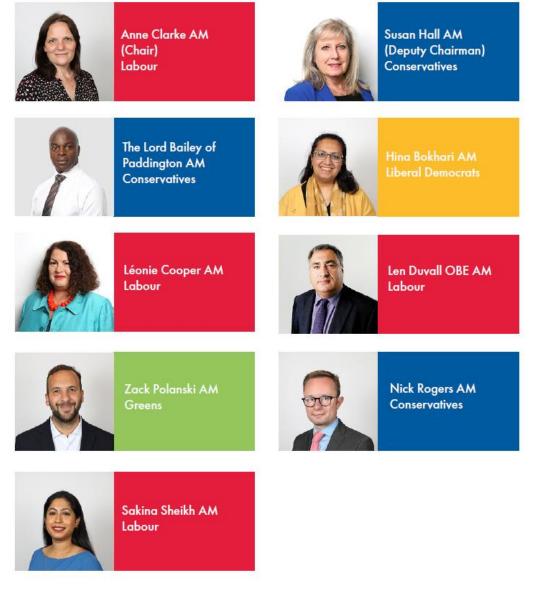


Fire, Resilience and Emergency Planning Committee





Fire, Resilience and Emergency Planning



Committee

The Fire, Resilience and Emergency Planning (FREP) Committee reviews the London Fire Commissioner's priorities and objectives, and makes recommendations. Its work includes:

- any actions and decisions of the Mayor and/or Deputy Mayor for Fire and Resilience in relation to the GLA's fire duties and responsibilities
- any actions and decisions of the London Fire Commissioner
- any actions and decisions of an officer of the London Fire Commissioner
- any other matters that the Assembly considers to be of importance to fire and rescue in Greater London.

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Foreword



Anne Clarke AM Chair of the Fire, Resilience and Emergency Planning Committee

The response to an incident or emergency can often be taken for granted, but the reality is that it takes a lot of planning and preparation by organisations working in partnership to ensure a coordinated response. In this investigation the Committee sought to find out more about how this happens, and how effective the response is in London.

In London this work is overseen in the London Local Resilience Forum (LRF), supported by the London Resilience Group (LRG) and chaired by the Deputy Mayor for Fire and Resilience (DMFR), to whom the Committee spoke at length in our investigation. We also spoke to a range of organisations about their planning and preparedness, and how they work in partnership in the London LRF to deliver effective responses to incidents.

The Committee's investigation should bring reassurance to Londoners that this critical planning and preparedness is good, and that London has an effective resilience structure in place. Londoners should feel confident that any incident or emergency that happens in London will generate a quick and effective response.

During our investigation, the Government published its UK Government Resilience Framework. This sets out the Government's intention to overhaul and strengthen crisis management and resilience in Government; and to strengthen and enhance LRFs by 2030. This is a welcome commitment from the Government to its investment in this critical work. We welcome the news that London is to be one of eight LRFs taking part in a two-year pilot, beginning in early 2024, of stronger LRFs. London is due to receive funding of up to \pounds 400,000 from the Department for Levelling Up, Housing and Communities (DLUHC) to support this.

To achieve stronger LRFs, the Government has stated that it will provide funding for all LRFs and set standards – neither of which has been done before, other than funding for an initial pilot. The detail of these plans has yet to be determined, and this report seeks to influence Government thinking in this process. The Committee believes the Government's approach represents a positive change in local resilience, and looks forward to the next steps – which we believe will support consistency nationally.

The Committee was very pleased to hear that Government commends London's LRF leadership model, and we trust the Government will continue to work closely with London's LRF to ensure the city's unique needs are considered.

The Committee is grateful to all those who contributed to this investigation, and thanks them for attending the meetings to give evidence.

Executive summary

Resilience and emergency planning work is critical in preparing for, and responding to, major incidents in London. As the capital city, London contains a large number of partner organisations that come together and work collaboratively to ensure its citizens are protected in the event of an incident.

Resilience and emergency planning is managed by a local resilience forum (LRF) that brings together local partners and organisations to collaborate and work in partnership. London's LRF has statutory responsibility for preparing for any major incident in London. It is chaired by Baroness Twycross, Deputy Mayor for Fire and Resilience (DMFR), and is supported by the London Resilience Group (LRG) that provides a secretariat, coordination and business management function.

The management of incidents, support for affected communities and process of recovery is not always evident to those who are not personally affected by them. The Committee sought to look at the existing resilience arrangements in London, and their effectiveness; and to consider the changes the Government intends to make to resilience and emergency planning. These changes are set out in the <u>UK Government Resilience Framework</u> (UKGRF) published in December 2022.

The Committee held two evidence sessions on this subject with the DMFR, and representatives from: the LRG; the Department for Levelling Up, Housing and Communities (DLUHC); Transport for London (TfL); the UK Health Security Agency (UKHSA); the National Health Service (NHS); UK Power Networks; London Fire Brigade (LFB); the Local Authorities' Panel (LAP) of the London LRF; and Havering Council. We are grateful to our guests, who generously shared their time and expertise.

This investigation makes several conclusions and highlights key concerns about Government proposals for the future development of resilience, and the need for appropriate funding if improvement is to be delivered. These include the following:

- London's LRF is well established and functions well; the DMFR provides effective leadership as Chair.
- Delivery of an effective LRF depends on building and maintaining good relationships with partners. In London, the LRG provides an effective secretariat to the forum and partnership, and helps maintain those relationships.
- It is clear that the current leadership's and organisations' commitment to partnership working is effective. London's LRF should consider how it has achieved this position, with a view to setting standards on how to gain and maintain this commitment to assure continuity of an effective partnership approach to resilience.
- The DMFR and London's LRF, through the LRG, work closely with the DLUHC and are active participants in Government plans to improve resilience and strengthen LRFs. This needs to continue.

- Government plans, set out in the UKGRF, have the potential to strengthen the existing resilience infrastructure. However, there is a lack of detail, and more clarification is required by LRFs.
- Stronger LRFs and revised structures need to be funded appropriately and proportionately based on concentration of risk. The Committee notes that the Government launched "Innovation Fund 2023 to 2024: prospectus for LRFs" in April 2023.¹ The Committee is pleased to note that London has been selected as one of eight LRFs taking part in a two-year pilot, starting in early 2024; and is due to receive up to £400,000 annual funding from the DLUHC to support this work.
- The new approach proposed for LRFs articulated in the UKGRF needs to be flexible and recognise London's unique resilience structure, with 32 boroughs and the City of London Corporation represented in its LRF.
- Local authorities' role in recovery needs better recognition; they should be better empowered, supported and trained to ensure this role is fulfilled effectively. Access to funding for recovery at a lower level than is currently available under the Bellwin scheme should be considered.²
- The Committee makes 11 recommendations for the ongoing improvement of the capital's resilience work.

