

**Written submissions received for the London Assembly's investigation
into London's emergency and health services' preparations for 2012
Olympic and Paralympic Games
Part II**



CENTRAL OPERATIONS

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James Cleverly AM
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6 May 2010

Dear James

We are writing in response to your letter dated 18 March requesting information on how London's emergency services are working together to ensure the delivery of services during the 2012 Olympic and Paralympic Games. As you are aware, the same letter was sent to Kit Malthouse as representative of the MPA and to a large number of people within the MPS and we have agreed with you that it would be sensible for Chris Allison, as the Assistant Commissioner with responsibility for the Olympic and Paralympic Games, and Kit Malthouse to reply jointly on behalf of the Metropolitan Police Service and the Metropolitan Police Authority.

As you are aware, the Government has set a £600m funding envelope to cover the additional national costs of securing the Games. There is also a contingency fund of £238m that can only be accessed in the event of the threat level increasing to 'critical' or in the event of a change in terrorist attack methodology. The Olympic and Paralympic Safety and Security Strategy is predominantly focussed on defined locations, with a reliance on business as usual practices covering the areas that are out of scope of the strategy. The £600m is designed to pay for additional security measures that are required but there is also considerable reliance on business as usual activity being deployed as a part of the overall operation.

The Home Office has created an Olympic and Paralympic Safety and Security Programme and this programme is responsible for ensuring that the money that has been made available is being spent in a way that reduces the risks that threaten the Games. The Metropolitan Police Service and ACPO have created a joint team called the Olympic Policing Coordination Team (OPC) which is co-located with the Home Office Team (OSD) the Olympic Delivery Authority (ODA) and London Organising Committee for the Olympic Games (LOCOG) in Canary Wharf. The OPC is responsible for coordinating the national policing response to the Games given that there are venues/events in eleven different police force areas. The OPC has representatives from the Fire Service and the Ambulance Service as part of their team.

London is the focus of about 70% of the Olympic and Paralympic Games and we have been planning our response for some considerable time. The challenge comes not only from the scale of the event but also from the length of time of the safety and security operation. While the MPS is used to dealing with large events such as Notting Hill Carnival and New Year's Eve, these events only take place over a very limited time period and the MPS can police these within existing resources.

One of the key assumptions in our planning for 2012 has been the need for the MPS and MPA to deliver business as usual to the communities of London. With this as the starting point, the MPS has looked at how it can increase the availability of police officers during the Olympic period to meet the requirement. The types of levers that can be used during the Games period are the cancellation of all training, a reduction in the levels of leave that are granted and a reduction in the numbers of days off that officers are allowed. The impact of this will be felt across the MPS throughout 2012 as officers take their days off or are trained at other times in the year. On the basis of the current planning, it is clear that the MPS will have to rely on mutual aid to assist in delivering a safe and secure games as it cannot provide all of the officers that will be required. While there have been some early estimates as to the resourcing levels that will be required, the exact numbers are still being worked upon as we get a better understanding of the locations to be covered and how LOCOG are going to operate.

The Metropolitan Police Authority has oversight of the Olympic plans through its Olympic and Paralympic sub-committee and last year, the Commissioner and Assistant Commissioner Chris Allison presented to the Full Authority on proposals for policing the Olympics. At that meeting, it was made clear that an event of this size would have an impact on London but that the MPS would work hard to ensure that communities would still have an appropriate policing response. It is interesting to note that other Olympic cities saw a reduction in crime and disorder during their games and it is hoped that we will see a similar trend in London.

The MPS and MPA continues to work closely with colleagues in the other emergency services, both in terms of routine business as well as in ensuring that our plans for major incidents are up to date and relevant. Any issues in relation to routine business are dealt with through one to one meetings or through quarterly strategic meetings while the major incident response is brought together through LESLP and the London

Regional Resilience Forum. The Olympics and their impact are regularly discussed at all of these meetings.

While the Olympic Safety and Security Programme is on track, there is still much work to do to refine and deliver the plans given that there is just over two years to go. While the programme currently sits just within the £600m funding envelope, a number of budget pressures have been identified and there are still a large number of assumptions that are being worked through.

Provided there are no significant changes to the funding arrangements, both the MPS and MPA believe that policing across London during 2012 will continue to be delivered effectively and that the Olympics and Paralympics will be both safe and secure.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Chris Allison', with a stylized, cursive script.

Chris Allison

A handwritten signature in black ink, appearing to read 'Kit Malthouse', with a stylized, cursive script.

Kit Malthouse

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19th July 2010

Dear James,

I am writing in response to your letter dated the 1st July. I also refer you to the joint letter from Kit Malthouse and myself dated the 5th May 2010 and the evidence that I gave on the 9th June.

Your raise four questions in your letter and I will answer them as best I can. However, it is important to stress the Olympic and Paralympic Safety and Security Programme is an on-going piece of work being led by the Home Office which has many variables and we will continue to work closely with them right up until games time.

As I set out in my original letter, the Government set a lifetime funding envelope of £600m in 2007 to cover the additional national costs of securing the Games and additionally, set a contingency fund of £238m that can only be accessed in the event of the threat level increasing to 'critical' or in the event of a change in terrorist attack methodology. The £600m funding is there to pay for additional security measures that are required but the Government expects a significant amount of existing asset to be flexed and diverted into policing the Olympics. The Olympics are the biggest peacetime operation that Police Service will have had to undertake and it has to be expected that there will be an impact on policing during 2012. The MPS will continue to ensure, wherever it can, that this impact is minimised.

We have recently undertaken a review of the 2010/11 Olympic spending to ensure that it sits within the funding envelope set by Government for this year. In addition, submissions are currently being prepared by the Home Office in relation to Olympic Security that will be considered as a part of the Comprehensive Spending Review (CSR) process that is due to report in the Autumn. At that time, there will be greater clarity about whether there are any changes to the current funding envelope.

