect the actual workstreams undertaken and the department's primary function in supporting frontline operations. The new department would include Control and Mobilising, which will have the added benefit of ensuring more joined up working regarding incident communications and operational pre planning. It will also further help embed Control into operational response; a key recommendation contained in the Control Improvement Plan (CIP). The proposed top management structure for Operational Resilience and Control (OR&C) will streamline current arrangements, further embed the departmental workstreams into the Brigade and create a fresh start for a department so crucial in helping to keep firefighters safe.

Recommendations:

7. **Recommendation 1:** The Operational Resilience and Special Operations Group and Control and Mobilising are merged to form one new department – Operational Resilience and Control (OR&C). The new department will more accurately reflect the role of its key workstreams in supporting frontline operations. It will also ensure more joined up working regarding incident communications and operational planning by also including Control and Mobilising. This move will further embed Control into operational response; a key recommendation contained in the Control Improvement Plan (CIP).

Recommendation 2: The London Resilience Group (LRG) becomes a department in its own right, outside of the OR&C structure. The current Head of London Resilience should become a Head of Service and part of the new Operational Delivery Directorate, under the Deputy Commissioner.

Recommendation 3: An Assistant Commissioner (AC) will have overarching responsibility for Operational Resilience and Control as one of the constituent members of the Operational Delivery Directorate, under the Deputy Commissioner.

Recommendation 4: The current position of Deputy Assistant Commissioner (DAC) for Operational Resilience and Special Operations Group (OR/SOG) becomes the DAC for Operational Resilience and has managerial responsibility for the revised workstreams being delivered by the Group Commanders (GC).

Recommendation 5: A new position of Deputy Assistant Commissioner for Control is created. The DAC for Control will have day-to-day managerial responsibility for the delivery of the Control and Mobilising function, which means responsibility for Control operations will reside with a senior Control officer. The DAC for Control will have line management responsibility for two Senior Control Commanders (SCCs) and these three positions will provide the senior operational command cover for Control. Head of Service responsibility will remain with the AC for Operational Resilience and Control.

Recommendation 6: The Transport and Infrastructure Group transfers to the Fire Safety Department. This will provide greater oversight and governance, reduce duplication of effort and ensure a more robust training and qualification framework is in place.

Recommendation 7: A new project to scope and develop the Brigade's emergency service contingency arrangements based on risk and need should begin at the earliest opportunity. This will include an updated assessment of risk; a set of requirements; options for decision; a preferred decision and a retendering process based on the chosen solution. Once the retendering begins, responsibility for the management of the contract(s) will transfer to the Operations Directorate.

Ongoing management of the current Capital Guard contract will remain with the Operations Directorate.

Recommendation 8: Responsibility and oversight of all operational blue light collaboration should transfer to the new Operational Resilience and Control Department. This will provide improved coordination and planning for all operational multi agency working as well as increase opportunities for further collaboration to develop. This recommendation is focused on operational 'blue light' collaboration and will require further analysis as part of a transition

process to ensure 'accountabilities' are properly understood and workstreams have appropriate governance in place.

Recommendation 9: The London Fire Brigade Strategic Response Arrangements (Gold Command – PN 699) should be reviewed as a matter of priority. Current policy straddles Level 4 Incident Command and business continuity arrangements but it is noted that the majority of business continuity activities arise from operational incidents. It is recommended that the SRA review follows the methodology being utilised for the Senior Officer Review and the Assistant Commissioner Group undertake this task with specialist input and advice from the business continuity group within the Transformation Directorate.

Recommendation 10: CBRN and Hazmat policy should be merged and oversight reside with the Hazmat Department within the Operational Policy and Assurance Department. This reflects operational and policy synergies between CBRN and Hazmat, and provides a more joined up and consistent approach.

Recommendation 11: The CBRN Rapid Response Team (RRT) expands its current remit to provide a specialist 24/7 terror, hazmat and major incident response team capable of immediate deployment to some of the most challenging incidents London Fire Brigade could attend. This means the RRT not only providing a DIM and MCR capability but also overseeing and deploying the SERT capability – including the application of specialist equipment such as COBRA Cold Cut and Positive Pressure Ventilation (PPV).

Recommendation 12: All options should be explored with key stakeholders, including representative bodies, to 'mainstream' LFB's specialist operational response arrangements for significant, complex and terror related incidents. This should specifically focus on a 'tiered' approach to ensure all LFB appliances and firefighters have a level of capability to assist with major and/or terror related incidents.

Recommendation 13: Responsibility for the provision of JESIP and major incident training should transfer to the Incident Command Team in OP&A. This should include responsibility for Joint Organisational Learning (JOL) and major incident policy. This better reflects the focus of the JESIP and major incident framework – incident command, and will ensure all watch based officers as well as senior officers receive appropriate JESIP and major incident training.

Recommendation 14: To support alignment with the rest of LFB, the senior officer specialist tags that sit within OR/SOG (Operational Resilience), should form part of the DaMOP framework as a matter of priority. In addition, a new relationship needs to emerge with the central Training and Professional Development Department, in line with the recommendations contained in the London Fire Commissioner Independent Review of Training 2019. This should include not only proper oversight and scrutiny of specialist officer training but also using the central exercise coordination team and mainstreaming major incident and terror related training across the wider Brigade.

Recommendation 15: The London Operations Centre (LOC) becomes the operational and administrative hub for the new Operational Resilience and Control Department. A 'hub and spoke' approach should be taken, which means an appropriate space at Union Street (collocated with OP&A) is allocated to the Operational Resilience and Control Department. This reflects the requirements of the Department to maintain an operational presence in

Central London. However, administrative support and the new Operational Planning and Intelligence Team should transfer to the LOC as their 'base' location.

Recommendation 16: Consideration should be given to the Duty NILO and Officer of the Day being based at the LOC during the day. This will create a new 'critical incident' facility on the floor of the Control room, which will increase LFB's operational resilience and support the OIC in Control with communication and mobilisations to significant and/or complex incidents. Consideration should also be given to the use of Stratford as an alternative to the LOC when appropriate. This recommendation requires further analysis but it will improve and enhance working relationships between Control and response colleagues.

Recommendation 17: A new 'Response Working Group' should be established to include representatives from OR&C, OP&A, Fire Stations and Training. The working group will be co-chaired between OR&C and OP&A and will provide a forum for focussed discussion on specialist response arrangements. The group will not have decision making authority but will be able to make recommendations and facilitate the sharing of risk critical information.

Recommendation 18: A new 'PREVENT' Working Group should be established to include representatives from OR&C, Fire Safety (Youth Engagement Team) and Fire Stations. The group will be chaired by the GC for Operational Planning and Intelligence. The group will provide a discussion forum for key issues arising from the PREVENT strategy and will be able to task members to support and improve LFB's 'offer' in relation to de-radicalisation.

Recommendation 19: A new programme of work is developed by OR&C to support the roll out of bespoke CT training and awareness to all frontline firefighters and officers. The training should include recognising a CT event, deploying safe systems of work and working with blue lights partners to save lives and mitigate harm.

Implementation:

8. As with any restructure, there will need to be an appropriate plan in place and transition period to enable the implementation of the recommendations that are agreed as part of this Review. If the recommendations are accepted, work will need to begin on a new Transition Plan designed to reconcile budgets, ensure departmental workstreams are appropriately resourced and provide time for the functions transferring out of OR&C to integrate into their new departments. It is anticipated that this will last for 6 months ensuring the final structure is in place by 1st April 2021.
9. The transition period will also enable discussions with the representative bodies on key areas contained in the Review to progress with increased urgency. It will also enable further discussion with all staff directly affected by the move, both in OR/SOG and Control and Mobilising so that everyone can understand the rationale and the direction of travel. It will also enable our partners in the emergency services, military, local and central government to understand the new arrangements, and crucially the opportunities that should be enabled moving forward.

Conclusion:

10. The OR/SOG Department delivers services on behalf of both LFB and the national fire and rescue sector that are unrivalled within any other UK fire and rescue service. The department is outward facing and multi agency in everything it does. However, for all the department's

success in terms of interoperability, it has not been able to integrate itself into the wider Brigade and consequently much of the work the department undertakes is either unknown or misunderstood. There is now an opportunity to reset and reassess what the department needs to deliver as firstly part of the Brigade's Transformational Delivery Plan (TDP) but also in response to a changing operational environment and risk profile. Through the creation of a new department, which brings together the current OR/SOG and Control and Mobilising functions, LFB will be able to better align workstreams, provide additional governance and oversight, and deliver even more efficient and effective services.

11. It is interesting to note the parallels that became obvious through the course of this Review between the position of Control within LFB and that of OR/SOG. Often regarded as somehow different, often misunderstood but both delivering high threat, high risk services on behalf of LFB. Under a new departmental structure, within the Operational Delivery Directorate, the opportunity to accelerate the integration of both Control and Mobilising and OR/SOG into LFB is clear. In addition, operational collaboration, both within LFB and with partner agencies also needs to accelerate at pace to not only respond to a challenging financial environment but more importantly, to provide a genuinely joined up 'offer' to help make firefighters, London and indeed the UK safer. The new Operational Resilience and Control Department will be better structured to assist in that ambition and play its part in the broader transformation of London Fire Brigade.

Finance Comments

12. This report recommends the agreement of the subsequent recommendations from the Review of the Operational Resilience and Special Operations Group. As part of the recommendations Operational Resilience, Special Operations Group and Control and Mobilising will merge to become one department and London Resilience will be established as a new, separate department. The proposal put forward is expected to be cost neutral with no growth bid required, and may potentially result in future efficiencies once further corporate decisions are made.
13. Under the proposed merger the number of Assistant Commissioners required will reduce from two to one. Further discussion is required regarding whether this provides a saving or is utilised elsewhere in the organisation particularly in light of the 2020/21 budget process. Under the proposal the Deputy Assistant Commissioner for Control post will be a Senior Control Commander aligned to TMG C, and not eligible for overtime. Furthermore the current agreement for six Group Commanders will be reduced to four in the new structure.
14. Further work is required to fully cost the proposal following the agreement of the recommendations. In addition to this Finance Services will need to be part of the Transition Plan to reconcile budgets in time for the 1st April 2021.

Workforce Comments

15. Discussions, briefings and appropriate correspondence have taken place with the respective trade unions (FBU, FOA, Prospect, GMB and Unison).

Legal comments

16. Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "Commissioner") is established as a corporation sole with the Mayor appointing the occupant of that office.
17. Section 1 of the Fire and Rescue Services Act 2004 states that the Commissioner is the fire and rescue authority for Greater London.
18. Section 327A (5) of the Greater London Authority Act 1999 requires the Commissioner to secure that the London Fire and Rescue Service is efficient and effective. This means the personnel, services and equipment secured by the London Fire Commissioner for the purposes of carrying out the Commissioner's functions.
19. The Commissioner is also a 'best value' authority under the Local Government Act 1999 and must make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.
20. The internal governance arrangements enable functions to be discharged by officers and for the administration of affairs to be conducted in a transparent, consistent and timely manner, thereby ensuring the organisation remains efficient and effective.
21. The proposed organisational changes fall within the Commissioner's powers to manage the LFB and are consistent with the Commissioner's duties.
22. Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "Commissioner") is established as a corporation sole with the Mayor appointing the occupant of that office. Under section 327D of the GLA Act 1999, as amended by the Policing and Crime Act 2017, the Mayor may issue to the Commissioner specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.
23. By direction dated 1 April 2018, the Mayor set out those matters, for which the Commissioner would require the prior approval of either the Mayor or the Deputy Mayor for Fire and Resilience (the "Deputy Mayor").
24. Paragraph (b) of Part 2 of the said direction requires the Commissioner to seek the prior approval of the Deputy Mayor before "[a] commitment to expenditure (capital or revenue) of £150,000 or above as identified in accordance with normal accounting practices...". Therefore, if the changes in this report result in a unbudgeted 'commitment to expenditure (capital or revenue) of £150,000 or above' consultation with the Deputy Mayor will be required prior to the Commissioner's decision being taken.