¹ DLUHC, Innovation Fund 2023 to 2024: prospectus for LRFs, updated 6 September 2023

² DLUHC, <u>Bellwin scheme of emergency financial assistance to local authorities</u>, updated 6 February 2023

Recommendations

Recommendation 1

The Committee recommends that the Deputy Mayor for Fire and Resilience and London Resilience continue to: work closely with the Department for Levelling Up, Housing and Communities (DLUHC) as it develops its proposals for stronger local resilience forums; and seek to influence the DLUHC to ensure that London's resilience needs are met.

Recommendation 2

The Mayor should attend at least one London Local Resilience Forum (LRF) meeting every two years so that he is completely abreast of the current challenges facing London and is able to use any Mayoral powers to support the London LRF.

Recommendation 3

The Government should provide more detail and clarify responsibilities under its proposals for stronger Local Resilience Forums, outlined in the UK Government Resilience Framework, as soon as possible to help LRFs prepare for the future.

Recommendation 4

The Committee recommends that Government should have a duty to inform local resilience forums of the level of a risk that they include in resilience planning assumptions, as part of its aim of improved risk assessment.

Recommendation 5

The Government should consider giving London Fire Brigade, and other fire and rescue services, a statutory role in responding to flooding; and ensure they receive appropriate funding.

Recommendation 6

The Mayor should ensure that London Fire Brigade has the resources required in order to be fully prepared for large scale resilience response.

Recommendation 7

The Government must ensure the new resilience arrangements outlined in the UK Government Resilience Framework are proportionately funded; and that sufficient funding is provided for resilience activity before, during and after an emergency.

Recommendation 8

The Committee recommends that the Government takes into account the size of London and its complexity, recognising its unique role as the capital with a high density of population, and provides resilience funding that is proportionate to these risks.

Recommendation 9

The Committee recommends the Government considers extending resilience funding in London to include the 32 boroughs and the City of London Corporation, as well as the local resilience forum, because of the key roles the boroughs play in London's resilience.

Recommendation 10

The Committee recommends that the Government assesses the extent and cost of recovery that falls to local authorities, and sets a lower threshold for reimbursement of these costs.

Recommendation 11

The Committee recommends that the Government considers extending its joint initiative with the insurance industry Flood Re, which aims to make flood cover more affordable, to include affordable cover for wildfires.

Introduction

What is resilience?

Resilience is defined by the Government in the UKGRF as the "ability to anticipate, assess, prevent, mitigate, respond to, and recover from known, unknown, direct, indirect and emerging civil contingency risks".³ Across the UK, local areas are responsible for forming partnerships with local organisations to prepare to respond to emergencies in their area.

In London, resilience and emergency planning for the capital is overseen by the London LRF, which represents a wider London Resilience Partnership (LRP) of over 170 public, private, and voluntary and community sector organisations.⁴ The London LRF and the wider LRP are responsible for planning and preparedness for emergencies. The resilience partnership organisations then respond in collaboration when an emergency occurs to coordinate the response and recovery through a Strategic Co-ordinating Group (SCG) chaired by the most appropriate lead organisation for the type of emergency.

Incidents that prompt an SCG response can occur across a broad spectrum, and the emergency services play a key role. Examples of incidents can range from a terrorist attack to floods or fires. These can be very serious, affecting a large area and/or a large number of people (for example, the Grenfell Tower fire); or a more localised incident impacting a smaller number of people (for example, the wildfire incident at Wennington, which was discussed at the Committee meeting on 7 March 2023.⁵).

Legislative framework for resilience work

The Civil Contingencies Act 2004 (CCA) "establishes a consistent level of civil protection activity across the UK" and provides a framework "defining what tasks should be performed and how co-operation should be conducted."⁶

The Act divides local responders into two categories, imposing a different set of duties on each. Category 1 organisations are those "at the core of the response to most emergencies" (for example the emergency services, local authorities, NHS bodies). Category 2 organisations (the Health and Safety Executive, transport and utility companies) are "co-operating bodies". They are less likely to be involved in the heart of planning work, but will be heavily involved in incidents that affect their own sector.⁷

Category 1 and 2 organisations come together to form LRFs that "help co-ordination and co-operation between responders at the local level".⁸

⁷ Cabinet Office, <u>Preparation and planning for emergencies: responsibilities of responder agencies and others</u>, 20 February 2013

³ Cabinet Office, <u>UKGRF (executive summary)</u>, updated 4 December 2023

⁴ GLA, London Resilience Partnership

⁵ FREPC, London's Resilience and Emergency Planning – Panel 2, 7 March 2023, p.5

⁶ Cabinet Office, <u>Emergency Preparedness</u>, March 2012, p.3

⁸ Cabinet Office, Preparation and planning for emergencies: responsibilities of responder agencies and others, 20 February 2013

Local resilience is a joint Government responsibility between the Cabinet Office and the DLUHC. Lead Government Departments are appointed for their relevant sector or risk-based preparedness.

The Cabinet Office leads on legislation. It published the UKGRF in December 2022, while our investigation was under way. This Framework includes a number of Action Plans, with targets set for delivery in 2025 and 2030. It also includes proposals to establish new, stronger resilience structures, both locally and within Government. We have considered these plans and their potential effect on London's resilience approach as part of this report.

How did the Committee investigate this issue?

The Committee collected evidence over the course of two meetings:

- a formal oral evidence session in November 2022, with:
 - Baroness Twycross, DMFR
 - o John Hetherington, Head of LRG
 - o Glynn Barton, Chief Operating Officer (interim), TfL
 - o Dr Yvonne Young, Acting Deputy Director, Health Protection London, UKHSA
 - Martin Machray, Executive Director for Performance London, NHS England
 - Bill d'Albertanson, Emergency Planning Manager, UK Power Networks
- a formal oral evidence session in March 2023 with:
 - Baroness Twycross, DMFR
 - Toby Gould, interim Head of LRG
 - Jo Gillespie, Deputy Director, Resilience and Emergency Division, DLUHC
 - o Colin Payne, Head of Strategy, Resilience and Recovery, DLUHC
 - Jonathan Smith, Deputy Commissioner, LFB
 - Stuart Love, Chief Executive Officer of Westminster Council, Co-Chair LAP, London LRF
 - o Andrew Blake-Herbert, Chief Executive Officer, Havering Council

London's resilience infrastructure

London's resilience model

London has a complex and multi-layered resilience infrastructure, which involves multiple bodies at different levels. These are detailed below.