As I informed the Panel when I gave evidence, there is considerable work being undertaken in relation to the resources that will be needed to police the Games. This work has resulted in the latest version of the National Resource Requirement which is being used as the basis for a mutual aid planning exercise that is currently underway. However, it is important to state that the current plans are still built on many assumptions and we will be working closely with LOCOG over the next year to ensure that our plans are totally integrated with theirs so that they collectively deliver the levels of security that are required. The core level of funding for the Police Service, which will be announced as a part of the CSR process, will also have a bearing on the levels of mutual aid as will the threat level for the Games which, for the purposes of planning, is currently assumed as being 'severe'. For all of these reasons, the National Resource Requirement will be kept under constant review as will be the way in which the Police Service intends to meet that demand and it is unlikely that there will be a complete understanding until mid to late 2011.

Testing and exercising are fundamental to ensuring that our collective plans will achieve the desired results. There is a testing and exercising project in the Olympic and Paralympic Safety and Security Programme (OPSSP) being jointly run by the Olympic Security Directorate in the Home Office and the MPS/ACPO Olympic Policing Coordination Team which is planning a series of tests and exercises over the next two years. We are also fully involved in the wider exercise programme that is being overseen by the Government Olympic Executive. To date, there have already been two small exercises looking at command and control issues and these were followed by the first major two day exercise, Citius Torch, which took place on the 15th and 16th July and involved over 200 delegates from all of the organisations who will be working together to deliver the Games.

There are a number of planning assumptions in the OPSSP such as the levels of investment in policing across the country and the threat level as outlined above. All assumptions will be kept under constant review but there is a reality that we will not get final clarity on some of them until 2012 itself.

I trust that the above information assists as best as possible. Planning for the Olympics and Paralympics is very complex, has many interdependencies and involves a large number of organisations. With two years to go, I believe that we are in a good place in terms of our preparations while recognising that there still remains a lot to do. I am satisfied that, on the basis of all the work that has been done to date and will be done in the future, the MPS will be in a position to successfully police the Games while still delivering a policing service across the rest of the Capital.

A handwritten signature in black ink, appearing to read 'Chris Allison'.

Chris Allison MBE
Assistant Commissioner
Central Operations, Olympics and Paralympics



Our ref: 2010/ja/100510

James Cleverly, London Assembly Member
City Hall
The Queen's Walk
LONDON SE1 2AA

5 May 2010

Dear Mr Cleverly



Review into how London's emergency services are working together to ensure the delivery of services during the 2012 Olympic and Paralympic Games.

Thank you for the opportunity to provide the London Assembly with information for your review relating into the delivery of the emergency services during the 2012 Games. The first key point to confirm is that the Olympic Delivery Authority has no involvement in the planning and coordination of emergency service provision during the London 2012 Olympic Games and Paralympic Games.

However, I have taken this opportunity to detail the programme of activity that the ODA is carrying out during the construction programme for the 2012 venues and infrastructure. Although this is not directly relating to the specifics of the enquiry, I thought it would be a good opportunity to provide you an overview of the processes and initiatives that the ODA has introduced during the construction phase, and which has to date had a positive impact on the health and safety record of the project.

The Olympic Delivery Authority (ODA) has placed the health, safety, and security of everyone working on the construction programme at the heart of its planning and delivery. The ODA is fully compliant with applicable UK and European legislation, aiming to push industry standards where possible, which has lead to the organisation being recognised for delivering best practice.

The ODA has developed a formal standard for Health, Safety and Environmental Management that forms part of the contractual documentation with its suppliers. To deliver this in practice, the ODA has developed a systematic approach which includes ensuring that health & safety considerations are included in all business cases, specifications, and tenders; health & safety is integrated into the scoring system across the procurement process; and before starting work on site all, meetings take place with contractors to discuss how they intend to address health & safety from mobilisation to completion.

The Olympic Delivery Authority is a statutory authority established under the London Olympic Games and Paralympic Games Act 2006.



MAYOR OF LONDON

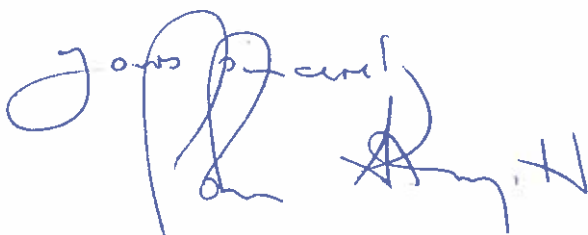
The ODA has set a benchmark of 'one in a million' (that is, one reportable accident for every million hours worked) and this is currently being exceeded. During 33,000,000 working hours on the construction programme there have been 13 periods of one million hours worked without a reportable accident. However, as the construction period and employment on the Olympic Park peaks in 2010 and 2011 there is no room for complacency and the ODA and its contractors will work hard to mitigate against accidents across the Olympic Park.

Another area the ODA is committed to is enhancing the well-being of all of the workforce involved in the delivery of the Olympic Park. The ODA plays an active role in managing and reviewing the well-being of the workforce across the Olympic Park. For example, the ODA has implemented health & safety committees across all the projects taking place on the site. Over the last two years the ODA has carried out 'Climate surveys' to establish workforce views across a range of questions relating to the environment in which they are working within. Each project receives action plans to implement in response to these views. In addition the ODA has a close working relationship with the construction unions and actively supports a number of trade union safety representatives based on the Olympic Park.

The ODA has also established occupational health facilities on site for the workforce. The Park Heath Medical Centre provides an emergency and preventative health service that is free for the entire workforce working across the Olympic Park. The team includes nurses, occupational health physicians, occupational hygienists, and a visiting GP. As a result, there are over 1,000 engagements per month between workers and occupational health teams.

It is worth noting that the London Ambulance Service has exchanged a formal Memorandum with our occupational health provider, the first time that it has done so with a private provider, to act as first responder to any health emergency arising on the Olympic Park or Olympic Village. Furthermore, our partnership approach with the NHS has resulted in diabetes clinics, smoking cessation sessions, sexual health clinics and other initiatives being taken jointly with local NHS Trusts.

I hope this helps to inform your enquiry. If you require any further information please contact Huw Edwards on huw.edwards@london2012.com



John Armitt

Chairman, Olympic Delivery Authority



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12th May 2010

Dear Mr Cleverly

Re: Call for views and information: Review into how London's emergency services are working together to ensure the delivery of services during the 2012 Olympic and Paralympic Games

Thank you for your letter of the 18th March 2010 regarding the call for views and information on emergency services in London during the 2012 Games.

