

NILO Programme Management

Report to:

Investment and Finance Board
Commissioners Board
Fire Board
London Fire Commissioner

Date:

27 February 2025
12 March 2025
1 April 2025

Report by:

Patrick Goulbourne, Assistant Commissioner Operational Resilience & Control

Report classification:

For decision

For publication

Values met

Service

I agree the recommended decision below.

**Andy Roe**

London Fire Commissioner

Date

**This decision was remotely
signed on 15 May 2025**

PART ONE

Non-confidential facts and advice to the decision-maker

This report provides detail on the National Interagency Liaison Officer (NILO) Programme that is responsible for NILO acquisition training and national coordination, international collaboration with the Northern Atlantic Treaty Organisations (NATO) and the National Control Liaison Officer (NCLO) course delivery from September 2024 onwards. The courses are delivered at a hotel venue with the delivery of the courses managed by Operational Resilience & Control.

Executive Summary

The National Interagency Liaison Officer role was first developed in 2001, and since this time the Brigade have been responsible for the delivery of the NILO Course to support partner agencies meeting confidence levels across the United Kingdom to ensure sufficient NILOs are training to support delivery.

NILO and NCLO courses were previously held at the Fire Service College since 2005 with a rolling contract providing the provision of delegate management and administration initially managed by London Fire Brigade Enterprises. There were several key performance indicators (KPI) failures, rising changes and a need for additional capacity following recommendation 24 and 25 of the Manchester Arena Public Inquiry volume 2. Alternative locations were identified, and the course support previously provided by the Fire Service College is now delivered by the NILO Coordination Office. Placing the changes to delivery within a longer-term contractual arrangement will deliver an effective approach, flexibility and consistency in delivery of the NILO programme that encompasses NCLO and the collaboration with NATO.

Recommended decision

For the London Fire Commissioner

The London Fire Commissioner:

1. Agrees that £813,750 be allocated from the Operational Resilience budget for the purpose of delivering the NILO and NCLO programme.
2. Approves the creation of 1 FRSF role and 1 FRSD role in Operational Resilience & Control.
3. Authorises the Assistant Commissioner Operational Resilience & Control to make all necessary arrangements and to charge attendees (on a cost recovery basis only) to enable the running of the NILO and NCLO programme as described in this report.
4. Authorises the Assistant Commissioner Operational Resilience & Control to identify an alternative location to host the NILO and NCLO courses at a reduced cost 3-year contract compared to the Fire Service College.
5. Authorises the Assistant Director Procurement and Commercial to procure any goods and/or

services required to enable the NILO and NCLO courses described in this report.

6. Authorises the charges as set out in Appendix 1 to this report and delegates authority to the Assistant Commissioner Operational Resilience & Control, having consulted the Chief Financial Officer (or their nominated delegate), to increase these charges at their discretion up to a maximum amount aligned with UK inflation. Consultation has taken place with NILO Regional leads regarding delegate charges for the NILO and NCLO courses via the NILO National Working Group.

1 Introduction and background

- 1.1 The London Fire Brigade has the intellectual property rights and responsibility for the oversight of the National Interagency Liaison Officer (NILO) programme. The role was first developed by the LFB in 2001 designed to improve interoperability at Terrorism, High Threat and Major Incidents. The role now encompasses other key elements including National Security and Protective Security operations. NILO is multiagency with responders from the Fire and Rescue Service, Ambulance Service, Police Service including British Transport Police, Coastguard and Ministry of Defence. All are trained in a single-entry course delivered by the LFB and supported by the National Coordination Office with responsibility with the Assistant Commissioner or Deputy Assistant Commissioner of Operations Resilience who acts as the National Coordinator.
- 1.2 All NILOs are vetted to Security Check (SC) or Developed Vetted (DV) enabling operations with protected information to support strategic decision making and operations. The NILO program includes National Control Liaison Officers (NCLO) and collaboration with the Northern Atlantic Treaty Organisation (NATO).
- 1.3 The Programme includes acquisition training, continual professional development (CPD) secure communications, identifications cards, emergency alerting processes and technological capability, coordinated by the LFB but self-funded via the training element with the programme.
- 1.4 NILOs have played an essential role responding to all terrorist attacks in the UK and receive specific training and intelligence from the security services and Counter Terrorism Policing to understand the latest threat and risk picture with specific training against Marauding Terrorist Attacks (MTAs) and Chemical Biological Radiological, Nuclear, explosive discharge (CBRNe) incidents.
- 1.5 The NILO course previously was held at the Fire Service College with the contractual agreement that the Fire Service College would manage delegates and collect payment. The total course income was then divided into accommodation, venue and administration costs which the FSC would receive, with the FSC paying the remainder of approximately £19K to the Brigade after each course. This amounted to £133K for 7 NILO courses in the financial year paid to the Brigade. The new NCLO course amounted to approximately £9K a course paid to the Brigade, with a total estimated at £63K per year for 7 courses. From this amount, visiting lecture costs for both courses each year was £68,782 which was deducted, providing the Brigade with a total net reallocation of funding for parts of the programme of £128K per annum for both courses. In total the previous rolling contract resulted in the Fire Service College retaining a total of approximately £616K per year for 14 courses.