London Resilience Partnership

The LRP includes over 170 organisations from the public, private, and voluntary and community sectors, including: the emergency services; the 33 local authorities in London; the NHS; and utilities and transport providers, including TfL. Each organisation has specific responsibilities in legislation for preparing for, and responding to, emergencies. They have a shared responsibility to continually develop London's resilience through their individual and collective duties.⁹

London's Local Resilience Forum

London's LRF holds the statutory responsibility for preparing the multi-agency response to an emergency in London. The DMFR chairs the LRF, which meets formally three times a year.

London's LRF represents, and is the functional body for, the wider LRP. It manages the London Risk Register, which considers the risk of emergencies that would cause significant harm to people or the environment. ¹⁰ The Risk Register lists and prioritises the key risks for London.

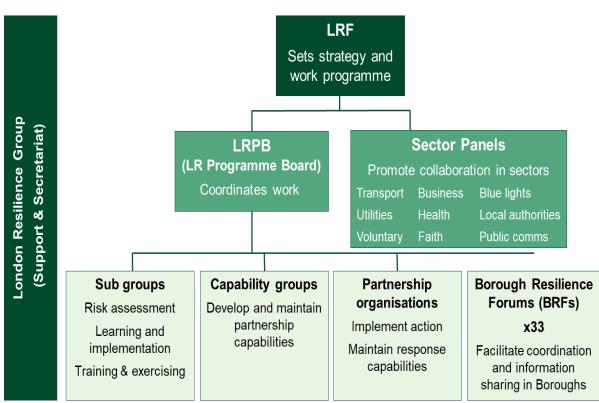
To make sure the views of all organisations in the LRP can be effectively represented at the London LRF, a series of specific groups and sector panels report into the main London LRF. This structure allows the LRF to function without the need for all 170 organisations to be present; and reflects the complexity of resilience in London.

Figure 1: London Local Resilience Forum

⁹ LRG briefing for FREP Committee

¹⁰ LRG, London Risk Register, February 2022

London's Resilience – Fire, Resilience and Emergency Planning Committee March 2024 14



Source: LRG¹¹

London Resilience Group (LRG)

The LRG supports the London LRF/LRP, in effect acting as a secretariat. The team consists of 20 staff and has a budget of approximately £1.6 million. The LRG is jointly funded and governed by the GLA, London local authorities and the London Fire Commissioner (LFC); and is hosted by LFB. The LRG supports the work of London's LRF/LRP in assessing risks; working to reduce the likelihood or impact of those risks; and preparing arrangements to respond, recover and learn from emergencies.¹²

How are major incidents dealt with?

According to the Government, there are six key stages in resilience:¹³

- **anticipation** horizon scanning to be aware of new and changing risks
- **assessment** quantifying the impact, likelihood and vulnerability of risks
- **prevention/mitigation** actions taken to eliminate or reduce the likelihood and impact of risks
- preparation development, testing and continuous improvement of plans
- **response** strategic, tactical and operational response and coordination to manage immediate consequences (typically led by the Metropolitan Police Service (MPS) and with strategic coordination arrangements set up as needed)
- **recovery** longer-term support to those impacted by the incident (typically led by the local authority, but with a broader set of interested partners including insurers and others).

¹¹ LRG Briefing for FREP Committee, September 2022

¹² LRG Briefing for FREP Committee, September 2022

¹³ Cabinet Office, <u>Integrated Emergency Management cycle</u>, p.17

How a major incident is declared in London

Any event or situation that has serious consequences for the public, and requires special emergency response arrangements, may be **declared** a 'major incident' by emergency responder organisations.

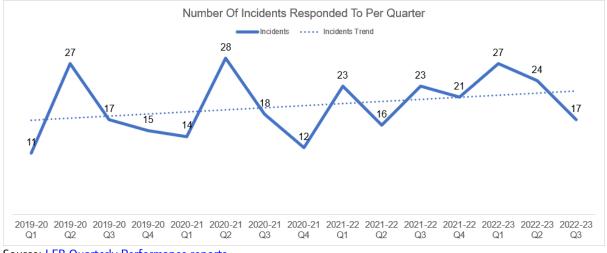
Any confirmed major incident (or other suspected **emergency**) is then reported to the LRG to undertake a joint assessment of the requirement for multi-agency coordination.

Typically, this notification comes from the emergency services, but could also come from other responders such as utility operators or health service providers. The 'notifying agency', the MPS and the LRG are the minimum required partners to determine the level of coordination required to respond to the major incident.

Resilience incidents in London

The LRG has reported that the volume of incidents it has responded to has increased steadily over the past four years. Between July 2018 and June 2019, 56 incidents were recorded; between July 2021 and June 2022, 86 incidents were recorded. Data for Q1 2019-20 to Q3 2022-23 is shown in figure 2.

Figure 2: Number of incidents responded to by LRG Q1 2019-20 to Q3 2022-23



Source: LFB Quarterly Performance reports

The DMFR and John Hetherington (the then Head of LRG) both noted this increase. The DMFR said: "Sometimes LRFs have become the go-to people for all incidents that happen."¹⁴ John Hetherington added that agencies now considered it better to work together in the partnership, so were more likely to refer to the LRF than before.¹⁵ He also said another factor in the rise had been the London LRF changing its thresholds, set out in the Severe Weather and Natural Hazards Framework, after the floods in July 2021 to enable the LRF to be quicker off the mark. This action lowered the thresholds at which partnership activity is undertaken in terms of

¹⁴ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.2

¹⁵ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.3

coordination. Similar new thresholds were also introduced for activation of the London Resilience Communication Group in a new flooding-specific communications framework.¹⁶

*"We are being far more proactive in our stance and going early, going big, as the Environment Agency like to say."*¹⁷