The Health Protection Agency (HPA) is responsible for protecting the health of the population from threats due to biological, chemical or radiation hazards. Health protection planning for 2012 is organised within the agency through a cross-agency programme led by the Regional Director for London. It should be noted that the Health Protection Agency is different from many other organisations involved in planning for 2012 as it is a national agency and therefore will be responsible for health protection services nationally as well as in London.

Through the programme, the agency is coordinating the work of all the specialist national, regional and local expertise of the agency including the local health protection units who will deliver frontline services during the Games and the specialist centres that will support them.

Externally the agency is working with a range of organisations including NHS London, the Department of Health and other government departments, the Metropolitan Police, London Resilience, London 2012 "CityOps" and the London Ambulance Service to ensure that all activity leading up to, and during, the games is properly coordinated and is effective and efficient. The agency is also working with the World Health Organization (WHO) on international aspects of the Games.

Throughout this programme of work the two key themes are ensuring the Games are safe and healthy and ensuring that the day-to-day work of the agency (in London and across the country) continues normally.

The agency has extensive experience of responding to major long-lasting events (from polonium-210 to pandemic flu) and our business continuity systems have been regularly tested. In addition, our work with WHO has given us access to international insight and expertise in the public health aspects of "mass gatherings" such as the Games. We are therefore confident that we will be able to sustain the workload associated with the Olympics and Paralympics without reducing our normal service to the population of London and beyond.

Our overall summary would be that while it is important for London (and the UK generally) to plan to be ready for any event that might occur in association with the Games, we already have a good foundation

of health emergency preparedness within London, a good track record of co-operation and collaboration and we have in place systems to allow us to coordinate our activities in anticipation of the Games.

In respect of the hazards that are the specific remit of the Health Protection Agency, especially the burden of communicable diseases, the world literature is reassuring and does not indicate a significant rise because of the Games. Nevertheless we recognise that the Olympic and Paralympic Games are special and we are committed to ensuring that we prepare for any eventuality. Sustaining the workload associated with monitoring the pattern of health across London and the UK for the duration of the Games, and being able to respond to any unusual occurrence, will be a challenge for the agency but it is one we believe we will be prepared for.

With regard to your specific questions:

1. What is the expected impact of the Games on London emergency and health services' ability to deliver services as usual?

With respect to health protection services we anticipate no deterioration in the level of service normally provided to London (and across the country).

2. What is your role in ensuring delivery of health and emergency services as usual during the Games and what are you doing to meet these responsibilities?

The Health Protection Agency's role is to protect the population from health threats arising from biological, chemical or radiation hazards. Our work in relation to the 2012 Games falls broadly into 2 areas: the collection, collation and analysis of information on the health status of the population to detect any variation from normal, and the investigation of any abnormal health events detected, with an assessment of any risk arising and a response to mitigate any risk.

Both these areas of work are in essence "normal business" for the agency but in the games context will require a greater intensity of work, a more comprehensive approach and a more rapid response time. All these aspects are currently being planned within the context of the agency's overarching Strategic Incident and Emergency Response Plan; the plan itself is being reviewed in the light of lessons learned during pandemic flu.

3. What milestones and planning assumptions are London's emergency and health services working towards in preparing for the Games?

The Health Protection Agency has an agreed project plan with key workstreams and milestones. This project plan is monitored by the Agency's Executive Group and by the Board. The project plan is based on current national planning assumptions and assumptions derived from collaborative work with the World Health Organization on previous Olympic and Paralympic Games and comparable events. The project plan is currently on schedule.

A key planning assumption from the evidence of previous Games and similar events is that these mass gatherings do not generally result in an overall significant increase in the burden of communicable disease for the host country or city, but specific incidents and occasional outbreaks can and do occur.

The key milestone is to have all the agency's systems ready at least one year prior to the Games to allow one year of comparative data collection and system testing. The agency is currently on track to deliver this.

4. What are the resource implications for delivering emergency services during the Games and how will these be managed?

For the Health Protection Agency the key resource implications are:

- ❖ Staffing the Operations Centre at the agency's HQ and specialist centres to collate and analyse our health surveillance information and produce regular Situation Reports and risk assessments throughout Games time. This is within our existing operational planning and based on the agency's Strategic Incident and Emergency Response Plan.
- ❖ Additional health surveillance using hospital emergency department systems to supplement the existing surveillance from primary care and NHS Direct. This is already being tested and has been funded within the agency's strategic plan.
- ❖ Additional laboratory testing to allow us to identify any potential outbreaks associated with the Games. This is being planned and discussions on any additional funding will involve the DH as our sponsoring department and NHS London as a key partner.
- ❖ Ensuring sufficient capacity (primarily staff) is available to investigate and respond to any incident during Games time. This is part of the agency's normal business continuity planning and has been tested during pandemic flu. Any additional funding requirements will be discussed within the agency's normal planning processes with DH as our sponsoring department.

5. What co-ordination arrangements are London's emergency and health services entering into with other relevant stakeholders to ensure delivery of services as usual during the Games?

The Health Protection Agency has longstanding arrangements in place for coordination with other health partners in London, including participation at all levels of the London Resilience Forum and regular joint meetings with NHS London.

In the context of preparing for the 2012 Games the agency has established specific joint working arrangements with NHS London and LOCOG, as well as DH and other government departments.

The agency is a member of the NHS London 2012 Programme Executive, co-chairs the Public Health Steering Group with NHS London (including representatives of London local authorities and LOCOG), and is a member of the DH Olympic and Paralympic Health Programme Board alongside NHS London and LOCOG.

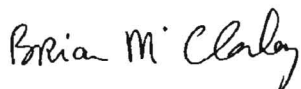
6. What are the key issues facing London's emergency services in planning for the Games over the next 12 months?

For the Health Protection Agency, key issues in the next 12 months are:

- ❖ Ensuring clarity of command, control and coordination arrangements across agencies during Games time.
- ❖ Ensuring new health surveillance arrangements are in place in time to allow 12 months baseline data collection before July 2012.
- ❖ Ensuring clarity of human resource arrangements for the summer of 2012.
- ❖ Building 2012 requirements into the scheduled major exercise programme.