- 1.6** From September 2024, it was agreed that the location of both the NILO Foundation Course and the NCLO courses are to be moved from the Fire Service College (FSC). This was following repeated failures in KPIs of the current contract which is impacting the quality of the course provision and learner experience including faulty buildings and accommodation, security issues and problems with pre course learning and marketing information which was impacting the NILO course delivery. In the last two years, the standing agreement with the Fire Service College was revised with costs increasing which resulted in a reduction of approximately £42K per year in 2022 and 2023 for courses held at the Fire Service College with the contractual position becoming uncertain due to lack of venue space and the need for a refurbishment. As a result, remaining at the Fire Service College created risk to the NILO Programme, with some courses being relocated to a different venue at late notice by the Fire Service College resulting in risk to the NILO Course Programme and operational confidence levels. Due to the uncertainty of the FSC being able to commit to future courses, the first NILO course took place at the new location, Sedgebrook Hall booked via LFB's Venue bookings contract with Calder Conference Ltd in September 2024 with the NILO Coordination Office managing delegates, finance, accreditation, plagiarism and administration associated with the course.
- 1.7** As well as the NILO foundation course and the NCLO course, the introduction of a new course, NILO NATO was piloted in October 2024, funded in its entirety by NATO. It is proposed that all three courses (NILO NATO, NILO & NCLO) take place in the new course training location. By securing a dedicated contract with the venue for a three-year period will ensure the Brigade is able to deliver the NILO courses to ensure that national NILO confidence levels are maintained, as detailed in various Inquiry recommendations, including the Manchester Arena Inquiry. The NILO NATO course was the first international course that the Brigade delivered for training delegates outside the UK, in line with the International Counter Terrorism Preparedness Network (CTPN) supported by the Mayors of London, Sweden and Washington DC.
- 1.8** Following the development of an NCLO course dedicated to control officers, there will be a minimum of 16 courses being run per financial year at the new location that will require delegate, finance and administrative support. This includes 7 NILO foundation courses that will be 2 weeks training for each course, 7 NCLO courses and 2 NILO NATO courses that will be one week in duration. The NATO course took place on 21 October 2024 with the future May 2025 course agreed. The Fire Service College does not have capacity to host this number of courses resulting in increased reputational risk to the Brigade.
- 1.9** Moving the course from the Fire Service College has enabled the NILO Coordination Office (NCO) to have overall managerial and financial control of the courses, as well as provide a funding stream to reinvest within the NILO programme due to a reduction in costs relating to external companies (Fire Service College) managing the administration and booking of delegates. Additionally, a move to the NCO managing the course supports the improvement in standard of learner experience, an area highlighted in delegate feedback requiring improvement over the last 3 years and reported within the Counter Terrorism Training Board, including implementation of the Manchester Arena Inquiry recommendations.
- 1.10** Moving to a new delivery model will result in an increase for the Brigade in revenue. In the last two years, the standing agreement with the Fire Service College was revised with costs increasing, reducing revenue for the Brigade. This resulted in a reduction of approximately £42K per year in 2022 and 2023 for courses held at the Fire Service College with the contractual position becoming uncertain due to lack of venue space and the need for a complete refurbishment of the NILO learning space. As a result, remaining at the Fire Service College created risk to the NILO Programme, with some courses being relocated to a different venue by

the Fire Service College due to a lack of accommodation and venue space.