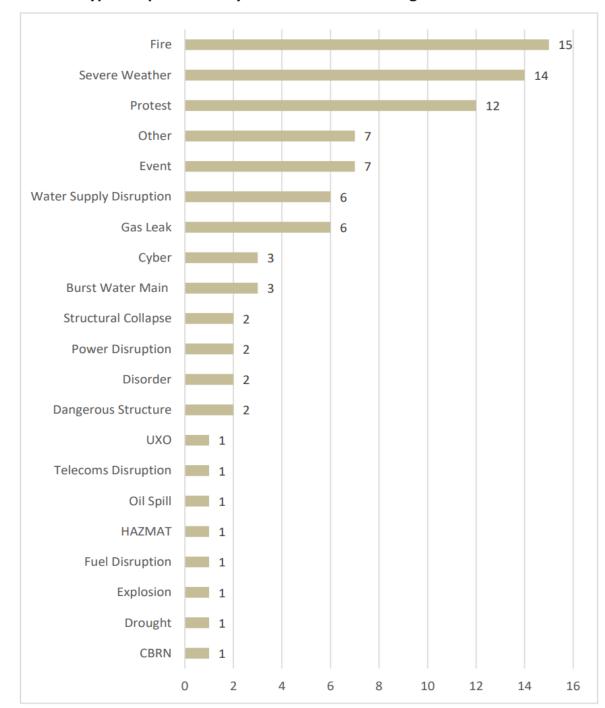
John Hetherington, Head of LRG

Figure 3, below, lists the types of incidents responded to by the LRG in the 12 months ending December 2022. It also shows the variety of issues that are considered a resilience challenge.

¹⁶ LRP, <u>Severe weather and natural hazards framework</u>, July 2022

¹⁷ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.3

Figure 3: LRG incident types



Incident types responded to by LRG - 12 months ending December 2022

Source: LFB Performance Report – Quarter 3 2022-23

- UXO = unexploded ordinance
- HAZMAT = hazardous material, includes toxic chemicals, fuels, nuclear waste
- CBRN = chemical, biological, radiological and nuclear

A structure that works?

The Committee heard evidence about the effectiveness of London's LRF. In its meeting on 29 November 2022, the Committee asked the DMFR what she considered were the strengths of London's LRF. She replied, "The key strengths of the resilience structures are the people and the way in which the partnership works together."¹⁸

She said that the resilience partnership "has been tested over the past few years" (because of responding to the COVID-19 pandemic), but added that it was able to respond effectively because of "the close working relationships with partners and the experiences we built on over the past five years."¹⁹

She went on to say:

"John [Hetherington] and his team have tirelessly worked on a number of responses over the last few years. They have also harnessed the power of the partner organisations. There is quite a complex structure between different organisations, but it works well because of the commitment of the people involved, of the way training and exercise and debrief takes place, and so far, we have been able to respond to every crisis we have been faced with and a large part of that is also the flexibility and agility with which the partnership operates."²⁰

John Hetherington told the Committee how much the resilience response had improved during his ten years with LRG and formerly LFB Emergency Planning. He recalled the lack of a partnership approach to the London riots in 2011, adding:

"We [now] come together for protests and minor disorders so that we are proactive and on the front foot, we are in an entirely different space. The last four years have really cemented that constructive challenge relationship across the partnership."²¹

In its November 2022 meeting, the Committee heard from UK Power Networks, the UKHSA, London NHS and TfL about their preparedness for winter risks. It was evident that extensive planning and assessment of the risks had contributed to effective preparedness. Key players had been brought together in a 'Winter Summit' by the LRG to hear about the risks, and discuss preparations to manage these. This work is the responsibility of the individual organisations, but London's LRF consults the partners to get assurance that the plans are robust. The DMFR told the Committee that the LRF was working with partners to plan and prepare for all emergencies; and to work with partners to better understand the risks and particularly how those might impact "London as a system".²² As an example of working through these London-wide risks, the Committee was told by John Hetherington that a "dress rehearsal" was planned for March/April 2023, for a national exercise around a total power failure. This would help the LRF learn and develop.²³ The LRG has confirmed that this "dress rehearsal" exercise took place and is now being reviewed to identify learning points.

¹⁸ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.1

¹⁹ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.1

²⁰ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.1

²¹ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.8

²² FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.28

²³ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.28

In the Committee's March 2023 meeting, the DMFR told the Committee that a strength of London's LRF is how members "discuss lessons learnt" as part of the debrief process. Stuart Love, then Co-Chair of the LAP (a sector panel of the LRF), told the Committee, "We work incredibly well with the LRG." He added that "local authorities are a key part of the LRF" and "those relationships work well"²⁴.

There is also debriefing within organisations involved after major incidents. LFB has already reviewed workforce planning, recall of staff from training, and welfare for crews – it carried out this work a few months after the wildfires that occurred on 19 July 2022.²⁵ On 10 July 2023, LFB also published its own review of the major incident.²⁶

The DMFR also told the Committee how well the LRF and the LRP worked during the COVID-19 pandemic: the most significant major incident London has experienced recently. She said this was demonstrated by "sharing resources and sharing expertise across London, either through local authorities or people getting seconded to support local authorities."²⁷

"I cannot imagine the structure without the local authority involvement. Boroughs are an essential part of the LRF."²⁸

Baroness Twycross, DMFR

Government representatives agreed that London's resilience arrangements worked well, noting that the leadership model for London's LRF was "superb" and that the DLUHC had been working "very closely" with the DMFR in developing its proposals for strengthened LRFs.²⁹

"We do see a superb leadership model from within the London LRF."³⁰

Jo Gillespie, DLUHC

Both the DMFR and Toby Gould, interim Head of LRG, said they were keen to continue working closely with Government on the development of their vision for stronger LRFs and contribute as a partnership.

The Government published the Stronger LRFs prospectus in April 2023.³¹ The London LRF submitted an expression of interest in May 2023. London was subsequently selected as one of eight LRFs taking part in a two-year pilot starting in early 2024; and is due to receive up to \pounds 400,000 annual funding from the DLUHC to support this work.