Sustainability implications

25. Sustainability implications have been considered by the Sustainable Development Team and although an SDIA is not required now, there will be implications for staff travel and training that will need further consideration – this should also include the implications for Capital Guard.

Equalities implications

26. The London Fire Commissioner and decision takers are required to have due regard to the Public Sector Equality Duty (s149 of the Equality Act 2010) when exercising our functions and taking decisions.

27. It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.
28. The protected characteristics are: Age, Disability, Gender reassignment, Pregnancy and maternity, Marriage and civil partnership (but only in respect of the requirements to have due regard to the need to eliminate discrimination), Race (ethnic or national origins, colour or nationality), Religion or belief (including lack of belief), Sex, and Sexual orientation.
29. The Public Sector Equality Duty requires us, in the exercise of all our functions (i.e. everything we do), to have due regard to the need to:
 - (a) Eliminate discrimination, harassment and victimisation and other prohibited conduct.
 - (b) Advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.
 - (c) Foster good relations between people who share a relevant protected characteristic and persons who do not share it.
30. Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
 - (a) Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic;
 - (b) Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - (c) Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
31. The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include steps to take account of disabled persons' disabilities.
32. Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard to the need to—
 - a. tackle prejudice, and
 - b. promote understanding.
33. Demographic data on staff affected by the proposals has been collected and a full Equality Impact Assessment (EIA) has been completed in consultation with the Inclusion Team. This will remain under review as the recommendations and transition arrangements progress.

List of Appendices

Appendix	Title	Protective Marking
1.	OR/SOG Review	Not protectively marked



Operational Resilience and Special Operations Group Review

AC Jonathan Smith

July 2020

OFFICIAL



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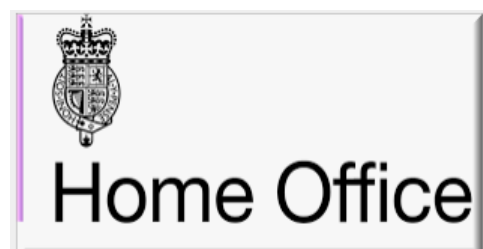
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Foreword

Having been commissioned by Deputy Commissioner Richard Mills to conduct a Review of the Operational Resilience and Special Operations Group (OR/SOG), it's important to acknowledge the support, assistance and candor all those who have contributed to the Review have provided. Officers and staff from within the OR/SOG Department itself and across LFB have provided a real insight into the critical work undertaken on a daily basis that has community and firefighter safety at its core. In addition, the high regard partner agencies hold the department in has also come through very clearly in the discussions and meetings I have had throughout the course of the Review.

One of the key points I have considered at some length is actually how much I did not know about the work of OR/SOG. The added value it provides both to LFB and London more broadly became very clear very early on in the Review. Everything it does – from facilitating the NILO cadre at a national level, to planning for both pre planned and spontaneous events, through to providing some of the most technically sophisticated operational capabilities in a modern fire and rescue service is unrivaled across the sector. However, the fact I have learnt so much through the course of this Review perhaps highlights the key issue that needs to be addressed. For all the undoubted success OR/SOG has had in forming relationships with key partners and providing a level of assurance that LFB can respond appropriately to some of the most complex and challenging incidents firefighters could be asked to attend, this is not widely understood or appreciated throughout LFB and this needs to change.

The key theme running through the Review focuses on the integration of the department into not only the new Operational Delivery Directorate but across LFB and the wider GLA family. Encouragingly, the opportunity to improve and develop the department is based on solid foundations but the threat and challenge posed by international and domestic terrorism is real, and continues to require an ongoing assessment of how LFB can continue to play a critical role in helping to keep London, and indeed the UK safe. This crucial role needs to expand into LFB's conventional response and focus on its primary function – to support frontline operations to enable LFB to be "**Trusted to serve and protect London.**"

Jonathan Smith

Assistant Commissioner

London Fire Brigade

Executive Summary

London Fire Brigade (LFB) is one of the largest metropolitan fire and rescue services in the world and operates within a highly complex and challenging environment. The threat that emerged from international and domestic terror following the attacks in 2001 on the World Trade Centre and the subsequent challenges posed by Marauding Terrorist Attacks (MTA) has meant LFB has needed to ensure it is able to respond to these threats and mitigate their impact. As a result, the OR/SOG Department has provided the capability and expertise to deliver that response. This also included the successful development of a new tactical advisor role in 2001 with the creation of Interagency Liaison Officers (ILO) now National Interagency Liaison Officers (NILO).

The department has also built up a comprehensive network across different partner agencies, including central and local government, emergency services and the military. This network is of huge value to LFB, both in terms of reputational esteem but crucially through access to intelligence, which helps keep firefighters safe and the London Fire Commissioner (LFC) apprised of crucial information. However, this network and trusted partner status has also disproportionately led to a 'cloak of secrecy' being created and the mistaken belief throughout LFB that OR/SOG is somehow different and predominantly clandestine in its status and approach. This is fundamentally not the case and needs urgent redress. The proportion of the work undertaken by the department that could be regarded as highly sensitive is small in comparison to the business as usual activity carried out on a daily basis.

It is also worth looking at international comparisons. LFB does not have a special operations department/command akin to organisations such as New York, Los Angeles, Paris or Tokyo Fire Departments (all comparable in terms of size, scope and population). These organisations tend to also include high-risk technical rescue as part of their special operations and this approach is indicative of Ambulance Trusts throughout the UK, who tend to operate Resilience and Special Operations Departments that include Hazardous Area Response Teams (HART) and Resilience/Business Continuity planning. The Metropolitan Police Service (MPS) Special Operations Group is also broader than counter terrorism and includes Royalty and Specialist Protection (RaSP), Parliamentary and Diplomatic Protection (PaDP) as well as Aviation Policing.

Over time, OR/SOG has accumulated a number of functions in addition to its original remit. This has been done in part as a reaction to immediate need but is outside of any strategic or departmental plan. This has led to a collection of different workstreams under the OR/SOG banner, which would be better placed within other departments. Since 2016, London Resilience has also formed part of the departmental structure but in reality operates semi-autonomously. This Review has examined the position of London Resilience within the OR/SOG structure but has not analysed the workstreams or ways of working within London Resilience as a function. However, the case for London Resilience to be regarded as a separate department in its own right and outside of the OR/SOG structure is compelling but this should not jeopardise the effective joint working that has emerged through collocation.

In addition, there have also been challenges in terms of appropriate scrutiny, governance and accountability, which has again contributed to the perceived secretive nature of the department. However, it is important to acknowledge that there has been a concerted effort over the last two years to bring proper process, procedure and accountability to the department but this needs to continue with a renewed sense of urgency and pace.

Under the terms of reference of the Review, and as part of LFB's Transformation Delivery Plan (TDP), there now exists an opportunity to look at the department in the round, better align workstreams and ensure the most efficient and effective model is deployed. This includes creating a new department – Operational Resilience and Control (OR&C). The new department will better reflect the role and function of both the workstreams in OR/SOG but also include Control and Mobilising. This will have the added benefit of ensuring more joined up working regarding incident communications and operational pre planning. It will also further help embed Control into operational response; a key recommendation contained in the Control Improvement Plan (CIP).

The proposed top management structure for OR&C will streamline current arrangements, further embed the departmental workstreams into the Brigade and create a fresh start for a department so crucial in helping to keep firefighters safe. The Review should be seen as an opportunity to build on the foundations already in place by mainstreaming and integrating the work undertaken by OR/SOG into frontline operations. The creation of the new Operational Delivery Directorate, building on the need for change outlined in the TDP, creates the context for the recommendations outlined in this Review. Fundamentally it is focused on integrating both Control and Mobilising and OR/SOG into the Brigade's conventional response arrangements while at the same time ensuring

relationships and partnership working is not only maintained but developed further still. The threat profile and operating environment continues to evolve and LFB needs a new department focused on supporting the frontline to deliver a more joined up and cohesive response.

Review of Operational Resilience and Special Operations Group

Terms of Reference

OFFICIAL
7 May 2020

AC Jonathan Smith

Terms of Reference

Background

The Operational Resilience and Special Operations Group (OR/SOG) comprises a number of operational and support functions that help underpin London Fire Brigade's (LFB) planning and response to both specific threats such as Chemical, Biological, Radiological and Nuclear (CBRN) incidents or Marauding Terrorist Attacks (MTA), and LFB's continuity arrangements for significant and complex incidents. In addition, the department also facilitates event and transportation contingency planning as well as Joint Emergency Services Interoperability Principles (JESIP) training and blue light coordination.

The department is heavily involved in both counter terrorism and serious and organised crime disruption planning at a regional, national and international level, resulting in close partnership working with a number of different agencies across the security and emergency services sectors.

In addition to OR/SOG, the department also includes the London Resilience Group (LRG), which formed in 2016 and amalgamated LFB's Emergency Planning Team and the London Resilience Team. The LRG provides support to the Local Resilience Partnership, a collective of over 170 different

agencies with responsibilities under the Civil Contingencies Act. The Local Resilience Forum (LRF) coordinates the strategy and delivery of the objectives of the partnership and is supported to do so by the LRG. London Resilience is hosted and managed by London Fire Brigade and sits within the structure of OR/SOG – reporting into an Assistant Commissioner. It forms a key component of London's ability to respond to and recover from disruption on behalf of the Mayor of London, Greater London Authority and Local Authorities.

Purpose of the Review

Deputy Commissioner Richard Mills commissioned Assistant Commissioner Jonathan Smith (Control and Mobilising) to undertake a comprehensive and systematic review of the OR/SOG Department to identify a potentially more efficient and effective delivery model. The Review compliments the recent management restructure and will provide recommendations to support future arrangements. As such, the Review should be seen in the context of the Transformation Delivery Plan (TDP), which has continuous improvement as a core objective.

Objectives

The Review will:

- Facilitate a comprehensive and systematic examination of the form and function of the individual departments and workstreams within OR/SOG.
- Examine the effectiveness and efficiency of OR/SOG in the delivery of its services.
- Explore working relationships, both within LFB and with partner agencies to identify opportunities for increased collaboration and joint working.
- Identify any gaps or opportunities for improvement in the management structure and oversight arrangements currently in place.

- Make recommendations to the London Fire Commissioner (LFC) to strengthen current arrangements and/or explore alternative delivery models.

Methodology – Information Gathering

The Review will use and be informed by:

- A literature review of previous reports, decisions and pertinent recommendations.
- Interviews with officers and staff within OR/SOG.
- Interviews with relevant officers and staff from across LFB.
- Interviews with relevant officers and staff from partner agencies.
- Consultation with representative bodies.

Reporting and Timeline

The Review will report within three months and will provide an update on progress and initial findings to the Deputy Commissioner within six weeks (**24th June 2020**).