- 1.11** This change in the delivery model results in additional revenue, previously being £15K to £35K per NILO course which was primarily retained by the Fire Service College. The NCLO revenue was previously £9K and will increase to £15K per NCLO course. For both courses, this is an annual total increase from £128K to £349K revenue based on 14 courses due to not being charged for administrative and management by the Fire Service College.
- 1.12** Due to the change in delivery model, administration and management processes need to be considered to ensure the Brigade continues to deliver the NILO and NCLO courses. Additional resources will be required at a yearly cost of £142,652 for one FRSF post and one FRSD post, paid for with the NILO and NCLO course revenue to ensure course management and delivery is achieved. This remainder revenue will support the management of the NILO national Programme that delivers other NILO and NCLO budget pressures, including national alerting, identity cards, Continuous Professional Development, national governance structures, SME input for the accredited NILO and NCLO courses and other communications and protective security arrangements. All costs relating to the NILO programme result in it being delivered without profit or cost to the Brigade. Further breakdown of the NILO Programme is detailed in appendix 1.
- 1.13** The change of delivery model has improved multiple factors across the NILO Programme, ensuring sustainability and self-sufficiency by providing the ability to deliver CPD, national communications and secure airwave as well as delivering the courses to ensure confidence levels are achieved nationally to an accredited standard. It also enables the Brigade to retain the copyright and ownership of the NILO Programme to ensure a consistent high standard of training and operational delivery.
- 1.14** Since the NILO, NILO NATO and NCLO courses have relocated to the new venue, feedback from delegates have evidenced an increased improvement in learning experience, improved accommodation and secure venues. Delegate management processes have been implemented in Operational Resilience with a booking process now sitting within a dedicated NILO website, ensuring the NCO are able to assess the regional NILO officer levels to ensure adequate spaces are held for NILO regional cadres that require additional future officer cover by strategic forecasting. This is reported quarterly at the NILO National Working Group, ensuring all NILO regional leads can report on confidence levels directly to the NCO, ensuring consistency in the NILO delivery model on a national level against current threat and incident levels within all agencies and regions.

2 Objectives and expected outcomes

- 2.1** Consistent delivery of quality assured NILO & NCLO course
- 2.2** Full managerial control of the NILO and NCLO course
- 2.3** For the Brigade to ensure sustainability and self-sufficiency of the NILO Programme

3 Values Comments

- 3.1** The LFC notes the Fire Standards Board requirements around adopting and embedding the Core

Code of Ethics at an individual and corporate level. Following extensive engagement, the LFC has introduced Brigade values which build on and do not detract from the Code of Ethics.

3.2 The Brigade values are:

- Service: we put the public first
- Integrity: we act with honesty
- Teamwork: we work together and include everyone
- Equity: we treat everyone fairly according to their needs
- Courage: we step up to the challenge
- Learning: we listen so that we can improve

4 Equality Comments

- 4.1** The LFC and the Deputy Mayor for Planning, Regeneration and the Fire Service are required to have due regard to the Public Sector Equality Duty (section 149 of the Equality Act 2010) when taking decisions. This in broad terms involves understanding the potential impact of policy and decisions on different people, taking this into account and then evidencing how decisions were reached.
- 4.2** 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.
- 4.3** 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.
- 4.4** The Public Sector Equality Duty requires decision-takers in the exercise of all their functions, to have due regard to the need to:
- eliminate discrimination, harassment and victimisation and other prohibited conduct.
 - advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.
 - foster good relations between people who share a relevant protected characteristic and persons who do not share it.
- 4.5** 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:
- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic.
 - 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.
 - 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.

- 4.6** The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- 4.7** 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, in particular, to the need to:
- tackle prejudice
 - promote understanding.
- 4.8** The recruitment of two staff members will be managed in accordance with the Public Sector Equality Duty. Equality impacts have been considered during the project.
- 4.9** There is no adverse impact on equality in relation to the roles or relocation of the course.

5 Other considerations None noted

Workforce comments

- 5.1** None noted.

Sustainability comments

- 5.2** None noted.