²⁴ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 2</u>, 7 March 2023, p.2

²⁵ Mayor's Question Time, Lessons from wildfires this summer (1), 21 September 2022

²⁶ LFB, <u>Major incident review: extreme weather period 2022</u>, 30 January 2023

²⁷ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 2</u>, 7 March 2023, p.3

²⁸ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 2</u>, 7 March 2023, p.1

²⁹ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 1</u>, 7 March 2023, p.4

³⁰ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 1</u>, 7 March 2023, p.2

³¹ DLUHC, Innovation Fund 2023 to 2024: prospectus for LRFs, updated 6 September 2023

Stronger Local Resilience Forums

UK Government Resilience Framework: a starting point

The UKGRF states that, by 2030:

"crisis management and resilience capabilities within the UK Government will be overhauled and strengthened; Local Resilience Forums in England will be strengthened and enhanced, in recognition of the vital role they play in resilience; and that standards will be introduced throughout the public sector, to drive continuous improvement in preparedness."³²

The Committee notes that the proposals set out in the UKGRF remain under development; and that the Government states the Framework is "just the starting point for the UK Government's ambitions on resilience".³³ This was reinforced by Jo Gillespie from the DLUHC, who told us that she saw the Framework as a continual process.³⁴

The Government describes the Framework as setting out "the plan to 2030 to strengthen the frameworks, systems and capabilities which underpin the UK's resilience to all civil contingencies risks". It commits to "creating a new resilience function to deliver longer term capability building and risk mitigation to work alongside the UK Government's crisis management infrastructure, with a new 'Head of Resilience' and 'Resilience Directorate'." The Framework also sets out a plan, by 2025, to "significantly strengthen Local Resilience Forums".³⁵

This proposal for strengthening LRFs is supported by seven recommendations for strengthening LRFs, made by the <u>Manchester Arena Inquiry</u> (MAI) in its Volume 2: Emergency Response report on the terrorist attack. This was published on 3 November 2022. The Chair of the Inquiry found that there were failings in the Greater Manchester Resilience Forum, and said, "This is an issue the Home Office (sic) should address."³⁶ Jo Gillespie told the Committee that, although the Government had yet to provide a consolidated response to the MAI, they were moving ahead with responding to the recommendations. She said, "Part of the questioning and the recommendations in Volume 2 very much underpin our Stronger LRF work."³⁷

At our November 2022 meeting, the Committee asked the DMFR and John Hetherington whether London had experienced the issue identified by the MAI about having the right seniority of representation of organisations at the LRF. The DMFR said:

"We are quite blessed in London with some pretty senior people within the organisations from the non-emergency services. It is harder to insist that all the emergency services in London, where they have such a wide range, would have their most senior person there. However, they do need to have somebody with the seniority to make sure that they can

³⁵ Cabinet Office, <u>UKGRF</u>, 19 December 2022

³² Cabinet Office, <u>UKGRF</u>, 19 December 2022

³³ HM Government, <u>UKGRF</u>, December 2022, p.3

³⁴ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 1</u>, 7 March 2023, p.5

³⁶ MAI, <u>Volume 2: Emergency Response</u>, November 2022, p.135, para 12.81

³⁷ FREPC, <u>Transcript of Agenda Item 5 - London's Resilience and Emergency Planning – Panel 1</u>, 7 March 2023, p.7

make those decisions and be heard, both within the LRF, but also within their own organisation." $^{^{\prime\prime}^{38}}$

John Hetherington assured the Committee: "I can confirm that London has good engagement from all of the agencies."³⁹

The new Framework recognises that demands on the role and expectations on LRFs have increased significantly. It sets out the Government's intention "to evolve" the role of Chair of LRFs, and create a Chief Resilience Officer for each LRF. It commits to working with the sector on how best to do this. It goes on to state that Government "will set clear expectations" for Chief Resilience Officers and that "they will be accountable to executive local democratic leaders".⁴⁰

The Committee notes that this proposed new framework for LRFs is very similar to how London's LRF operates now – with the DMFR as Chair, with accountability to the London Assembly. The DMFR told the Committee that she was pleased that many of the comments that London had put forward had been included in the Framework.

The Committee explored the Government's proposals in our meeting on 7 March 2023. The DLUHC acknowledged the UKGRF set out a relatively long-term approach, but said that it intended that pilots of new stronger LRF models would start "by the end of this year [2023]".⁴¹

Eight LRFs, including the London LRF, were subsequently selected as part of the Stronger LRFs pilot programme in July 2023. The London LRF is designing its pilot project in conjunction with the DLUHC, aiming to start the project in early 2024.

The DMFR told us that there were "some really good things" in the UKGRF, but she added: "It was a shame that the Government moved away from a full strategy and replaced it with a sort of strategic direction and intent of direction."⁴² The Committee agrees that the Framework has long-term goals, but lacks the level of detail the proposed strategy would have provided. We would urge the Government to develop that detail as soon as possible to clarify the position for LRFs, and help them prepare for change.

Risk

The Committee heard from the DLUHC that Government could be "chronically bad at explaining risk", but that it wants to "engage the community better and understand our communities better as well".⁴³ This will be key to delivering the "whole of society approach"⁴⁴ that the Government considers a fundamental part of its new framework, as people need to understand what risk means for them and their families.

We really want to help people understand what risk means. What does a one-ina-hundred-year flood mean? Does that mean I will never get flooded for 99 years? We are not good at explaining that.⁴⁵

Jo Gillespie, DLUHC

The Committee also heard from the DMFR about a need for the Government to improve its communication with LRFs on risk assumptions to help validate these assessments. She said that Government officials have fed into the development of London's worst-case planning scenarios. She went on to say, "We also send [planning assumptions] to Government officials ... in the intention that if we are off course with it or do not have the right things covered, we would anticipate that they would tell us." She added, however: "It is not always the case that we get information direct." She told the Committee that, because of this, she would like the Government to have a duty to inform LRFs. She said: "All too often we are relying on newspaper rumours or articles with varying degrees of truth to establish what the extent of a risk is at any one time."⁴⁶ The Committee believes the Government needs to improve this feedback process to achieve its aims for improved risk assessment, and to better support LRFs. The Committee supports the call by the DMFR for Government to have a duty to inform LRFs on the level of risks.