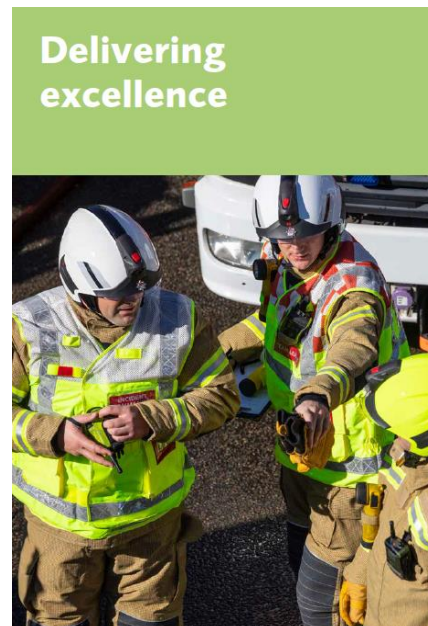
Final reporting to Boards will follow the timeline outlined below:

Operational Delivery Board – 29th July 2020

Commissioners Board – 26th August 2020

Deputy Mayor's Fire and Resilience Board – 8th September 2020

Transformation Delivery Plan (TDP)



The Review sits within the context of the Brigade's Transformation Delivery Plan (TDP) and in particular the 'Delivering Excellence' pillar of the new strategy with its three core strands:

- Constantly improving the effectiveness of our service
- Understand and communicate risk information to better deliver our services
- Improved execution

Although primarily focused on delivering excellence, the Review and subsequent recommendations also intersect and relate to all the other core pillars – the best people and the best place to work; seizing the future and outward facing. They build on the foundations that all ready exist but look to new opportunities ahead with a renewed focus on our core reason for existing:

Trusted to serve and protect London

In addition to the TDP, the London Fire Commissioner (LFC) has set out a series of key priorities for the Brigade as we respond to an emerging financial challenge following the CoVID 19 pandemic but without compromising the need for transformative change and excellence in service delivery:

- We must continue our work after the Grenfell Tower fire to ensure our staff are fully trained and that we have, and are using, the equipment we need to protect and serve our communities.
- We must have and improve our Counter Terror capability to respond to major incidents, terrorist attacks on the capital and other high threat challenges.
- We must, post Grenfell Tower Inquiry Phase 1 report and the HMICFRS inspection, develop our people and shift the culture of our organisation to deliver the leadership and service we have promised.
- We must demonstrate our productivity and impact of our services to improve public safety and especially fire safety in the built environment in which we operate.

The need to expand and develop our counter terror 'offer' has been a fundamental driver behind the Review and sets the foundation for the recommendations outlined within.



Recommendations

Recommendation 1: The Operational Resilience and Special Operations Group and Control and Mobilising are merged to form one new department – Operational Resilience and Control (OR&C). The new department will more accurately reflect the role of its key workstreams in supporting frontline operations. It will also ensure more joined up working regarding incident communications and operational planning by also including Control and Mobilising. This move will further embed Control into operational response; a key recommendation contained in the Control Improvement Plan (CIP).

Recommendation 2: The London Resilience Group (LRG) becomes a department in its own right, outside of the Operational Resilience and Control structure. The current Head of London Resilience should become a Head of Service and part of the new Operational Delivery Directorate, under the Deputy Commissioner.

Recommendation 3: An Assistant Commissioner (AC) will have overarching responsibility for Operational Resilience and Control as one of the constituent members of the Operational Delivery Directorate, under the Deputy Commissioner.

Recommendation 4: The current position of Deputy Assistant Commissioner (DAC) for Operational Resilience and Special Operations Group (OR/SOG) becomes the DAC for Operational Resilience and has managerial responsibility for the revised workstreams being delivered by the Group Commanders (GC).

Recommendation 5: A new position of Deputy Assistant Commissioner for Control is created. The DAC for Control will have day-to-day managerial responsibility for the delivery of the Control and Mobilising function, which means responsibility for Control operations will reside with a senior Control officer. The DAC for Control will have line management responsibility for two Senior Control Commanders (SCCs) and these three positions will provide the senior operational command cover for Control. Head of Service responsibility will remain with the AC for Operational Resilience and Control.

Recommendation 6: The Transport and Infrastructure Group transfers to the Fire Safety Department. This will provide greater oversight and governance, reduce duplication of effort and ensure a more robust training and qualification framework is in place.

Recommendation 7: A new project to scope and develop the Brigade's emergency service contingency arrangements based on risk and need should begin at the earliest opportunity. This will include an updated assessment of risk; a set of requirements; options for decision; a preferred decision and a retendering process based on the chosen solution. Once the retendering begins, responsibility for the management of the contract(s) will transfer to the Operations Directorate. Ongoing management of the current Capital Guard contract will remain with the Operations Directorate.

Recommendation 8: Responsibility and oversight of all operational blue light collaboration should transfer to the new Operational Resilience and Control Department. This will provide improved coordination and planning for all operational multi agency working as well as increase opportunities for further collaboration to develop. This recommendation is focused on operational 'blue light' collaboration and will require further analysis as part of a transition process to ensure 'accountabilities' are properly understood and workstreams have appropriate governance in place.

Recommendation 9: The London Fire Brigade Strategic Response Arrangements (Gold Command – PN 699) should be reviewed as a matter of priority. Current policy straddles Level 4 Incident Command and business continuity arrangements but it is noted that the majority of business continuity activities arise from operational incidents. It is recommended that the SRA Review follows the methodology being utilised for the Senior Officer Review and the Assistant Commissioner Group undertake this task with specialist input and advice from the business continuity group within the Transformation Directorate.

Recommendation 10: CBRN and Hazmat policy should be merged and oversight reside with the Hazmat Department within the Operational Policy and Assurance Department. This reflects operational and policy synergies between CBRN and Hazmat, and provides a more joined up and consistent approach.

Recommendation 11: The CBRN Rapid Response Team (RRT) expands its current remit to provide a specialist 24/7 terror, hazmat and major incident response team capable of immediate deployment to some of the most challenging incidents London Fire Brigade could attend. This means the RRT not only providing a DIM and MCR capability but also overseeing and deploying the SERT capability – including the application of specialist equipment such as COBRA Cold Cut and Positive Pressure Ventilation (PPV).

Recommendation 12: All options should be explored with key stakeholders, including representative bodies, to 'mainstream' LFB's specialist operational response arrangements for significant, complex and terror related incidents. This should specifically focus on a 'tiered' approach to ensure all LFB appliances and firefighters have a level of capability to assist with major and/or terror related incidents.

Recommendation 13: Responsibility for the provision of JESIP and major incident training should transfer to the Incident Command Team in OP&A. This should include responsibility for Joint Organisational Learning (JOL) and major incident policy. This better reflects the focus of the JESIP and major incident framework – incident command, and will ensure all watch based officers as well as senior officers receive appropriate JESIP and major incident training.

Recommendation 14: To support alignment with the rest of LFB, the senior officer specialist tags that sit within OR/SOG (OR&C), should form part of the DaMOP framework as a matter of priority. In addition, a new relationship needs to emerge with the central Training and Professional Development Department, in line with the recommendations contained in the London Fire Commissioner Independent Review of Training 2019. This should include not only proper oversight and scrutiny of specialist officer training but also using the central exercise coordination team and mainstreaming major incident and terror related training across the wider Brigade.

Recommendation 15: The London Operations Centre (LOC) becomes the operational and administrative hub for the new Operational Resilience and Control Department. A 'hub and spoke' approach should be taken, which means an appropriate space at Union Street is created (collocated with OP&A) for use by OR&C. This reflects the requirements of the Department to maintain an operational presence in Central London. However, administrative support and the new Operational Planning and Intelligence Team should transfer to the LOC as their 'base' location.

Recommendation 16: Consideration should be given to the Duty NILO and Officer of the Day being based at the LOC during the day. This will create a new 'critical incident' facility on the floor of the Control room, which will increase LFB's operational resilience and support the OIC in Control with communication and mobilisations to significant and/or complex incidents. Consideration should also be given to the use of Stratford as an alternative to the LOC when appropriate. This recommendation requires further analysis but it will improve and enhance working relationships between Control and response colleagues.

Recommendation 17: A new 'Response Working Group' should be established to include representatives from OR&C, OP&A, Fire Stations and Training. The working group will be co-chaired between OR&C and OP&A and will provide a forum for focussed discussion on specialist response arrangements. The group will not have decision making authority but will be able to make recommendations and facilitate the sharing of risk critical information.

Recommendation 18: A new 'PREVENT' Working Group should be established to include representatives from OR&C, Fire Safety (Youth Engagement Team) and Fire Stations. The group will be chaired by the GC for Operational Planning and Intelligence. The group will provide a discussion forum for key issues arising from the PREVENT strategy and will be able to task members to support and improve LFB's 'offer' in relation to de-radicalisation.

Recommendation 19: A new programme of work is developed by OR&C to support the roll out of bespoke CT training and awareness to all frontline firefighters and officers. The training should include recognising a CT event, deploying safe systems of work and working with blue lights partners to save lives and mitigate harm.