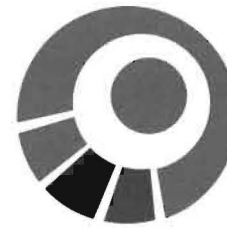
I hope this information is helpful. I would of course be happy to clarify anything the committee has further questions on.

Yours sincerely



Dr Brian McCloskey
Regional Director for London
Health Protection Agency

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Tube Lines

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11 May 2010

Thank you for your letter inviting our views on how London's emergency services are working together to ensure the delivery of services during the Olympic and Paralympic Games in 2012.

Tube Lines' Emergency Response Unit (ERU) is contracted by London Underground to provide its emergency response service on the Underground and to provide a support service to the London Overground. Transport for London and London Underground are taking the lead on planning the emergency services that will be on standby for the Underground during the Olympic and Paralympic Games; Tube Lines is working with London Underground (specifically the Emergency and Contingency section within Operational Support) on this planning.

In response to the questions you raised in your letter, Tube Lines has provided responses to those on which it is in a position to comment.

1. What is the expected impact of the Games on London emergency and health services' ability to deliver services as usual?

London Underground will provide a response to this

2. What is your role in ensuring delivery of health and emergency services as usual during the Games and what are you doing to meet these responsibilities?

Tube Lines' Emergency Response Unit (ERU) is contracted by London Underground to provide the emergency response service on the Underground (and a support service on the London Overground network).

The role of the ERU is a varied one. It has four depots at key points on the Underground network and provides a range of core services on a 24/7 basis. These services include responding to and dealing with:

- collision and derailments
- people under trains
- broken and cracked rails
- major service disruption (e.g. train stop failures)
- track flooding
- track inspections and searches
- terrorist alerts

The ERU works closely with London's other emergency services. It is not however currently technically classified as an emergency service (this being reserved for police, fire brigade or ambulance services) and as such ERU vehicles do not use blue lights and are not permitted to use bus lanes.

3. What milestone and planning assumptions are London's emergency and health services working towards in preparing for the Games?

London Underground will provide a response to this

4. What are the resource implications for delivering emergency and health services during the Games and how will these be managed?

London Underground will provide a response to this.



5. What co-ordination arrangements are London's emergency and health services entering into with other relevant stakeholders to ensure delivery of services as usual during the Games?

The ERU is in ongoing discussion with London Underground's xxx directorate to ensure that it is in a position to respond to all service requests that might be made during the Olympic Games. We are also maintaining close contact with London's other emergency services.

In addition to the daily liaising with London Underground, our ERU team and Emergency Planner meet with them on a monthly basis to discuss in more analytical detail the previous month's activity reports. They also meet on a quarterly basis to discuss reactions to major incidents and events that may have occurred and review reaction plans.

In the lead into major events (e.g. London Marathon) our teams meet with London Underground on a weekly basis to ensure that there is close coordination between both sides. Very early in the lead into the Olympics these weekly planning meetings will become a key permanent feature of the emergency response service which we provide to London Underground.

6. What are the key issues facing London's emergency and health services in planning for the Games of the next 12 months?

A key issue facing the ERU during the Olympic Games which could have a negative impact on response time to emergencies is the proposal to introduce temporary traffic management measures to ensure more reliable road journey times for the Olympic Family.

Only emergency vehicles sporting 'blue lights' will have access to the Olympic Route Network (ORN) which is being put in place for the duration of both games.

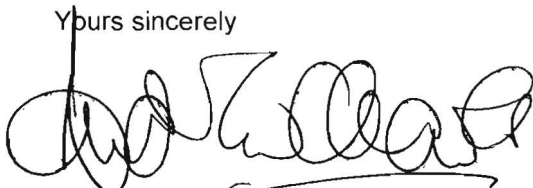
Current regulation¹ states clearly that only a "vehicle used for fire brigade, ambulance or police purposes" can be fitted with blue lights. ERU vehicles do not as yet fall under this classification and [is there a plan to include them in this? Or is there a proposal or application to do so and if so what progress has it made?] as a result do not have permission to carry 'blue lights'. Under the ORN plans they will be denied access to the designated ORN routes.

This will reduce the ERU's ability to respond quickly to any emergencies that may arise on the Underground or Overground rail networks. While other emergency vehicles will be allowed access the ORN to get to the scene of the emergency, ERU vehicles will by law be required to use the same routes as normal traffic stopping at traffic lights etc. as it proceeds to the crisis scene. This will significantly and very negatively increase emergency response times and possibly put lives at risk. In particular, in some specific circumstances (i.e. a derailment or a person under a train) the police, fire brigade and ambulance services need to wait for the ERU to arrive before dealing with the situation.

If you would like more detailed information, I would be happy to arrange a meeting with the ERU where you could discuss these issues in more depth. Also, if you or your colleagues would like to visit the ERU, I would be happy to arrange this.

Please let me know if we can help further.

Yours sincerely



Andrew Cleaves
Acting Chief Executive

¹ The Road Vehicles Lighting Regulations (1989)



James Cleverly
London Assembly
City Hall

By letter



NHS Haringey
St Ann's Hospital
St Ann's Road
London N15 3TH

FOI ref: 1291

14.05.10

Re: Freedom of Information Request

Thank you for the written request for information from NHS Haringey. There is no charge for our response.

Our Response:

1. Currently expecting greater use of Acute services, with limited direct impact on Primary Care due to the nature of visiting spectators.
2. Ensuring the services are commissioned to reduce the impact of the games on local health resources, this is being done through the use of business continuity measures and also looking at preventative programmes to reduce possible impact to services (i.e. targeting at risk groups with vaccinations to reduce demand on Primary Care caused by imported disease outbreaks).
3. Not currently aware of any NHS London milestones and planning assumptions directly connected with the Olympics but work around preparations for major incidents is being reviewed.
4. Within NHS Haringey the impact to services is likely to be minimal due to the nature of care provided. However we might see an upsurge in persons wanting GP access or Acute Services and will have to assist with resources to these areas to support demand. Some of this could be managed using business continuity measures to increase local capacity and suspend non essential tasks.
5. NHS Haringey takes part in the local Haringey Emergency Planning Partnership which has looked at local issues with all local Category 1 responders, as defined by the Civil contingencies Act 2004. In addition to this NHS London has been representing Health Services at our Local Resilience Forum where preparations for the Olympics and other Civil Emergencies are discussed. The Olympics have also been a topic at most of the NHS London Sector Emergency Planning Meetings held quarterly.
6. Key issues for the next 12 months are likely to be around ensuring that there are robust planning arrangements in place for meeting any unseen demand, and also identifying the health impacts of holding the games especially in diverse populations such as those that exist in Haringey.