The Committee notes that the UKGRF includes a commitment to assess the value of several tools for risk assessment, to see if LRFs would benefit from these. It urges the Government to ensure this assessment is completed swiftly.⁴⁷

One of the LRF's challenges is preparing for the possibility that multiple risks could come up as part of a single event, or a chain of unrelated events. Specific modelling is already undertaken to consider the potential consequential and cascading impacts that might be handled in such a situation.⁴⁸

Flooding

The Committee also explored the risks associated with climate change – in particular, the surface-water flooding that London has experienced after extremely heavy rainfall in a short period. In the latest progress report on the Mayor's London Environment Strategy, the Mayor stated that 200,000 commercial and residential properties were at risk of flooding from heavy rain.⁴⁹ During July 2021, severe flooding occurred in London: on 12 July, eight underground lines were suspended and multiple underground stations were closed, including Euston station.⁵⁰ Just five days later, on 17 July, 76 millimetres of rain fell in 90 minutes, causing floods along Portobello Road, with flood levels reaching at least 0.45 metres. Then on 25 July, London had more torrential rain affecting several roads and underground stations; the St James's Park area recorded 41.8 millimetres of rainfall.⁵¹

The Committee was interested to hear from LFB deputy Commissioner Jonathan Smith that LFB has no statutory role in responding to such flooding. He told the Committee that LFB would always respond to flooding and builds this into its planning, despite the lack of a statutory role.

⁴³ FREPC, <u>Transcript of Agenda Item 5 - London's Resilience and Emergency Planning – Panel 1</u>, 7 March, p.5

³⁸ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.4

³⁹ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.4

⁴⁰ Cabinet Office, <u>UKGRF</u>, 19 December 2022

⁴¹ FREPC, <u>Transcript of Agenda Item 5 - London's Resilience and Emergency Planning – Panel 1</u>, 7 March, p.2

⁴² FREPC, <u>Transcript of Agenda Item 5 - London's Resilience and Emergency Planning – Panel 1</u>, 7 March, p.2

⁴⁴ Cabinet Office, <u>UKGRF</u>, 19 December 2022

⁴⁵ FREPC, <u>Transcript of Agenda Item 5 - London's Resilience and Emergency Planning – Panel 1</u>, 7 March 2023, p.5

⁴⁶ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.23

⁴⁷ Cabinet Office, <u>UKGRF</u>, 19 December 2022

⁴⁸ Mayor's Question Time, <u>Training for a chain of events</u>, 17 October 2022

⁴⁹ GLA, London Environment Strategy: second progress report (2019-2021), September 2021 p.18

⁵⁰ JBA risk management, <u>A retrospective look at London surface water flash floods</u>

⁵¹ JBA risk management, <u>A retrospective look at London surface water flash floods</u>

He told the Committee that the Fire Brigades Union has been pressing for this; and the National Fire Chiefs Council has also looked into this lack of formal role.

The DMFR also supported a statutory role for LFB. She told the Committee that the Task and Finish Group, set up after the July 2021 floods, is developing the "first-ever citywide Surface Water Flooding Strategy" looking at "what more is needed to continue to take forward immediate actions to reduce flooding".⁵²

The Committee believes the Government should give LFB, and other fire and rescue services, a statutory role in responding to flooding, in view of the high likelihood that climate change will bring more instances of extreme weather, including exceptional rainfall in a very short period. Currently LFB only has a statutory role in rescuing people trapped by flooding. Extending this to cover flooding assistance more widely, especially in respect of pumping flood water from buildings, would recognise this wider role and potentially attract additional resource from the Government.

Resilience Academy

The UKGRF sets out proposals for a 'Resilience Academy' that "will ensure that all those who work on resilience have the capability and knowledge they need to play their part". The DMFR welcomed the proposed Academy, saying that it "could really offer a huge amount to strengthen the capacity of individuals who are working on LRFs".⁵³

The DMFR went on to say that it had the potential to upskill people coming into London local authorities in resilience. She said, "I am really keen that we create a learning culture where we learn from our and others' experience." She added: "Having that expertise in a community of practice across all the different sectors [and LRFs] would be valuable. It is maybe something that can develop with the Resilience Academy and that idea of shared knowledge."⁵⁴

The Committee welcomes the proposed Resilience Academy, and believes it has the potential to provide a centre of excellence and promote a shared learning experience across the sector.

Recommendation 1

The Committee recommends that the Deputy Mayor for Fire and Resilience and London Resilience continue to: work closely with the Department for Levelling Up, Housing and Communities (DLUHC) as it develops its proposals for stronger local resilience forums; and seek to influence the DLUHC to ensure that London's resilience needs are met.

Recommendation 2

The Mayor should attend at least one London Local Resilience Forum (LRF) meeting every two years so that he is completely abreast of the current challenges facing London and is able to use any Mayoral powers to support the London LRF.

⁵² FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 2</u>, 7 March 2023, p.14

⁵³ FREPC, <u>Transcript of Agenda Item 5 - London's Resilience and Emergency Planning – Panel 1</u>, 7 March 2023, p.2

⁵⁴ FREPC, <u>Transcript of Agenda Item 5 - London's Resilience and Emergency Planning – Panel 1</u>, 7 March 2023, p.3

Recommendation 3

Government should provide more detail and clarify responsibilities under its proposals for Stronger Local Resilience Forums, outlined in its UK Government Resilience Framework, as soon as possible to help LRFs prepare for the future.

Recommendation 4

The Committee recommends that Government should have a duty to inform local resilience forums of the level of a risk that they include in resilience planning assumptions, as part of its aim of improved risk assessment.

Recommendation 5

The Government should consider giving the London Fire Brigade, and other fire and rescue services, a statutory role in responding to flooding and ensure they receive appropriate funding.

Resources

Historically, LRFs have not received Government funding. Their resources are drawn from the partner organisations within the LRF and from local democratic bodies. This equally applies in London – though London's LRF also has the support of the LRG, which is jointly funded by the GLA, London local authorities and the LFC.

In 2021, the DLUHC provided £7.5 million of funding to LRFs for one year as a pilot project. This represented the first direct funding of LRFs by the Government, unrelated to specific risks, emergencies or events. Each LRF received £120,000 to build their capacity, and £40,000- \pounds 125,000 to build their capability, without displacing their existing partner contributions.⁵⁵

The funding stemmed from the Government's Integrated Review, which included a commitment to consider strengthening the roles and responsibilities of LRFs. ⁵⁶ The UKGRF includes these proposals for stronger LRFs; and states that, by 2030 "models of funding for LRFs in England will be reviewed to ensure they are appropriate to the expectations placed upon them".⁵⁷

The Government's evaluation of the DLUHC pilot showed that the funding was well received by LRFs and allowed them "to take significant steps towards delivering new capacity and capability".⁵⁸ The evaluation of the initial funding pilot also stated that continuing Government funding for LRFs was needed "to reflect the ongoing challenges LRFs face, the breadth of their remit, and the variable and often modest access they have to local funding".⁵⁹ In late 2021, the DLUHC announced a *£*22 million, three-year funding settlement for LRFs in England starting in 2022-23. It said this additional funding "will complement the contributions of partners and will allow LRFs to continue to build on the excellent progress they have made during the pilot."⁶⁰