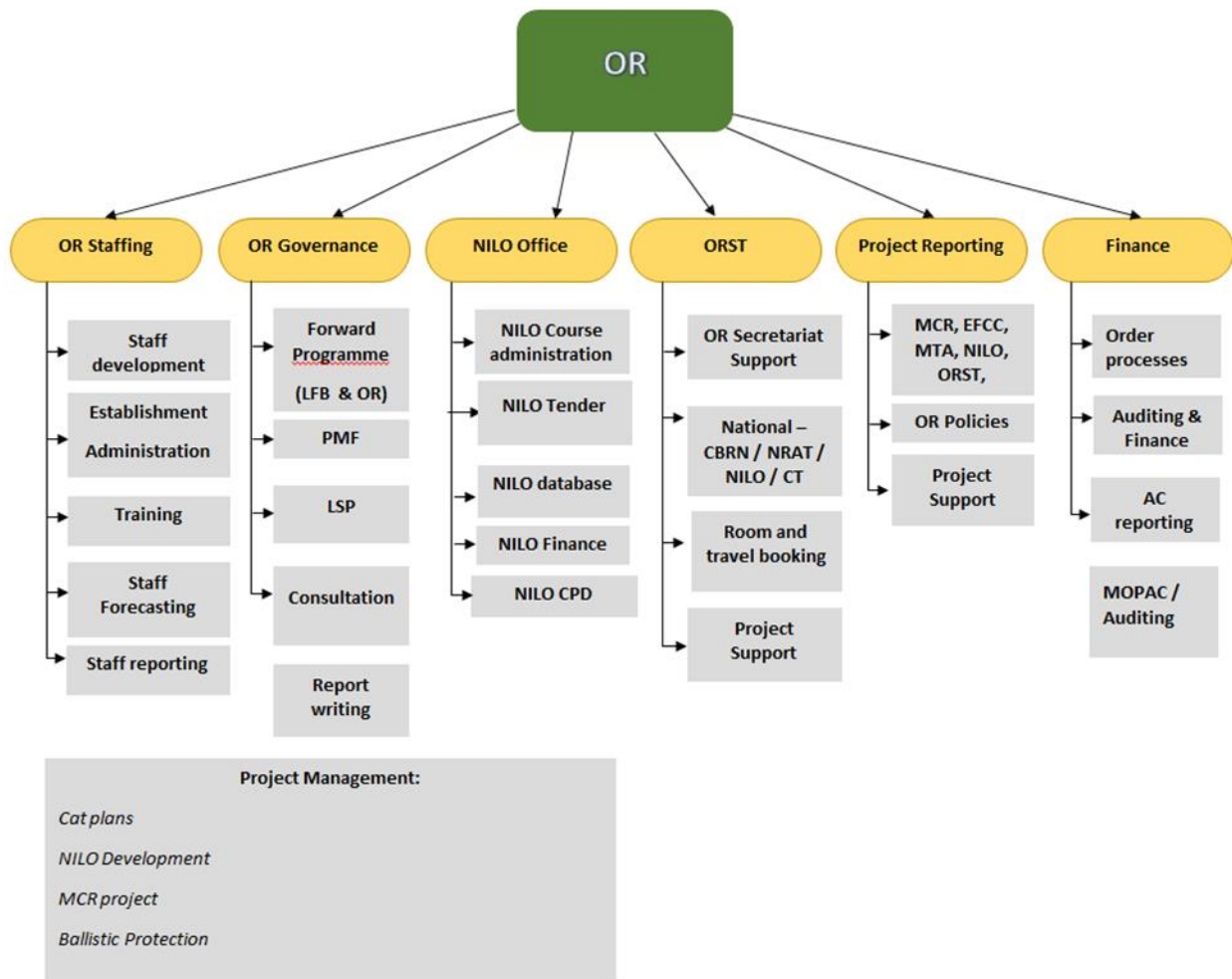
Overview

Current Structure

First created following the attacks on the World Trade Centre in 2001, and in response to the subsequent establishment of the New Dimensions Project; OR/SOG has had primary responsibility for overseeing LFB's response to terror related incidents. This initially included coordinating the Brigade's response to large-scale chemical incidents, CBRN, building collapse and natural disasters. As a result, the provision of an Urban Search and Rescue (USAR) capability also sat within OR/SOG but this moved to the Operational Policy and Assurance (OP&A) Department in 2008. Since 2001, the department has acquired a number of responsibilities that have shaped its current structure.

Overarching responsibility resides with the Assistant Commissioner (AC) for Operational Resilience and Special Operations Group. The AC is supported by the Head of London Resilience and the Deputy Assistant Commissioner (DAC) for Operational Resilience and Special Operations Group. Both the Head of London Resilience and the DAC for OR/SOG are responsible for the day-to-day operation of their respective departments. The structure and the associated workstreams have developed over time and sit outside of any specific departmental or strategic plan. It is also worthy of note that the department recently moved from the Safety and Assurance Directorate to the Operations and Assurance Directorate, and now sits within the newly established Operational Delivery Directorate, under the Deputy Commissioner.

The specific departmental workstreams (not including London Resilience) are currently managed by five Group Commanders (GC) reporting into the DAC. The department is supported by five FRS staff, managed by an Operational Resilience Planning Support Manager, who provide not only significant administrative support but also planning and governance oversight across all of the departmental workstreams. This includes the administration and coordination of a new departmental dashboard. The support team bring the various departmental workstreams together and help ensure the department is able to organise and facilitate the coordination of significant national initiatives such as the NILOs. This coordination function underpins the work of the department and has helped improve governance arrangements, especially in the last 2/3 years.



Following the London Fire Brigade Protective Security Review (2019), there has also been agreement for an additional GC and SuBO to oversee a project focussing on the Brigade's protective security arrangements. This would take the total number of GCs to six if all positions were backfilled. The workstreams that sit under the DAC and GCs for OR/SOG include:

- Rapid Response Team
- Smoke Filled Environment – Specialist Entry Response Team (SERT)
- Mass Casualty Recovery (MCR)
- Transport and Infrastructure
- Event Planning

- GT Command Officer Co-ordination
- Operation Bridges
- Catastrophic Management Response Options (CAT Plans)
- National Interagency Liaison Officer (NILO) Coordination and Training Delivery
- Brigade Coordination Centre (BCC) and Operational Resilience Support Officers (ORSO).
- Counter Terrorism Liaison (Protect and Prepare)
- Joint Emergency Services Interoperability Principles (JESIP)
- Protective Security
- Capital Guard

These workstreams are managed within a structure that divides the department between Transport and Infrastructure; Event Planning; Special Operations Group and the CBRN Rapid Response Team. London Resilience sits outside this structure and will be considered separately.

Transport and Infrastructure Group

This team deliver work relating to the efficient and safe response to incidents involving significant transport and infrastructure projects, including during the construction phase. The team work closely with other departments within LFB including Fire Safety, Fire Stations and Central Operations. They also work closely with London Resilience to ensure collaboration with other organisations working within the London Resilience Partnership.

The function is effectively divided between two key areas, Construction and Transport, and the Built Environment. The workstreams include assisting with some of the most significant and ambitious national infrastructure projects, which have economic and environmental impacts far beyond the jurisdiction of LFB. These projects include:

- High Speed 2
- Crossrail and Crossrail 2
- Thames Tideway
- SMART Motorways
- Silvertown Crossing
- Northern Line Extension
- Piccadilly Line Upgrade, Northern Line and Bakerloo Line Extension
- Battersea Power station redevelopment

In addition, the Group also advise and support a number of professional bodies and working groups including:

- London Pipe Subways Group
- London Underground ES Group
- Heathrow Emergency Operators Group
- Heathrow Resilience Partnership
- Rail Delivery Group

- City Airport
- Control of Major Accident Hazards (COMAH)

Event Planning Team

This team works closely with Central Operations, Fire Stations and Control and Mobilising to ensure robust and effective contingency plans are in place and delivered for both no notice and pre planned events that could significantly challenge the ability of LFB to deliver its services. The team also work to ensure the Brigade Coordination Centre (BCC) functions appropriately and this is supported through the provision of a cadre of Operational Resilience Support Officers (ORSO), set up in 2016 to assist the department in the delivery of its services in line with London Fire Brigade Strategic Response Arrangements; Out of LFB Deployment National Mutual Aid and GT MPS Special Operations Room. ORSO roles and responsibilities include:

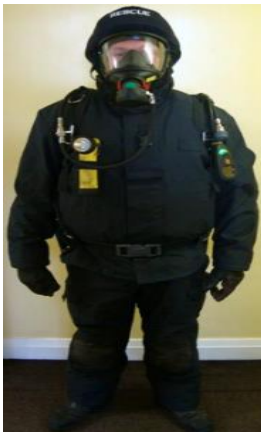
- Remote or local support to the Duty NILO with recall implementation, planning support, information gathering, logging and logistical support.
- Support to Incident NILO – including recording deliberate action and emergency response plans, logging decisions and logistical support.
- Attend and support BCC.
- Prepare and circulate OR/SOG summary sheets.
- Support GT Met Ops for planned events.
- Vehicle and equipment defect/repair for OR/SOG.
- Attendance at MPS Special Operations Room/Empress State Building/Control as a support officer.

Special Operations Group (SOG)

The role of the SOG is wide ranging and multi-agency in its approach. It is primarily concerned with the effective operational delivery of the Brigade's response to high threat, high risk challenges; particularly in relation to serious and organised crime and terrorist events. In order to deliver this response, everything the function does is multi agency in nature and includes a network of contacts and trusted partners that ensure both LFB and the UK fire and rescue service are included in the planning for and response to high threat incidents. This also includes an embedded officer into the National Counter Terrorism Policing HQ. The role supports the national coordination of the Protect and Prepare strands of the CONTEST counter terrorism strategy and is 75% funded by the MPS. The role is unique to LFB and includes national liaison with UK fire and rescue services.

In terms of response, the focus centres on a marauding terrorist (firearms) attack (MTA/MTFA) and sees officers within SOG, supported by senior officers and the NILO cadre, delivering a capability able to respond to an incident that may require mass casualty management and/or firefighting in an unstable and hazardous environment. Mass Casualty Retrieval (MCR) and Specialist Entry Recovery Teams (SERT) provide a tiered response capable of assisting with the mitigation of a terror related incident.

This could include but is not exclusive of an attack involving:



- Firearms
- Bladed Weapons
- Vehicles
- Fire
- Chemicals
- Explosives
- Combination of methodologies



CBRN Rapid Response Team (CBRN RRT)

The CBRN RRT provides the LFB's (and on occasion national) response for no notice Hazmat/CBRN incidents. It forms an integral part of the Brigade's response to:

- Suspected/confirmed CBRN incidents
- Catastrophic/Major Incidents
- Intelligence led operations (via Police or Security Services)
- Hazmat Incidents
- Major events where the police require a multi-agency CBRN response to standby

The CBRN RRT delivers a Detection, Identification and Monitoring (DIM) capability. Each National Resilience (NR) CBRN DIM vehicle in London has an optimum crewing level of four, with a minimum ridership of three.



London Resilience

The London Resilience Group (LRG), although employees of the London Fire Commissioner (LFC) and are included in the OR/SOG structure (as well as being collocated) in practice operate semi-independently. There are 22 non-uniformed members of staff, managed by the Head of London Resilience who is supported by three deputies. The team are also able to provide a 24/7 on call response. The unique position and status of London Resilience is derived from its relationship with the Mayor of London, Greater London Authority (GLA) and Local Authorities. It also stems from its role in coordinating and delivering the strategic objectives of the Local Resilience Forum (LRF) and maintaining a working relationship with over 170 partner agencies and organisations through the London Resilience Partnership.

The LRG provides a central team, which supports partner organisations who each have specific responsibilities for preparing for and responding to emergencies.

The LRG is jointly funded by the London Fire Brigade, London local authorities and the Greater London Authority. Although based within the London Fire Brigade, its day-to-day activity is based on supporting the Local Resilience Partnership through the development of the Capital's resilience by:

- Helping provide a secretariat to regional forums, coordinating the development of plans and capabilities.
- Supporting local authority emergency planning and response.
- Leading the planning process for agencies to respond to accidents at major industrial sites.
- Supporting pan-London arrangements if there is major incident in the capital.

LONDON RESILIENCE



PREPARING FOR EMERGENCIES

Although this Review is looking at the position of London Resilience within OR/SOG, it does not include an analysis of the way the LRG works and does not make specific recommendations on how the LRG delivers its function.

Future Challenges and Opportunities

One of the observations contained in Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) inspection of London Fire Brigade in 2018/19 stated:

"The Brigade is good at responding to national risks, which it has shown in its responses to several high-profile incidents. But it should make sure all frontline staff, and not just specialist response teams, are well prepared for being part of a multi-agency response. This includes responding to a marauding terrorist attack, given the relatively high likelihood of such incidents in London."

The theme of looking to embed major incident and/or terror related response into LFB's conventional arrangements was also highlighted in the Mayer Review, commissioned by the Mayor in 2016 to look at the resourcing of LFB in order to meet future challenges. One of the comments contained in the Review states:

"Specialist FRU crews would be central to the management of a terrorist attack on the capital and there are opportunities to enhance their role still further, for example by introducing the role of specialist MTFA responder to these units."

The value and importance of the LFB's response to any major or terror related incident was also highlighted in the Harris Review (2016) which was commissioned to look at London's preparedness to respond a major terrorist incident. The specific issue centres on the need for agreement with the Fire Brigade's Union (FBU) on the issue of MTFA response in particular. Recommendation 49 of the Review states:

"It is important that agreement is reached as soon as possible between the fire service and the FBU to encourage all relevant fire officers to have special training to enable them to crew Fire Rescue Units with the appropriate equipment so that they are able to respond to MTFAs. I would hope that this agreement could be reached by the end of this year."