London Local Government Submission to:

London Assembly Health and Public Services Committee

Review of emergency services working together during the 2012 Games.

13 May 2010

The submission sets out how London boroughs are working with the emergency services and the City Operations Programme to ensure a safe and resilient 2012 Olympic and Paralympic Games and ensure the delivery of public services during Games time.

This submission has been co-ordinated by London Councils in collaboration with the London Local Authorities (Resilience) Panel and after consultation with representatives of the Chief Executives London Committee and the Host Boroughs.

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APPENDIX A Detailed Olympic emergency planning approach

1. Summary

London local government is making a major contribution to the delivery of the 2012 Games and the provision of important services to the public including emergency preparation and public safety.

The most significant areas of joint working with the emergency services are:

- The City Operations Programme, which is designed to safeguard the smooth running of London in Games time and
- The joint local authority Olympic security and resilience arrangements, which are being taken forward jointly by London Councils, the Local Government Association and the London Resilience Local Authority Panel

Local authorities are actively engaged in the City Operations Programme and in its constituent elements dealing with the 'London Experience' and 'London Public Services'. Borough engagement in this work will help safeguard the smooth running of London in Games time.

London boroughs were instrumental in establishing the national local authority Olympic security and resilience arrangements. These arrangements bring clearer leadership and co-ordination across London and the country as a whole. This work is facilitated by two Home Office-funded Resilience Programme Management posts. The team facilitates operational coordination between London Local Authorities and the Olympic Safety & Security Programmes (OSSP).

Overall governance and co-ordination arrangements are in place with London Councils providing political oversight through its Leaders' Committee and programme management through its 2012 Olympics and Paralympics Strategic Programme.

Borough engagement with the emergency services and pan London planning for the 2012 games is well in hand and firmly gaining momentum. We do not underestimate the task ahead, however we are confident that the structures and co-ordination arrangements are now firmly in place to ensure boroughs play their part in ensuring Londoners and London's visitors can enjoy reliable services and safe, secure festivities in 2012.

2. Introduction

London local government is already making, and will continue to make, a major contribution to the delivery of the Games and the provision of important services for the public including emergency preparation and public safety. Moreover, local government will play a significant role in the delivery of a lasting legacy for all Londoners and engage communities across London in preparation for the opportunities the Games will bring.

When London submitted its bid to the International Olympic Committee, it signed up to host inspirational Olympic and Paralympic Games. When we welcome the world to London, local government will play its part in presenting London in the best possible way and boroughs understand how important it is that they deliver exceptional services so that both Londoners and London's visitors can enjoy safe and secure festivities in 2012.

Making sure London still functions during the Games is of huge concern to Londoners. While we recognise that this may not always mean business as usual it is essential to London boroughs that while the city celebrates, our residents are not unduly inconvenienced over this period. Londoners should be able to expect maintenance of local government services and a safe and secure environment. This will inevitably mean increased challenges for particular services during the Olympic Period.

London local government is geared up for this challenge and boroughs are working closely with the emergency services in their planning and preparatory work. The most significant areas of joint working are covered by:

- The City Operations Programme, which is designed to safeguard the smooth running of London in Games time and
- The joint Olympic security and resilience arrangements, which are being taken forward jointly by London Councils, the Local Government Association and the London Resilience Local Authority Panel.

Our preparations are based on tried and tested models of co-operation in service delivery, event planning and emergency planning and we continue to work closely and effectively with our emergency services colleagues and other partners.

3. City Operations Framework

Boroughs are actively engaged in the City Operations Programme being coordinated by the GLA

- The aim of the City Operations Programme is:

"To provide an inspirational, world-class citywide experience for everyone participating in the Games in London, to safeguard the smooth running of London in Games time, and to maximise the opportunities for legacy from this work."

- Local authorities are currently engaged in the City Operations Programme through the following representatives on the Steering Group:
 - Nick Lester, Corporate Director, Services, London Councils
 - Joe Duckworth, Chief Executive, LB Newham and Local Authority Lead for 2012 Security and Resilience
 - Gareth Daniel, Chief Executive, LB Brent Council representing CELC
 - Chris Duffield, Town Clerk & Chief Executive, City Of London
 - Mary Ney, Chief Executive, LB Greenwich
 - Mike More, Chief Executive, City of Westminster
 - Roger Taylor, Director of the 5 Host Borough Unit
- In addition, two Working Groups have been established overseeing 16 work-streams. London Councils and borough officers are represented on the two Working Groups and also individual work streams.
 - The London Experience Working Group – has a common aim of showcasing London and ensuring that visitors have access to the great attractions that London has to offer
 - The London Public Services Working Group – has a common aim of ensuring that London's local authority and GLA group public services are able to cope with the additional Games demands. This group would also help other agencies (such as OSD, Police, NHS) to ensure that the wider programme of events planned for summer 2012 do not become an unmanageable draw on finite resources.

4. London City Operations Public Services Group

The Public Services workstream cluster is being delivered by a variety of organisations including London Local Authorities and organisations in the GLA group. As the Local Authority Public Services will have the biggest impact on boroughs, London Councils is coordinating input to this work through the London Councils City Operations Coordination Group. This group is made up of representatives from local government services professional networks, for example the Association of London Cleansing Officers. This group includes representation from borough emergency planning officers.

The following approach to City Operation is taken:

- Gareth Daniel represents CELC and updates Chief Executives on City Operations issues;
- Nick Lester represents London Councils and will have fortnightly update meetings with Services and Culture, Sport and 2012 Legacy Team.
- The Services Division attends the London Public Services Working Group and will coordinate London Councils City Operations Coordination Group.
- The Culture, Sport and 2012 Legacy Team attends the London Experience Working Group and will coordinate the 2012 Lead Officer Network.
- London Councils liaise with the GLA over boroughs' involvement in the programme and will facilitate seminars on specific issues as required.