The Committee explored whether London's LRF, and the LRG that supports it, have sufficient resources, especially in light of the increased number of incidents it now receives. John Hetherington told the Committee in November 2022 that "the years of austerity across the whole of the public sector" had impacted resilience.⁶¹ He concluded that London's LRF and the LRG were proportionately resourced in relation to the resourcing of partnership organisations; but said that the whole sector needs "far more resource".⁶²

In March 2023, the DMFR took a stronger line, and called for proportionate funding for resilience in London to reflect additional challenge. She said:

"The concentration of risk in urban areas does not always get reflected in Government funding; if there is a flood in an urban area it is much more likely to cause risk to life and

⁵⁵ DLUHC, <u>Evaluation of the 2021/22 Funding Pilot for Local Resilience Forums</u>, January 2023

⁵⁶ The 2021 Integrated Review set the UK's overarching national security and international strategy, bringing together defence, security, resilience, diplomacy, development and trade, as well as elements of economic, and science and technology policy. The UKGRF is one of the sub-strategies that supports it.

⁵⁷ Cabinet Office, <u>UKGRF</u>, 19 December 2022

⁵⁸ DLUHC, Evaluation of the 2021/22 Funding Pilot for Local Resilience Forums, January 2023

⁵⁹ DLUHC, Evaluation of the 2021/22 Funding Pilot for Local Resilience Forums, January 2023

⁶⁰ DLUHC, <u>Evaluation of the 2021/22 Funding Pilot for Local Resilience Forums</u>, January 2023

⁶¹ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.2

⁶² FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning</u>, 29 November 2022, p.2

livelihood just because of the concentration of vulnerable people and how crises can exacerbate inequalities." $^{\prime\!^{63}}$

"I would rather see Government funding proportionate to the size and complexity of London."⁶⁴

Baroness Twycross, DMFR

Stuart Love, then Co-Chair of the London LRF LAP, supported the DMFR's view that London's needs should be taken into account by the Government when considering how it invests in emergency preparedness and response. He told the Committee, "In terms of how Government approaches this, it does need to look at London's structures and London's governance."⁶⁵

Stuart Love told us about the work of the LAP (a sector panel of the LRF). It is made up of borough chief executives, who lead on resilience and emergency planning in their sub-regions. He told us how the LAP delivers an assurance process; drives standardisation and standards of resilience across London; and provides a collective humanitarian response to emergencies.

*"We would like Government to consider funding for local government when it comes to emergency planning and resilience."*⁶⁶

Stuart Love, LAP

Andrew Blake-Herbert, Chief Executive of Havering Council, spoke to the Committee about recovery costs that fall on local councils. He told us about Havering Council's experience of providing continued support for residents who lost their homes in a wildfire in July 2022; 19 homes were destroyed and the council had to assist residents to find alternative accommodation on a temporary basis. This was particularly problematic because of limited availability of housing in London, and recovery costs totalled around £150,000.⁶⁷

The Government has made provision for local authorities to be reimbursed for emergencies under the Bellwin scheme. It stated:

"A Bellwin Scheme may be activated where an emergency or disaster involving destruction of or danger to life or property occurs and, as a result, one or more local authorities incur expenditure on, or in connection with, the taking of immediate action to safeguard life or property, or to prevent suffering or severe inconvenience, in their area or among its

⁶³ FREPC, <u>Transcript of Agenda Item 5 - London's Resilience and Emergency Planning – Panel 1</u>, 7 March 2023, p.3

⁶⁴ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 2</u>, 7 March 2023, p.3

⁶⁵ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 2</u>, 7 March 2023, p.2

⁶⁶ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 2</u>, 7 March 2023, p.3

⁶⁷ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 2</u>, 7 March 2023, p.3

inhabitants. There is no automatic entitlement to financial assistance \dots Incidents that qualify for support should be exceptional."

However, the Bellwin scheme doesn't cover precautionary actions or the recovery from an emergency; and is subject to an expenditure threshold. This threshold, set annually by the Government, is based on 0.2 per cent of the estimated total budget for a local authority, as assessed by the Government.⁶⁹

The UKGRF acknowledges that the current default is for recovery costs to be covered locally. However, it states: "We will seek to provide greater clarity and guidance on when and how the UK Government may intervene, and consider if more formal arrangements should be developed to cover recovery from wider risks."⁷⁰

Stuart Love supported the need for local authorities' role in resilience to be recognised. He stated:

"What we would like to see ... is, in addition to the investment in the LRF, some consideration [by Government] be given to local authorities as well. We are all different, we are all sovereign and we have different abilities to invest in our emergency planning responses."⁷¹

Andrew Blake-Herbert also told the Committee about a specific problem that arose in the recovery process because a house in the middle of a terrace lacked insurance. He said:

"The insurance for the other households cannot rebuild their own homes because the one in the middle does not have a solution. The Council is again having to step in and pick up that gap where that situation exists."⁷²

The Committee notes that the Government has an existing scheme called Flood Re, established as a joint initiative with the insurance industry, to make the flood part of household insurance more affordable. Every insurer that offers home insurance in the UK must pay into the Flood Re scheme. This levy raises £180 million every year, which is used to cover the flood risks in home insurance policies.⁷³ The Committee would like to see this extended, or replicated, to provide affordable cover for wildfires.⁷⁴

Recommendation 6

The Mayor should ensure that the LFB have the resources required in order to be fully prepared for large scale resilience.

Recommendation 7

74 Flood Re

⁶⁸ DLUHC, <u>Bellwin scheme of emergency financial assistance to local authorities</u>, updated 6 February 2023

⁶⁹ DLUHC, <u>Bellwin Scheme thresholds 2022 to 2023</u>

⁷⁰ Cabinet Office, <u>UKGRF</u>, 19 December 2022

⁷¹ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 2</u>, 7 March 2023, p.2

⁷² FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 2</u>, 7 March 2023, p.16

⁷³ Frontier Home Insurance, <u>Flood Re levy</u>

The Government must ensure the new resilience arrangements outlined in the UKGRF are proportionately funded; and that sufficient funding is provided for resilience activity before, during and after an emergency.