Discussions on the need to broaden the scope of major incident training and response, especially in relation to potential terror related incidents needs to now progress at pace. There are challenges to this given the stance taken by the FBU at a national level but this should not prevent progress at local level. The threat is a foreseeable risk and needs to be addressed.

The need to provide a specialist capability while being cognisant of the industrial relations picture has undoubtedly added to the separation of OR/SOG – both real and perceived from the rest of LFB. This was highlighted in the London Fire Commissioner Independent Review of Training in 2019 where Recommendation 28 states:

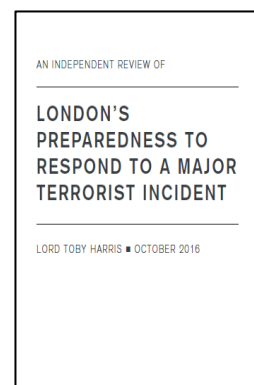
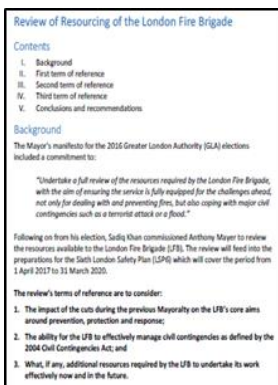
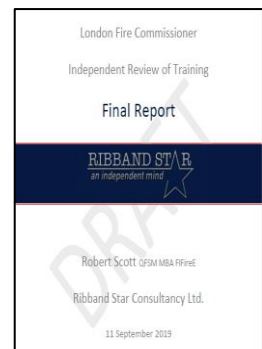
" It is strongly recommended that a formal relationship between OR/SOG and T&PD be re-established and all training needs, and suggested solutions, are discussed with the Head of T&PD prior to entering into any external agreements or developing in-house solutions.

It is vitally important that the T&PD department maintain 'corporate oversight' of all elements of training to strengthen the governance and accountability relative to this crucial element of the service.

A consistent method of recording training undertaken should be developed as a matter of urgency."

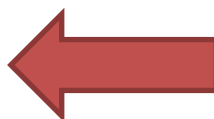
The theme that runs through these reports and reviews is clear. LFB needs to accelerate the provision of training, and if necessary equipment, to ensure conventional frontline crews are able to contend with a significant major terror related incident. This needs to be considered outside of any discussion on role maps or broader questions on the role of the fire service at such incidents – it is a foreseeable risk for all operational staff and needs to be addressed.

Although challenges remain, there is a significant opportunity for LFB to drive the national agenda and build on the highly professional specialist capabilities the Brigade has at its disposal. This will broaden the awareness, understanding and training for all operational staff to not only improve the service delivered to London but crucially, to improve the safety of frontline crews and officers.



The Threat

The threat and challenge posed by both domestic and international terror remains constant with new and emerging trends developing all the time. The Fire and Rescue National Framework for England published in May 2018 by the Home Office sets the strategic direction for fire and rescue services, and requires organisations to be interoperable in order to respond to the threat of terrorism and provide operational support within their respective geographical area. The requirement to be able to respond to and mitigate the impact of terror related activity is clear but the ability of the threat to continue to evolve and change attack methodology remains a real challenge for all emergency and security services to overcome.



Over the last two decades there has been a clear shift in the methodology from well planned and sophisticated high impact attacks (World Trade Centre and Mumbai) through to single agent actors utilising very crude weaponry (knives, vehicles). Although Islamist terrorism remains a very real and significant threat, there is increased activity from extreme far right right groups who pose a growing an emerging challenge. There is also increasing activity from state based actors including the alledged murder of Alexander Litvinenko in 2006 through the use of radiation poisoning and more recently the attacks in Salsbury in 2018 which saw Sergei and Yulia Skripal attacked with a weapon grade nerve agent, Novichock. In addition, the growth of serious and organised crime represents a challenge to the safety and prosperity of the UK, and this adds to an already complicated security picture. These risks are captured in the National Risk Register (NRR) and require ongoing assessment to ensure the Briagde is able to prepare and respond.

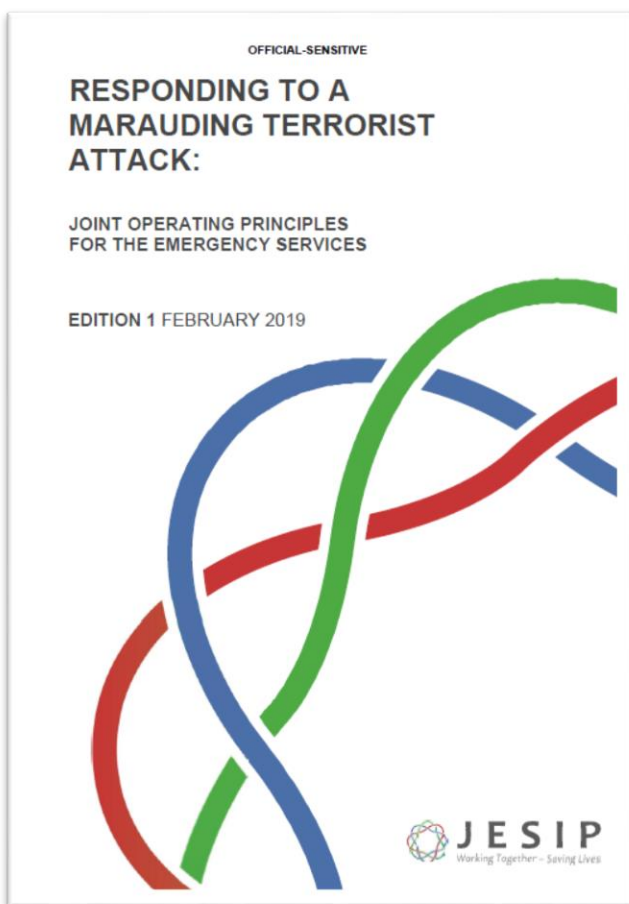
Crucially, what is clear from the recent attacks in the UK and the volatile and unpredicatble nature of the interconnected world we live in today, is the need for increased collaboration and cooperation across different agencies to prevent these types of incidents from occuring in the first place or mitigating their impact when they do. The only way to contend with signifcant and mulit-faceted threats is through systemic coordination across the public sector. OR/SOG have worked to ensure LFB has a capability able to respond to a variety of threats but this requires evermore flexibility in approach and more closer alignment with the Brigade's conventional response. The capabilities LFB has at its disposal are unrivalled in any other UK fire and rescue service and this provides an excellent base from which to develop the capabilities further still. To support national networks, the London Fire Commissioner now chairs the NFCC's Counter Terrorism Strategic Board, which acts to provide national coordination and support to the sector. With such an evolving and changing operational environment, the need for flexibility and adapability should inform how LFB's specialist response continues to evolve.



Blue Light and Multi Agency Collaboration

OR/SOG is arguably the most outward facing and multi-agency department in LFB. Every aspect of the services it delivers is based on partnership working. The department has built up a comprehensive network across different agencies, including central and local government, emergency services and the military. This network is of huge value to LFB, both in terms of reputational esteem but crucially through access to intelligence, which helps keep firefighters safe and the London Fire Commissioner and Deputy Commissioner apprised of critical information.

Collaboration and partnership working is absolutely essential for all relevant services in the preparedness for any multi agency major incident but especially one that involves a terrorist attack.



OR/SOG works closely with the Metropolitan Police Service (MPS) in particular to deliver training and ensure a capability able to respond to a variety of attack methodologies – especially those involving a smoke filled environment. No other UK fire and rescue service works so closely with partners in order to provide a genuinely multi agency capability able to operate in some of the most hostile environments the fire and rescue service would ever be asked to contend with.

LFB has a set of capabilities that can come together with partners to deliver a specialist response to a marauding type attack. This includes NILOs, SERT cadre (senior officers on duty or on recall), RRT MCR (first wave) and senior officer cadre MCR (second wave).

However, these capabilities need to be better understood across the Brigade and an opportunity now exists to look to 'mainstream' some of this multi-agency capability into LFB's conventional response.

The counter terrorism environment in the UK has adapted and is adapting to a changing threat dynamic and the fourth version of the United Kingdom's counter-terrorism CONTEST strategy reflects that reality. Building on the 2015 National Security Strategy (NSS) and the Strategic Defence and Security Review (SDSR), which identified terrorism as one of the highest priority risks to the UK, CONTEST seeks a 'whole systems' approach to tackling the threat through evermore closer

partnership working. The framework of Prevent, Pursue, Protect and Prepare remain the bedrock of the UK's CT strategy and OR/SOG has a particular focus on the Protect and Prepare elements through the secondment of an LFB officer into Counter terrorism Policing HQ (CTPHQ). This is a position with scope to grow and develop as evermore joined up working with blue light partners becomes the norm.



The position within CTPHQ is 75% funded by the MPS and ensures LFB is included in the conversation about risk critical intelligence. This means LFB has a position on the senior leadership team for Protect and Prepare, which not only looks at the picture in London but has a national coordination role. This means working with partners including the National Counter Terrorism Security Office (NaCTSO), the Centre for the Protection of National Infrastructure (CPNI), Armed Policing and the Operational Development Unit (ODU) – which focuses on multi agency training, and CBRN.



In addition, the LFB has access to a network of eleven regional counter terrorism units (CTUs) and intelligence units (CTIUs) who collaborate daily in order to inform the intelligence picture across the UK. This position is unique to LFB and enables fire and rescue at a national level to have a say and be included in the discussions. This is an area that could be developed further still to better align with NFCC structures and create further opportunities for collaboration. The MPS are keen to see the role evolve and potentially fund additional resources to help drive multi agency cooperation on key strands of the CONTEST Strategy.

There is also an opportunity to include protective security as part of the embedded officer's role. This is particularly pertinent given the need to ensure LFB

is able to respond at the earliest opportunity to a change in the UK threat level:

LOW – means an attack is unlikely

MODERATE - means an attack is possible, but not likely

SUBSTANTIAL – means an attack is a strong possibility

SEVERE – means an attack is highly likely

CRITICAL – means an attack is expected imminently

The role has the potential to develop and grow but must also increase the feedback into LFB. The MPS are now trying to share intelligence and information in a much broader way – across the public, private and third sectors so this also needs to be replicated within LFB.



The creation, development and support for the role of National Interagency Liaison Officer (NILO), is another area where LFB more broadly and OR/SOG more specifically have demonstrated the added value the organisation can bring to multi-agency and partnership working. As part of an analysis of the Home Office CBRN exercises in 2000, it was recognised that substantial improvements were required in how responding services liaised and worked together at multi agency incidents, especially major incidents and/or terror related events. In response, LFB developed the 'Inter-Agency Liaison Officer' role (ILO) in partnership with the MPS and specialist government agencies, which also proved popular with other fire and rescue services. The role then developed and in 2009/10 a new NILO course was designed as part of a partnership between the Chief Fire Officers Association (CFOA), Association of Chief Police Officers (ACPO) and the Department of Health (DoH). Students and delegates have been encouraged from across a number of different agencies to attend the course but particularly from the Police, Military, Ambulance and Fire and Rescue Services. The course is extremely well regarded by partners and NILO has emerged as the nationally agreed tactical and strategic multi agency advisory role throughout the blue light services.

"A trained and qualified officer who can advise and support ICs, police, medical, military and other government agencies on the FRS's operational capacity and capability to reduce risk and safely resolve incidents at which a FRS attendance may be required."

National Inter-agency Liaison Officer Guidance Document (CFOA 2014).