5. Emergency Services' Integration: 'Games Time' Operational Planning

Individual emergency services and their corresponding central government departments have engaged with local government at City Operations Steering Group level and there are a series of formal work streams, specialist sub-groups and those groups set up outside the strict City Operations structure through the Contingency Planning and joint emergency response that is part of the formal local and regional structure in response to a civil emergency. Wherever practical and appropriate the existing forums have been the starting point for 'Games Time' assurance as they use clearly understood processes and protocols. There are two particular groups that are developing the practical approaches for how London will keep moving around the Games overlay. Both boroughs and TfL are represented at these meetings alongside emergency service representations.

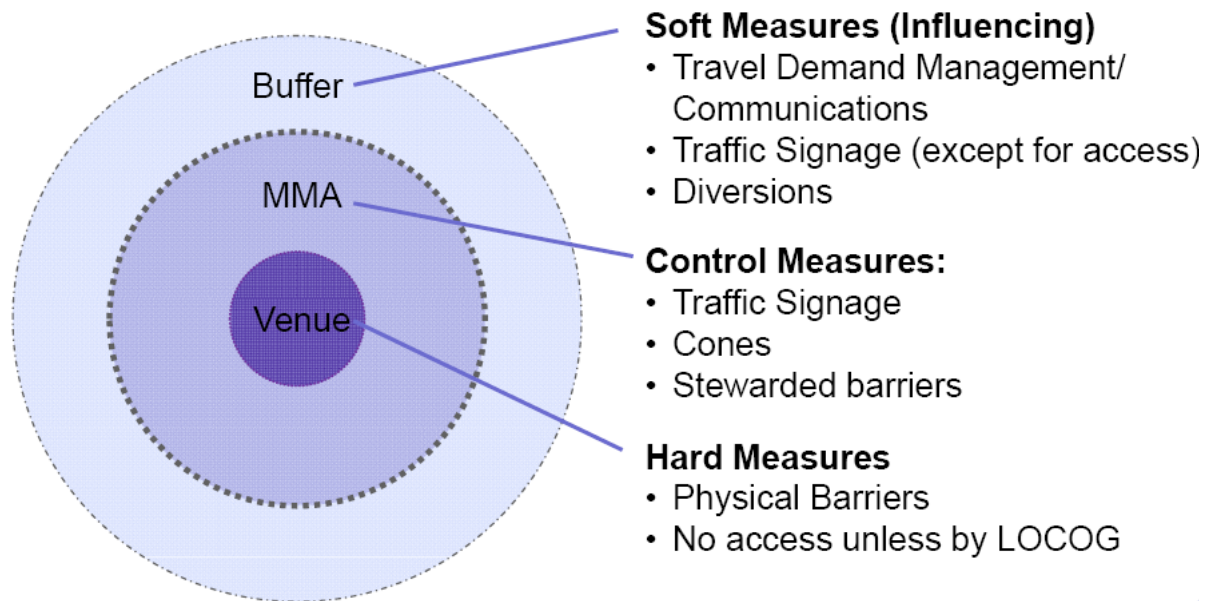
Further information in section 11 of this paper is provided on the separate but related issues of emergency planning in advance of the games and preparations for emergency response in Games time.

The London Local Authority Gold arrangements will remain as a separate and distinct entity (in an unaltered form), able to respond to any crisis identified during games time operations. City Operations Command Coordination & Communication (C3) will operate in parallel to monitor the ongoing delivery of London Local Authority services throughout the period and will maintain close operational ties with Local Authority Gold should such a crisis arise.

6. Movement Management

Westminster City Council and Transport for London have been working together since January 2009 to determine the parameters for the movement of people, vehicles and goods with an initial focus around how central London, the 'Central Zone' could be affected by the burden of Games overlay. These discussions have included representatives of the Metropolitan Police Service from an early stage. The principles established during the examination of the central area are now being taken forward for discussion with the lead of the London Borough of Newham for the 'Park Zone' and the London Borough of Greenwich for the 'River Zone'.

The 'Central Zone' framework for movement management principles provides an illustration of the approach that is being developed in the other zones. The 'Central Zone' framework is illustrated in the diagram below and further detail is set out in Appendix A



7. Costs Associated With Delivering Local Government Services

Making sure London functions effectively during the Games is a huge concern for Londoners.

London Councils believes that it is essential that residents are not unduly inconvenienced while the city celebrates the Games being in London in 2012. In order to ensure that this is achieved, London's boroughs will need increased capacity and resources, this inevitable will mean that boroughs will have to spend more money to deliver essential services, for example:

- Waste management (collection and disposal)
- Licensing, environmental health and trading standards
- Parking services
- Traffic management
- Street cleansing
- Highway maintenance
- Community safety
- Public health

Recognising the additional cost of delivering high levels of services during Games time London Councils has been working with the GLA to identify how these costs could be met.

8. Workforce and HR Considerations

In order to meet the likely demands on local government public services many boroughs are looking carefully at their HR policies for the Games period. Certain services will need to be operating at 100% staff capacity and the impact of summer holidays, as well as requests to volunteer or take annual leave to be spectators might mean that under current policies the required staff capacity is unavailable. Capital Ambition at London Councils runs a network of HR managers from London boroughs and this issue is being explored here.

9. Impact on Health and Adult Social Care

Local authority social care departments have a responsibility during the 2010 Olympic Games to continue providing social care to older and other vulnerable adults receiving care and will continue to ensure 'business as usual' is maintained. This support is provided directly by the local authority or commissioned from separate providers in a range of settings including day care, residential care and in people's homes. It is envisaged that local authorities across London will be working closely with their respective PCTs to build in the resilience necessary to minimise the impact to those receiving care. Individual authorities have begun to plan how they will ensure service delivery continues during the Games. Local authorities will support efforts by NHS London and PCTs to reduce the incidence of people having to access traditional emergency services such as A&E departments.

The London Association of Directors of Adult Social Services will be meeting in June to discuss issues around preparedness and the impact of the games and how a pan-London approach can be taken forward.