Recommendation 8

The Committee recommends that the Government takes into account the size of London and its complexity, recognising its unique role as the capital with a high density of population, and provides resilience funding that is proportionate to these risks.

Recommendation 9

The Committee recommends the Government considers extending resilience funding in London to include the 32 boroughs and the City of London Corporation, as well as the local resilience forum, because of the key roles the boroughs play in London's resilience.

Recommendation 10

The Committee recommends that the Government assesses the extent and cost of recovery that falls to local authorities, and sets a lower threshold for reimbursement of these costs.

Recommendation 11

The Committee recommends that the Government considers extending its joint initiative with the insurance industry Flood Re, which aims to make flood cover more affordable, to include affordable cover for wildfires.

Committee activity

The FREP Committee agreed the following terms of reference for this investigation:

- to explore London's resilience and preparedness for emergencies
- to explore key challenges and the effectiveness of London's resilience structure in leading and coordinating the capital's response to emergencies
- to consider the impact of proposed legislative change to the CCA and amendment to associated guidance
- to examine London's preparedness for key winter issues identified in the London Risk Register
- to scrutinise the local borough resilience response, examining the response to a specific incident.

At its public evidence sessions, the Committee took evidence from the following guests:

29 November 2022

- Baroness Twycross, DMFR
- John Hetherington, Head of LRG (has since left this role)
- o Glynn Barton, Chief Operating Officer (interim), TfL
- o Dr Yvonne Young, Acting Deputy Director Health Protection London, UKHSA
- Martin Machray, Executive Director for Performance London, NHS England
- Bill d'Albertanson, Emergency Planning Manager, UK Power Networks

7 March 2023

- Baroness Twycross, DMFR
- Toby Gould, interim Head of LRG
- Jo Gillespie, Deputy Director, Resilience and Emergency Division, DLUHC
- Colin Payne, Head of Strategy, Resilience and Recovery, DLUHC
- Jonathan Smith, Deputy Commissioner, LFB
- Stuart Love, Chief Executive Officer of Westminster Council, Co-Chair, LAP, London LRF
- Andrew Blake-Herbert, Chief Executive Officer, Havering Council

The Committee would like to thank all the guests who generously gave their time to participate in the meetings and give evidence of being part of London's resilience and emergency planning.

Appendix 1

London Resilience Partners by categorisation under the CCA

Category 1 responders

- Emergency services
- Local authorities x33
- The GLA
- The health sector:
 - NHS England and NHS Improvement (London)
 - Acute Trusts
 - o Integrated Care Boards
 - o UKHSA
- The Environment Agency

Category 2 Responders

- Utility companies
- Transport providers
- The Health and Safety Executive
- The Met Office (added as a Category 2 responder following the CCA review)

Other responders (non-categorised by the CCA)

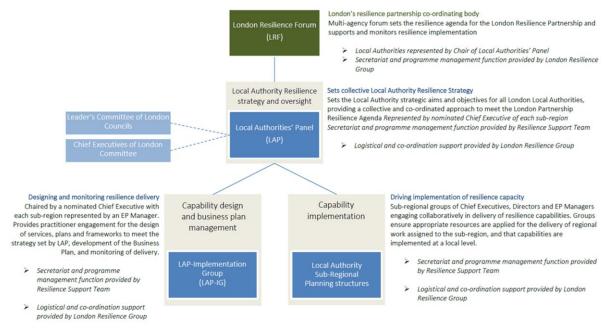
- The DLUHC
- The military
- The voluntary and community sector
- The business sector
- The faith sector

Appendix 2

Local authorities' panel (LAP)

The LAP is one of the sector panels within London's LRF and is chaired by Kim Wright, Chief Executive of Brent Council and a Deputy Chair of the LRF. Figure 4, below, sets out the LAP's role.





The LAP is made up of chief executives who represent sub-regions within London. Those chief executives take a lead, within those sub-regions, on issues of resilience and emergency planning. It was set up by chief executives in London with a view to ensuring interaction with the LRF and "to drive standardisation and standards of resilience across London".⁷⁵ The LAP supports preparedness and ensures that, collectively, local authorities "are able to deal with the humanitarian assistance side of any particular incident or emergency and how we come together to do that, facilitating mutual aid, etc".

Each borough also has a Borough Resilience Forum (BRF) that prepares for the local multiagency response to an incident. BRFs are critical as they contain the local responders and build the relationships that are key to an effective resilience response.

⁷⁵ FREPC, <u>Transcript of Agenda Item 5 – London's Resilience and Emergency Planning – Panel 2</u>, 7 March 2023, p.1

Other formats and languages

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Chinese

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Vietnamese

Nếu ông (bà) muốn nội dung văn bản này được dịch sang tiếng Việt, xin vui lòng liên hệ với chúng tôi bằng điện thoại, thư hoặc thư điện tử theo địa chỉ ở trên.

Greek

Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.

Hindi

यदि आपको इस दस्तावेज का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

Bengali

আপনি যদি এই দলিলের একটা সারাংশ নিজের ভাষায় পেতে চান, তাহলে দয়া করে ফো করবেন অথবা উল্লেখিত ডাক ঠিকানায় বা ই-মেইল ঠিকানায় আমাদের সাথে যোগাযোগ করবেন।

Urdu

Arabic

الحصول على ملخص ل هذا المستند بل غتك، فرجاء ال انتصال برقم ال هانتف أو ال انتصال على ال عنوان البريدي ال عادي أو عنوان الببريد ال ال كتروني أعلى ه.

Turkish

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Punjabi

ਜੇ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਦਾ ਸੰਖੇਪ ਆਪਣੀ ਭਾਸ਼ਾ ਵਿਚ ਲੈਣਾ ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ

ਚਾਹੋ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਸ ਨੰਬਰ 'ਤੇ ਫ਼ੋਨ ਕਰੋ ਜਾਂ ਉਪਰ ਦਿੱਤੇ ਡਾਕ ਜਾਂ ਈਮੇਲ ਪਤੇ 'ਤੇ ਸਾਨੂੰ ਸੰਪਰਕ ਕਰੋ।

Gujarati

જો તમારે આ દસ્તાવેજનો સાર તમારી ભાષામાં જોઈતો હોય તો ઉપર આપેલ નંબર પર ફોન કરો અથવા ઉપર આપેલ ૮પાલ અથવા ઈ-મેઈલ સરનામા પર અમારો સંપર્ક કરો.

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