It is clear that the development of the NILO role, its coordination across the UK and the popularity and quality of the NILO course (especially since the implementation of the recommendations contained in the NILO Course Review published in May 2018), is something OR/SOG can be rightly proud of. It demonstrates the expertise that LFB has and the value the organisation brings through its ability to coordinate on a national level. However, there has been a tendency for the role in London to focus on counter terrorism and serious and organised crime when the role actually has a much broader remit. An opportunity now exists to ensure the role of the NILO is just as focused on providing partners with advise and guidance on LFB's technical rescue capabilities as it is with issues focused on CT. There is also a need for a more broader understanding across fire stations and in Control on the role of a NILO and how it works within the conventional incident command system.

Linked to the broader role of a NILO is the issue of operational blue light collaboration. Although OR/SOG work collaboratively with partners on a daily basis, there is also significant operational partnership working across LFB. In OP&A, workstreams include joint working on disaster victim identification (DVI); Urban Search and Rescue (USAR); water rescue and the LFB Fireboat; incidents at height; collapsed behind locked doors (CBLD); loggist training; wide area search; heavy transport and the Multi Agency Rescue Forum. In addition, Strategy and Risk, in partnership with Control, are overseeing the trial of the London Emergency Services Control Centre (LESCC). When the additional partnership working in response to the CoCOVID 19 pandemic is included, the breadth and scope of collaboration, particularly operational collaboration becomes clear. What is now required is a more coordinated approach to ensure the work is more widely understood across LFB and opportunities for further collaboration are realised. It therefore makes sense to rationalise operational collaboration within one department to drive this crucial work forward.

Prevention – PREVENT



PREVENT

As discussed earlier in the Review, LFB plays a key role in relation to the Protect and Prepare strands of the CONTEST strategy but LFB could also contribute significantly to the Prevent strand. The wider prevention role fire and rescue services more broadly and LFB specifically plays, along with their interaction with local communities means the opportunity exists for a more far reaching role in preventing terrorism and contributing to the de-radicalisation agenda.

The Prevent strand has three strategic objectives:

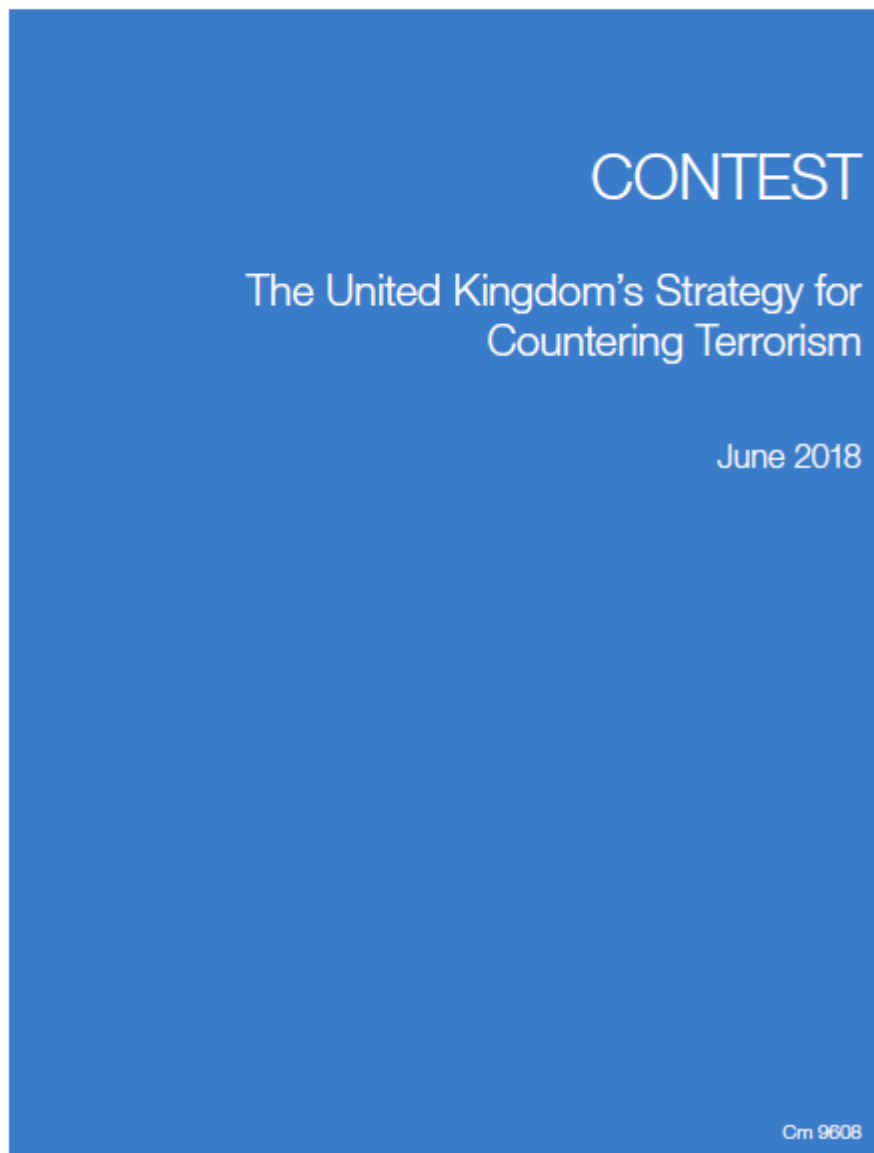
- Respond to the ideological challenge of terrorism and threat from those who promote it
- Prevent people from being drawn into terrorism and ensure they are given appropriate support
- Work with sectors and institutions where there are risks of radicalisation that need to be addressed.

Further still, there are a number of additional elements within Prevent that LFB officers should have an awareness of:

- **Channel Programme** – ensure that vulnerable individuals receive support before their vulnerabilities are exploited to in order to embrace terrorism.
- **Referral process** – how to activate a referral pathway for individuals who are a cause of concern.
- **The Vulnerability Assessment Framework** – this builds around three criteria: a) engagement, b) intent, and c) capability.
- **Information Sharing** – how information can be shared at a local level and through established mechanisms – e.g. Safeguarding Boards.

As well as increasing the awareness at Borough Command level, LFB, through a variety of Youth Engagement Programmes could contribute further still to offering diversionary activities to vulnerable

young people and building on the high regard in which LFB is held. Bringing the Youth Engagement Team into LFB's broader CT 'offer' has significant scope for further development and is an additional tool LFB can deploy to help keep London and Londoners safe.



The Case for Change

OR/SOG provides a function and delivers services for LFB that have no parallel in any other UK fire and rescue service. It forms part of a network of organisations that have developed information sharing arrangements built on mutual trust and respect. Everything the department does is multi agency and outward facing. Officers and staff are involved with the handling and dissemination of at times highly sensitive information and intelligence, which needs to be treated with respect and due diligence. The department also delivers specialist capabilities that ensure LFB is able to deploy critical assets to high threat incidents. These capabilities are sector leading and provide assurance to partner agencies about LFB's ability to respond to some of the most challenging and complex incidents firefighters could ever be asked to attend.

OR/SOG also oversees and manages the delivery of the National Interagency Liaison Officer (NILO) course and coordinates the national NILO network – including through the dissemination of risk critical intelligence and information through Resilience Direct. The 'added value' the department provides in supporting UK FRS and partner agencies through the sharing of intelligence should not be underestimated. This includes ensuring the London Fire Commissioner and Deputy Commissioner are appraised of key operational challenges and threats.

All of the department's critical workstreams involve partnership working and build on relationships established over a considerable period of time. OR/SOG also coordinates and manages the Brigade's planning for both pre planned and spontaneous events, which could threaten the ability of LFB and its partners to deliver critical services. However, for all the success the department has unquestionably had with partner agencies, the work of OR/SOG is not well understood across LFB. That has been an issue that has built up over a long period of time and has been compounded by the department's location in the basement at Union Street. This has led to a misconception that OR/SOG is somehow different or primarily focused on work that cannot be disseminated across LFB. There is also little doubt that the image of the department being somehow different has been perpetuated by a few officers working within OR/SOG since its inception in 2001. This perception does not reflect reality and points to the need for a cultural shift both within the department and across LFB. This links with the broader cultural change demanded of the Brigade through the TDP and needs to drive ongoing improvement within the department. Key partners such as the MPS have moved from a position of looking to maintain critical information to one where every opportunity to share with partners is taken if able to do so. The same approach needs to be adopted within LFB.

It is also clear that over time, OR/SOG has accumulated a number of functions in addition to its original remit. This has been done in part as a reaction to immediate need but is outside of any strategic or departmental plan. This has led to a collection of different workstreams under the OR/SOG banner, which might be better placed within other departments. Since 2016, London Resilience has also formed part of the departmental structure but in reality operates semi-autonomously. The case therefore for London Resilience to become a department in its own right and outside of any other broader departmental structure is compelling. However, this should not jeopardise the effective joint working that has undoubtedly occurred through collocation.

As a result of the amount of partnership working the department undertakes, there is a case for all operational multi agency collaboration to be coordinated by the department. At present the issue of blue light collaboration is a little confused across LFB and bringing responsibility for operational collaboration under the umbrella of the department makes both operational and organisational sense.

However, responsibility for multi agency projects should not include delivering JESIP or major incident training. JESIP should not be seen as a bespoke or specialist product but a business as usual activity that can be applied to all incidents irrespective of size and complexity. Policy responsibility for JESIP and major incident response should reside with the OP&A Department. Anecdotal evidence suggests that both JESIP and major incident policy needs to be better understood across LFB and should be included as part of incident command training/acquisition. This would ensure all officers with command responsibilities receive appropriate JESIP and/or major incident training. Under current arrangements, only Station Commanders and above receive a full JESIP training course. Embedding JESIP into incident command training would significantly expand the scope of JESIP and help embed multi agency working at all levels of operational response.

Given that there are a number of workstreams which have migrated to OR/SOG without any clear rationale, the Review has highlighted the opportunity to rationalise where they should reside moving forward. This includes a significant amount of the work undertaken by the Transport and Infrastructure Team (T&I), as well as overseeing and managing the Capital Guard contract. These workstreams, or elements of them, could be delivered by other departments, which will not only reduce duplication of effort but ensure expertise within LFB is better matched to departmental responsibilities.

The Transport and Infrastructure Team should therefore be managed within the Fire Safety Department. There is already considerable synergy and cross over, including a dedicated transport team within the Fire Safety Department. Many of the meetings attended by T&I are also attended by specialist Fire Safety Officers. In addition, the technical qualifications available to officers working within Fire Safety tend to be more academically and vocationally rigorous. Given the complex and

high level nature of the work being undertaken by T&I, it seems prudent to ensure the qualifications and skill set of the officers undertaking the work is appropriate. As a result of the expertise available in Fire Safety, it makes more sense for this key workstream to sit within that department.

The provision of Capital Guard is one of the most significant and complex contracts for LFB to manage and requires immediate attention. There is not currently a dedicated resource for managing Capital Guard, it is an additional responsibility for the GC overseeing T&I. Given the need to retender for the contract and the complexity of its management, a new corporate project should begin at the earliest opportunity to scope and develop the Brigade's emergency service contingency arrangements based on risk and need. This should be the responsibility of the Strategy and Risk Department. Fundamentally the Capital Guard contract is concerned with business continuity, risk management and strategic planning. It therefore seems sensible for Strategy and Risk to use their expertise and resource to outline and progress future options for a new contract (s). Once the preferred choice is made, responsibility for the management of the new arrangements will transfer to the Operations Directorate following a retendering process. Ongoing management of the current contract will remain with the Operations Directorate.