10. Public Health

The arrival of many overseas travellers to London is not novel, but many Olympic and Paralympic visitors may not have travelled overseas before – certainly not as extensively as regular travellers. Additional public health policies and campaigns are therefore likely to be necessary. While such efforts are likely to fall most heavily on the NHS, councils may find themselves called to support the health service, particularly in terms of public health reporting requirements.

London Councils is represented at a working group led by NHS London to discuss health promotion and information during the Olympic Games. NHS London as the lead agency wishes to ensure that the health messages are effectively delivered across London. There is a need for visitors to be sufficiently equipped with information. This can include providing information about the NHS Direct service for example and signposting people to the appropriate service according to the level of need. A key focus of the discussions will be to ensure that the information provided is widely available and accessible.

11. Olympic security and resilience arrangements

London boroughs have led the establishment of the joint local authority Olympic security and resilience arrangements. These arrangements were recently formalised to bring clearer leadership and co-ordination on across London and the country as a whole, including engagement with the Government Olympics Executive.

Early work on Olympic security and resilience was taken forward through informal co-operation between London Councils, the Local Government Association and the London Resilience Local Authority Panel. A Programme Board, on which these partners are represented, is now in place. The Board will oversee the Co-ordination and delivery of effective local government input into the London and national 2012 resilience and security planning process. It is chaired by the (national) lead Chief Executive, Joe Duckworth.

This work is facilitated by two Home Office-funded Programme Management posts which operate closely with the collective Local Government 'side' of the City Operations Programme.

The team liaises with the Government Olympics Executive on UK operations work and co-operates closely with the collective Local Government 'side' of the City Operations Group, which is facilitated by London Councils.

The guiding principles that underpin the local authority contribution to Olympic and Paralympic Games resilience are:

- Local Authorities are able to draw upon the wide experience of emergency planning officers in each authority.
- Where possible, existing structures will be utilised in the planning phase which link into the national Olympic Safety and Security Programme (OSSP)
- In the operational phase, as far as possible local authorities will use established and well understood emergency planning response structures.

Further detail is set out in Appendix A.

12 Local and Sub Regional Engagement.

The principal local forums that see the engagement of local authorities and blue light services are:

- Statutory (Sub Regional) Local Resilience Forums, where the Olympics are a standing agenda item in view of their importance.
- Crime and Disorder partnerships.
- Borough-level resilience forums, where Local Authorities engage with the emergency services to consider the impact of the Olympic overlay

In addition, boroughs with venues are focussed on inter-agency work to deliver adequate operational delivery arrangements, in particular how they will work differently in Games Time.

Each London borough has a nominated officer who leads on 2012 issues for their borough and is a member of London Councils 2012 Lead Officers Network. Lead Officers typically chair working groups in their own boroughs, engaging with head of services. In the five host boroughs, the 2012 lead officer heads up units of officers working on 2012. In other boroughs the lead officer is a single officer employed specifically to deal with work on 2012 and in other boroughs officers have been given responsibility for 2012 in addition to their substantive posts. 2012 Lead Officers receive updates on all 2012 related activities from London Councils and are responsible for disseminating this information to relevant colleagues and internal working groups within their own authority.

13. Concluding Comments

London local government is already making a major contribution to the delivery of the Games and the delivery of important services to the public including emergency preparation and public safety. This is reflected in our active engagement in the City Operations Programme and our continuing investment in tried and tested systems for pan London and local emergency planning for sporting and cultural events.

Governance and Co-ordination arrangements are in place with London Councils providing political oversight through its Leaders' Committee and programme management through its 2012 Olympics and Paralympics Strategic Programme.

Borough engagement with the emergency services and pan London planning for the 2012 games is well in hand and has gained momentum with the introduction of a dedicated 2012 local authority resilience team. This team has been established in partnership with the Local Government Association, and will support the governance structure which has been established to bring clearer leadership and co-ordination of local government input across London and the country as a whole.

We do not underestimate the task ahead, however we are confident that the structures and co-ordination arrangements are now firmly in place to ensure boroughs play their part in ensuring Londoners and London's visitors can enjoy safe and secure festivities in 2012.

***Please consider the following caveat when reviewing the document.
Information included in this submission relates to activity that is still in development. Planning for activity during the 2012 Games is on-going. This document reflects the current state of planning. Exact details are liable to change depending upon further developments.***

Appendix A Olympic security and resilience arrangements

This appendix explains the Local Authority approach to Olympic emergency (Resilience) planning and the processes currently either in place or anticipated quality assurance.

It covers emergency planning for venues, including the production of plans for emergencies that may occur offsite and the quality assurance that underpins this. It will then go on to cover pan London emergency planning, these are the arrangements by which local authorities will be prepared to support each other and specific emergency planning projects (within and beyond London). In laying out these arrangements we accept the following guiding principles:

The arrangements described will ultimately ensure that:

- Local authority capabilities are in place in all boroughs support the emergency services to manage emergencies (from incident response, through consequence management and into recovery) in Games Time;
- Local authorities have contributed appropriately to venue-specific planning;
- Regional Local authority capabilities (eg the London LA Gold Arrangements) can be effectively executed during Games Time;
- Local authority command, coordination and communication arrangements, and the links to city and regional operations, as appropriate and effective.

To this end, this section sets out firstly how local authorities will contribute to provide both venue-specific contingency planning, as a key player in the anticipated Incident Response Planning Project within the Olympic Safety and Security Program (OSSP), as well as ensuring that generic capabilities are in place to manage the consequences of an incident located anywhere within their area of responsibility. After describing the approaches which will be followed for these two areas of work (site-specific plans and generic capabilities respectively), the governance and reporting arrangements are introduced.

A1 Emergency Planning For Venues

The following is a list of venues (excluding live sites and linear sporting events) and the local authorities within which the venue falls:

Westminster

Horse Guards Parade
Hyde Park
Lords Cricket Ground

Newham

Olympic Park
ExCel

Brent

Wembley Stadium
Wembley Arena

Merton

Wimbledon

Kensington and Chelsea

Earls Court

Waltham Forest, Hackney,

Olympic Park

Greenwich

Royal Artillery Barracks
O2 Arena
Greenwich Park

A2 Plan Production

The approach to emergency planning for sporting and cultural events is usually led by the Local Authority in conjunction with and on behalf of the site owner and/or event organiser through a Safety Advisory Group. Within the Green and Purple Guide (guidance for sporting and public events respectively), for event/venue planning, all organisations are in some way responsible for public safety and security of the venue – the organisers for ‘inviting the public’; the local, regional and central government authorities for giving permission for use of the streets, spaces, and the issue of licenses; the venue operator and event organiser for modifying exits, entrances and pedestrian flows; the transport agencies for moving people to and from event areas; and, the Health Services and First Aid providers with a duty to preserve life. The Safety Advisory Group (SAG) brings together all of the agencies, including the emergency services responsible above to ensure a joined up approach to emergency planning.