Procurement comments

- 5.3** The procurement of these courses will be via the existing Venues and Events contract with Calder Conference Ltd which is a Call Off from Lot 4 of Crown Commercial Service Framework RM6217. The contract expires 24 November 2027 with an optional extension period of 12 months.
- 5.4** The procurement process for the contract was led by the LFC Procurement Department in accordance with the LFC Scheme of Governance and in compliance with Procurement Contract Regulations 2015.
- 5.5** The estimated value of this spend is within the contract value of the original contract. The contract will be varied to incorporate additional terms relating to the security requirements linked to this contract.

6 Financial comments

- 6.1** This report recommends that ongoing revenue expenditure of up to £813,750 is agreed from 2025/26 to deliver the NILO and NCLO programme. This is broken down by cost item in the appendix. These costs include the FRS F and FRS D roles that this paper is also seeking to approve.
- 6.2** The anticipated annual income from running the courses is £813,750 on a cost recovery basis.

- 6.3** The final LFC 2025/26 Budget Report includes a budget for this expenditure as well as the income for the amounts set out above.

7 Legal Comments

- 7.1** Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "LFC") 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 LFC specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.
- 7.2** By direction dated 1 April 2018 (the "Direction"), the Mayor set out those matters, for which the Commissioner would require the prior approval of either the Mayor or the Deputy Mayor, Planning, Regeneration and the Fire Service (the "Deputy Mayor").
- 7.3** Paragraph (b) of Part 2 of the Direction requires the LFC 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...".
- 7.4** The Deputy Mayor's approval is accordingly required for the LFC to purchase the services detailed in this report required to run the courses as set out.
- 7.5** Additionally, the additional roles required to run the courses set out in this report require approval of the LFC.
- 7.6** The proposals in this report to provide training to other public bodies, both UK and Internationally based, may be undertaken under the LFC's powers under section 12 and section 5 of the Fire and Rescue Services Act 2004 ("FRSA"). Specifically, section 12 permits the LFC to provide the services of any persons employed by it or any equipment maintained by it to any person for any purpose that appears to the LFC to be appropriate and the LFC may provide these services both outside as well as within the LFC's area (i.e. Greater London).
- 7.7** The LFC is permitted under section 18A FRSA to charge any person for any action taken by the LFC.
- 7.8** The level of charging must be set by the LFC, having consulted any person they feel appropriate, which in this case likely is confined to the course attendees.
- 7.9** In setting a charge the LFC must secure that, taking one financial year with another, the LFC's income from charges does not exceed the cost to the LFC of taking the action for which the charges are imposed i.e. that the charging is on a cost recovery basis, and not a profit making basis.

List of appendices

Appendix	Title	Open or confidential*
1	NILO Programme financial breakdown	Open

Part two confidentiality

Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part Two form, together with the legal rationale for non-publication.

Is there a Part Two form: NO

APPENDIX 1

NILO Programme Cost Breakdown

Item	Detail	Cost
Accommodation	Accommodation and associated costs for all 14 courses per annum	£463,757.00
FRS F	To manage NILO Programme including NILO and NCLO courses	£83,183.00
FRS D	Coordinator NILO Programme to support NILO and NCLO course delivery and delegate and agency liaison	£54,776.00
Regional CPD	Regional yearly CPD events for NILOs for all NILO and NCLO agencies	£12,000.00
RUSI	Royal Institute Services Institute membership for NILO cadre to ensure CPD	£18,250.00
At Hoc	NILO National alerting system to alert all NILOs to emergency incidents and intelligence	£24,059.00
BBME	NILO secure messaging system for all NILOs to provide sufficient security messaging and auditing capability	£56,000.00
National CPD (ESS)	National annual CPD event held at the Emergency Services Show	£16,000.00
Course Speakers (NILO & NCLO)	SME input for all NILO & NCLO accredited courses	£70,000.00
Accreditation	Accreditation charges for NILO & NCLO courses	£7,000.00
Identification Cards	National NILO identification cards system (protective security)	£1,200.00
Plagiarism system	Plagiarism accredited processing system	£3,159.00
Total cost (per annum)		£809,384.00
Revenue received (per annum)	For 14 NILO and NCLO courses	£813,750.00

- A reserve of £4,366 per annum will be to ensure financial resilience in the event of NILO and NCLO courses cancellations and miscellaneous costs.

NILO & NCLO Charges

Course	2022/2023 charges	2024/25 charges
NILO	£2,995	£3,250
NCLO	£1,500	£1,750
NATO	N/A	Cost recovery only