The realignment and rationalisation of workstreams will also generate opportunities for efficiencies to be realised as the new department takes shape. Give the current financial environment and the broader need within LFB to be more efficient (as highlighted particularly by HMICFRS), every opportunity will need to be explored as the budgets for Control and Mobilising and OR/SOG are reconciled and new ways of working explored.

It is also clear that the provision of the department's specialist response capabilities needs to be much more integrated within the wider Brigade. The NILO role, MCR, SERT and RRT do not appear to be well understood throughout LFB. This runs the risk of a parallel response when attending high threat incidents, resulting in a lack of coordination between specialist teams and the Brigade's conventional resources. It is also worthy of note that SERT offers a firefighting capability that would be hugely beneficial for LFB's frontline response. The use of positive pressure ventilation (PPV), advanced tactical ventilation and ultra high pressure water misting technology should not be the preserve of a small specialist team. This capability needs to be replicated throughout the Brigade. Similarly, the MCR capability also needs to be part of the Brigade's conventional response. It is not a capability that should be seen as primarily being for an MTA type response but one that could and should be used for any major incident. A project to 'mainstream' the MCR capability into LFB's conventional response arrangements has been planned for some time but this needs to accelerate with a renewed sense of urgency and pace. Under current arrangements, LFB would struggle to resource a multi seated attack with enough specialist teams. This is a foreseeable risk and therefore merits urgent redress.

Linked to the issue of integration is the need for frontline firefighters and officers to have a much more comprehensive knowledge and understanding of CT response. Not only is a terrorist related attack a foreseeable risk in London but it has occurred and involved conventional responders dealing with the aftermath of a terror related event. This was clearly demonstrated during the response to the Westminster Bridge attack in 2017. Given the ongoing threat and based on the evidence stemming from previous incidents, it is highly likely that frontline firefighters and officers will be exposed to a CT event and therefore this needs to be addressed as a matter of some urgency in order to protect the health and safety of frontline responders.

The RRT provide a crucial role in delivering a specialist response to both CBRN and Hazmat incidents. They also now provide an MCR capability, which supports the provision of that response through specially trained senior officers. Given the added resilience the RRT provide for MCR, there is a compelling case for training the RRT to also provide the SERT capability. This would then create a specialist team ready to be deployed immediately to a high threat and/or terrorist attack. In addition, the recommendations contained in the Review of the RRT in October 2019, which included incorporating the RRT into existing systems such as StARS, Roll Call Board (RCB) and Standby module (SBM) should be completed as a priority. Furthermore, the Home Office commissioned review of NR assets, 'New Dimensions Two' is also now gathering momentum and this will include an assessment of need based on current and emerging threats – which continue to evolve. A more resilient and adaptable model is therefore likely to be needed moving forward and this will include options for the next iteration of the London Safety Plan (IRMP), on how the capability can be delivered in an even more effective and efficient way.

It is also clear that it does not make sense to have a separation of Hazmat and CBRN policy. The two issues are absolutely interlinked and interdependent, and therefore a harmonisation of the policies makes complete sense. Operational delivery of the DIM capability should remain within the new department but Hazmat and CBRN policy should be combined and reside within the Hazmat Department in OP&A.

The relationship of the Brigade's Strategic Response Arrangements (SRA) vis a vis the Brigade Coordination Centre (BCC) is a little confused. The SRA is currently the responsibility of Strategy and Risk but the management of the BCC sits with OR/SOG. This split in responsibilities is unhelpful and needs to be examined. The current SRA policy is two years out of date and should be reviewed as a matter of urgency. The review should include where responsibility for the BCC should sit but more fundamentally look at the purpose of the arrangements themselves. At present the SRA straddles Level 4 Incident Command and business continuity arrangements, which can lead to confusion and blurred lines of accountability.

Therefore, in order to ensure the department is able to deliver its critical functions in the most efficient and effective way, a new department should be created called 'Operational Resilience and Control' (see Fig 1). This would better reflect the actual workstreams undertaken and the department's primary function in supporting frontline operations, which includes critical intelligence sharing, specialist response arrangements and operational planning. The department would also provide oversight of all operational blue light collaboration activity and include Control and Mobilising, which would have the added benefit of ensuring more joined up working regarding incident communications and operational pre planning. Much of the work undertaken by Control involves supporting the workstreams currently residing within OR/SOG and would help to further embed Control into operational response and planning. This move would also support a number of the recommendations contained in the **Kerslake Review** (following the Manchester Arena bombing in 2017), which specifically reference greater integration, situational awareness and coordination between Control and the multi agency arrangements in place to respond to a major incident:

'All Fire and Rescue Services utilising North West Fire Control as their call management and resolution service should review their service level agreements and build resilient contingencies and capabilities within North West Fire Control to enhance the development of multi agency shared situational awareness, which can most effectively inform the Fire Service command, control and coordination during no notice major incidents.'

'Greater Manchester Fire and Rescue Service should review the procedures, protocols and expectations that underpin communications links between its Interagency Agency Liaison Officers, the GMP Force Duty Officer and other partners' control rooms and critical response assets (e.g. Hazardous Area Response Teams).'

As previously highlighted, despite the excellent work the department unquestionably delivers as a trusted partner when it comes to the handling of operationally sensitive information, this work is not widely understood throughout LFB. This is an area that requires attention. For all the work the department has done externally, this needs to be replicated internally. The department has suffered from being regarded as 'different' and its physical location in the basement of Union Street (which needs to cease) has only served to exacerbate that perception. With a new Operational Delivery Directorate now in place, bringing together the Brigade's operational response arrangements, there is a real opportunity to better integrate the department's workstreams within the wider Brigade and ensure a more joined up approach when responding to and mitigating the impact of terror related and/or major incidents. A new Response Working Group should be established that brings together OR&C, OP&A, Fire Stations and Training to better share intelligence and promote a more joined up and cohesive approach to response and training. The working group would have a rotational chair

between the represented departments and will provide an informal forum for discussion and ideas. It would not be a decision making board but could make recommendations on issues that have an impact across departments within the Operational Delivery Directorate.

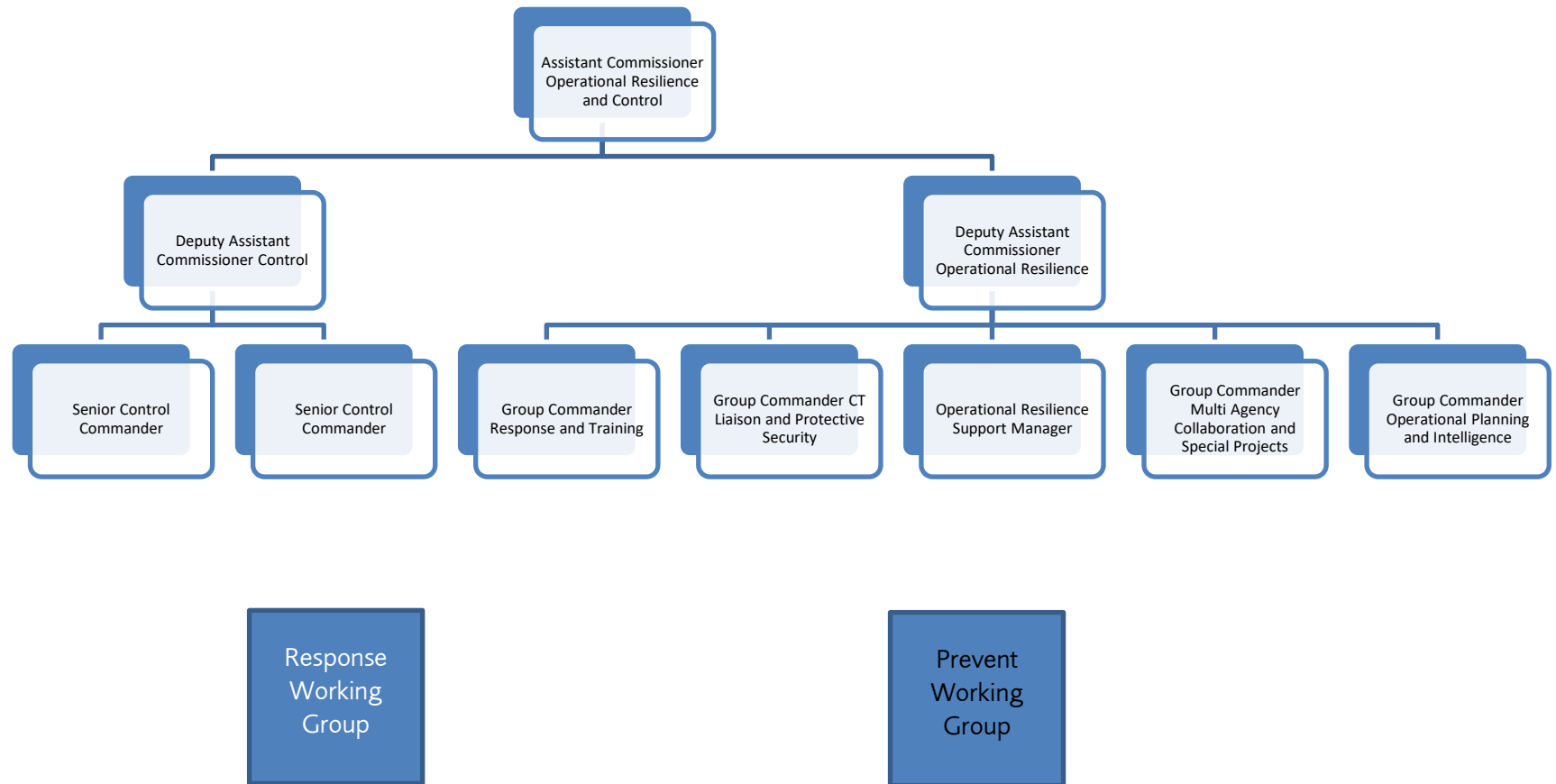
Linked to the amalgamation of Control and OR/SOG is the opportunity to look at how the London Operations Centre (LOC) is used. The LOC should become the hub location for OR&C given the synergy of the workstreams and the need to re - evaluate how Union Street is used. In addition, London Resilience already has a significant footprint at the LOC and this space should become a shared area between OR&C and London Resilience. Space at Union Street for OR&C will still be required but this could be significantly reduced if the LOC was better utilised. There are also clear operational benefits to having operational planning and specialist response capabilities being managed from the Brigade's command and control centre.

There is also an opportunity to better align the work the department does in terms of prevention. At present the focus is on operational response, planning and intelligence sharing. The department should work in a more joined up way with the Fire Safety Department, especially the Youth Engagement Team and develop options on how the Brigade can contribute further to the prevention and de-radicalisation agenda. A new PREVENT Working Group should therefore be established, which brings together OR&C, the Youth Engagement Team and Fire Stations. The group will not be a decision making forum but will be able to task work and make recommendations.

The London Resilience Group (LRG) currently sits within the overarching OR/SOG but because of its responsibilities to the Mayor, Greater London Authority and Local Authorities means it operates in a semi autonomous way. Although there are significant advantages around the collocation of the LRG with the departmental workstreams that sit within OR/SOG, this does not accurately reflect the significant demands placed on the LRG nor its requirement to remain semi independent from LFB. The position of Head of London Resilience should become a Head of Service post in its own right and the function a constituent department within the new Operational Delivery Directorate. London Resilience should however look at co-location opportunities with OR&C.