It is then normally the members of the SAG that become their agency representatives in the Event Liaison Team during the event, a real time version of the SAG, through which information is shared and operational problems and issues overcome. This process is tried and tested, with many of the host boroughs utilising this approach on weekly basis. Work is now under way between the boroughs, City Operations, London Resilience Team and the OSSP to ensure these groups are fit for purpose, ready for producing the plans for games time.

Many of the structures and the detailed emergency (major incident) plans are already in place for holding a variety of events at many of the Olympic and Paralympic venues and, as such, the plans are tested regularly and prove to be flexible in their application. With regard to new venues, where the plans are not currently in place however, both the structure and experience to produce and deliver them are and it is the consistency of planning and the quality assurance that is key. Work to ensure that all venue plans are consistent in content, quality and that they all share common assumptions through the production and dissemination of a guidance document is currently being scoped by the Prepare Programme within the OSSP.

In summary, at present (April 2010), the planning structures for many venues are already largely in place and fit for purpose. In addition, all London Boroughs, including those with Olympic Venues have detailed generic emergency (Major Incident) plans in place already. The need now is clearly to ensure that those plans are consistent and meet the needs of the Olympic Games overlay, (see below).

Discussions on the role of some existing groups (such as the multi-agency group facilitated by CO3 in the MPS which maintains the major incident plans for the Olympic Park during its build-phase) and the function of the local authority representatives which attend are continuing.

The production of the guidance with which venue planning should comply will be performed by the Incident Response Planning Project, within the OSD. It is anticipated that this project will pull together a small working group (emergency services, local authorities and City Operations) which will, under the direction of the project, develop, review and sign-off the guidance prior to its dissemination. It is hoped that the project will be commissioned in May 2010 and that the process of guidance production will be completed and disseminated by July 2010. Prior to this,

local authorities should consider with venue operators and possibly LOCOG planners, the changes which the Olympics may require of existing plans (in line with the London Resilience Team's Guidance for Local Planners).

A3 Quality Assurance for venue planning.

Because of the risk profile and because of the absence of a national operational body for local government to date, it has been proposed that a guidance document detailing the expectations for plans and the process for their production and validation be written and produced by the Prepare Programme within the OSSP, under an Incident Response Planning Project. To assist local authorities in the production of the necessary coordinated and consistent plans.

The proposed Incident Response Planning Project will enable the work to be carried out in a coordinated fashion will bring the following benefits:

- All plans will be to a consistent standard and contain Olympic specific considerations
- All plans will have been produced through a collaborative process in which key planners and agencies are involved;
- All plans will make the same assumptions about resource availability, command, coordination and communication etc;
- Plans can be validated in a consistent fashion, expediting the process and reducing the resource implications

As a key player in and enabler of this process, Local Authorities will need to do the following:

- Play the standard role in venue planning groups (Safety Advisory Groups or sub-groups thereof) – which can include chairing the meeting, drafting the multi-agency plan as well as providing secretariat to the planning group;
- Agreement on a pan-London basis of the role and responsibilities and assumptions for all Local Authorities, possibly by the Local Authorities Panel, which will be common to all plans;
- Review of the local authority contributions to the draft plans as they are developed to make sure they follow the guidance and ongoing QA

These activities will ensure that the objectives listed above are achieved.

A4 London Emergency Planning For The Olympics

Aim

To enable local authorities in London to be able to respond, in partnership with every other local authority, in support of the emergency services, to an emergency during games time.

Principles

- Emergency plans and capabilities must be consistent across London
- This is currently in progress and being achieved through enhancement and application of Minimum Standards for London tranche 2 (MSLt2)

MSL 2 (Olympics)

MSLt2 aims to ensure a baseline standard of emergency planning for Local Authorities across London which meets statutory and regulatory requirements, Central Government expectations, and which is proportionate to London's risk profile.

Implementation is currently under way and these new standards are a key performance driver for local authorities across London, with full implementation due to be completed by September 2010. MSLt2 builds on existing statutory requirements, national guidance, and local authority roles and responsibilities agreed within regional emergency plans, as well as the first set of standards, MSLt1, introduced in 2009. The new standards draw together elements of these existing sources into a single set of requirements, and applies baseline standards divided into clear functional areas.

MSL 2 in its current format will be reviewed against the London Olympic Resilience Planning Assumptions (LORPA), the London Olympic Resilience Gap Analysis (LORGA) as well as the guidance on Incident Response Planning and any further directives from government departments or the OSSP. In conducting this review process, any amendments can then be made to the MSL 2 to form MSL 2 (Olympics).

A5 Quality Assurance for Pan London Local Authority Emergency Planning

The quality assurance will be provided by peer review under the aegis of the current governance structure as well as through continuing contributions to future London Olympic Resilience Gap Analyses (anticipated to take place in Q3 each financial year) and National Capability Surveys.

The peer review process is currently taking place across all London Local Authorities to look at how and where each authority meets the capability outlined. The audit of this peer review process is being supported by the Audit Commission. Whilst it is not possible to audit every single capability, a particular focus could be made upon the capabilities highlighted out of the work detailed above with particular focus on the Olympics.

Any specific emergency planning projects or indeed any of the work that falls out of the review process above will be carried out under the proposed new structure outlined below. This work may well require joint planning with areas outside London such as Kent and Surrey County Councils.

MSLt2 outlines the capabilities required to be place by Local Authorities in time for the games, through the review process above. The benefits of MSLt2 will mean consistency of resilience planning across London local authorities. Furthermore it will ensure that all local authorities have all core emergency plans and capabilities developed to a high standard in advance of the 2012 Olympics, and in doing this it will go far to reducing duplication of effort across all 33 London local authorities.