(Fig1)

New Structure – Operational Resilience and Control



The new Operational Resilience and Control Department will be overseen and managed by an Assistant Commissioner, forming a constituent part of the Operational Delivery Directorate, reporting to the Deputy Commissioner. OR&C will bring together OR/SOG (without London Resilience) and Control and Mobilising. The new senior management team for OR&C will consist of the AC, supported by a new position of DAC Control and DAC OR. The DAC Control will be a Control officer and be part of the senior operational rota for Control. They will have day-to-day responsibility for managing the Control and Mobilising function but Head of Service responsibility will remain with the AC. The DAC for OR will assume most of the responsibilities currently with the DAC OR/SOG position but without Transport and Infrastructure, JESIP, Major Incident Policy and CBRN Policy. The DAC for OR will manage four GCs who will each have responsibility for Response and Training; CT Liaison and Protective Security; Multi Agency Collaboration and Special Projects and Operational Planning and Intelligence respectively. In addition, the DAC for OR will have responsibility for the Operational Resilience Support Manager (FRS F). Responsibility for all operational blue light collaboration will transfer to OR&C.

To support the restructure, a Transition Plan will be developed to ensure departmental responsibilities are appropriately allocated and resourced, as well as ensuring plans are in place for the workstreams that will be transferred to other departments. As part of the transition, the budgets for Control and Mobilising and OR/SOG will be reconciled as one new department. The transition period is anticipated to run to the start of the next financial year (2021/2022) with staffing, departmental responsibilities and all transfer arrangements in place by 1st April 2021. This will also include establishing London Resilience as a stand alone department, reporting directly into the Deputy Commissioner as part of the Operational Delivery Directorate. The current Head of London Resilience will become an established Head of Service.

Response and Training

The GC for Response and Training will have responsibility for all operational response and training associated with OS. This includes responsibility for:

- Rapid Response Team
- Mass Casualty Retrieval (MCR)

- Specialist Entry Recovery Team (SERT)
- Smoke Filled Environment (Fire as a weapon)
- Marauding Terrorist Attack (MTA) – specialist and conventional

Responsibility will not only include LFB's specialist capabilities and training partner agencies but also a broader programme of training for station based crews and officers. The role will support work to upskill the RRT to include the SERT capability and also assist with the project to integrate RRT into LFB's conventional response.

CT Liaison and Protective Security

The current position that facilitates an LFB embedded officer into CTPHQ will remain but will also include overarching responsibility for protective security. Protective security arrangements will be the responsibility of individual Heads of Service with the position in OR&C providing a coordination role and expert advice, including operational intelligence. In addition, the embed will work with the MPS to increase the scope of the role and potentially expand the number of LFB officers seconded into the MPS to support regional and national work on Protect and Prepare.

Multi Agency Collaboration and Special Projects

Overarching responsibility for operational blue light collaboration will transfer to OR&C under the remit of the GC for Multi Agency Collaboration and Special Projects. This will include responsibility for the NILO role at a local, regional and national level.

Operational Planning and Intelligence

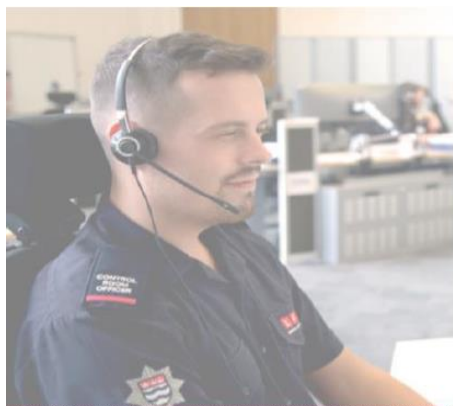
The GC for Operational Planning and Intelligence will have responsibility for event planning, both pre planned and spontaneous, Catastrophic Management Plans, the Operational Resilience Support

Officer (ORSO) cadre and liaison with GT SOR. The role will also include supporting the review of the Strategic Response Arrangements (including the role and function of the Brigade Coordination Centre (BCC). This function will have its base location at the London Operations Centre.

Operational Resilience Support Team

The Operational Resilience Support Team will be managed by the Operational Resilience Support Manager and will provide administrative support and oversight of all the new departmental functions – including Control and Mobilising. The function will have its base location as the London Operations Centre but working flexibly, including maintaining a presence at Union Street will also be a consideration.

Control and Mobilising



Control and Mobilising

Improvement Plan

2019-2024

The Control and Mobilising Department is progressing with a Control Improvement Plan (CIP) following its agreement in October 2019. One of the key objectives within the CIP was to better align and embed Control within LFB's operational response arrangements. Bringing Control into a new Operational Resilience and Control Department will better reflect the crucial role Control plays in supporting frontline response but will also provide a more joined up approach for managing complex major incidents. A number of the criticisms that have been levelled at blue light services following significant or complex incidents is around communications – both internally and with partner agencies. By bringing Control

and OR/SOG together, better working relationships will develop and crucial information exchange between Control and frontline operations – both specialist and conventional should improve. There will also be a number of opportunities to realise efficiencies through joint working that will reduce duplication, such as pre planned and spontaneous event planning. In addition, with plans in place to locate a Command Unit at the LOC, additional opportunities for joint working and exercising for complex and/or terror related incidents will be realised. This will improve further still the integration of Control and more create a more joined up approach to operational response and planning.

Deputy Assistant Commissioner – Control

In order to support the new senior management structure within OR&C, a new rank of Deputy Assistant Commissioner for Control will be established. The DAC Control will assume responsibility for the day-to-day management of Control and will form part of the senior Control officer operational rota. The DAC Control will line manage two Senior Control Commanders. This means operational responsibility for the management of Control will reside with a senior Control officer providing a clear career path to senior management for all Control officers who wish to progress. This will provide greater parity with firefighters and officers, further embedding Control into operational response. To ensure strategic oversight of Control, Head of Service responsibility will reside with the AC for OR&C.

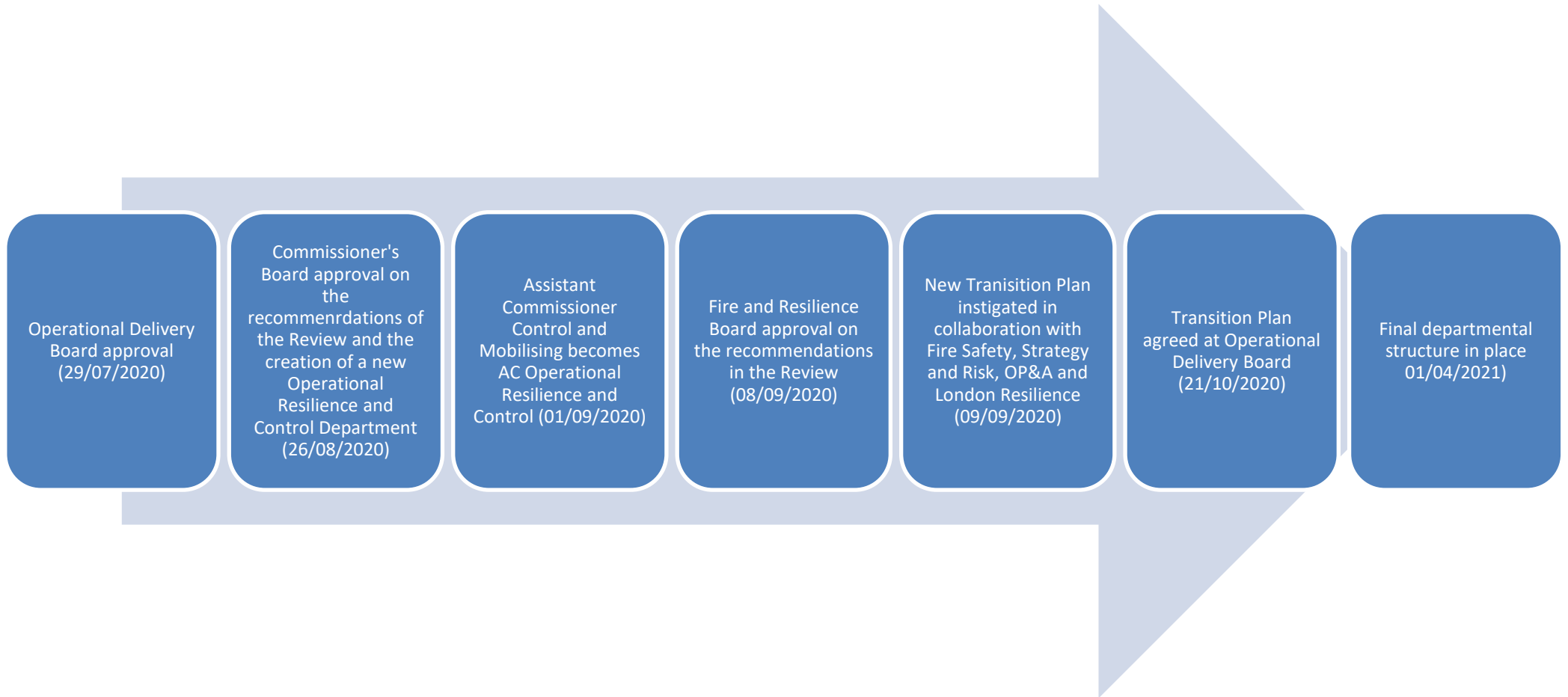
Implementation

As with any restructure, there will need to be an appropriate plan in place and transition period to enable the implementation of the recommendations that are agreed as part of this Review. If the recommendations are accepted, work will need to begin on a new Transition Plan designed to reconcile budgets, ensure departmental workstreams are appropriately resourced and provide time for the functions transferring out of OR&C to integrate into their new departments. It is anticipated that this will last for 6 months ensuring the final structure is in place by 1ST April 2021.

The transition period will also enable discussions with the representative bodies on key areas contained in the Review to progress with increased urgency. It will also enable further discussion with all staff directly affected by the move, both in OR/SOG and Control and Mobilising so that everyone can understand the rationale and the direction of travel. It will also enable our partners in the emergency services, military, local and central government to understand the new arrangements, and crucially the opportunities that should be enabled moving forward.



Transition



Conclusion

The OR/SOG Department delivers services on behalf of both LFB and the national fire and rescue sector that are unrivalled within any other UK fire and rescue service. The department is outward facing and multi agency in everything it does. However, for all the department's success in terms of interoperability, it has not been able to integrate itself into the wider Brigade and consequently much of the work the department undertakes is either unknown or misunderstood. There is now an opportunity to reset and reassess what the department needs to deliver as firstly part of the Brigade's Transformational Delivery Plan (TDP) but also in response to a changing operational environment and risk profile. Through the creation of a new department, which brings together the current OR/SOG and Control and Mobilising functions, LFB will be able to better align workstreams, provide additional governance and oversight, and deliver even more efficient and effective services.

It is interesting to note the parallels that became obvious through the course of this Review between the position of Control within LFB and that of OR/SOG. Often regarded as somehow different, often misunderstood but both delivering high threat, high risk services on behalf of LFB. Under a new departmental structure, within the Operational Delivery Directorate, the opportunity to accelerate the integration of both Control and Mobilising and OR/SOG into LFB is clear. In addition, operational collaboration, both within LFB and with partner agencies also needs to accelerate at pace to not only respond to a challenging financial environment but more importantly, to provide a genuinely joined up 'offer' to help make firefighters, London and indeed the UK safer. The new Operational Resilience and Control Department will be better structured to assist in that ambition and play its part in the broader transformation of London Fire Brigade.

