

MINUTES

Meeting	London Resilience Forum
Date	Thursday 29 June 2023
Time	2.00 pm
Place	G02, LFB Headquarters, 169 Union Street, London, SE1 0LL

Ref	Action	Owner
1.4	LRF Chair to write to LRF membership organisations to reiterate the requirement for suitably senior representatives to attend LRF meetings, with delegated attendance restricted to people with suitable decision making authority.	LRG
4.1	Extraordinary meeting of the Blue Lights Panel to be held to discuss the 999 outage on 25 June 2023, and determine any actions that can be taken to improve coordination and response to a similar disruption to the 999 service in future.	LFB
4.2	DLUHC to seek assurance from the relevant government department that suitable mitigation has been undertaken to avoid the risk of a further failure of the 999 system, and to share information about national contingency planning for this eventuality, and the national debrief arrangements.	DLUHC
5.7	LRG and MOPAC to determine future timelines for further reporting on the Manchester Arena Inquiry and Lord Harris Review 2022 recommendations.	LRG; MOPAC
5.13	GLA to circulate communications and data scoping project reports to LRF members.	GLA
5.14	GLA to consider the most appropriate organisation to host the new Community Resilience Officer post (reference paper 73 03).	GLA
7.3	LRG and DLUHC to consider the proposal to create lower threshold planning assumptions where appropriate as part of ongoing work to consider capability gaps.	LRG; DLUHC
7.10	EA and LRG to continue to try to identify a willing riparian local authority partner to deliver FloodEx as a table-top exercise.	EA; LRG
7.12	LRG, LFB and BTP to convene a subgroup of relevant partners to discuss and identify solutions to the gap in London's MAGIC training capacity for some partner agencies and sectors, and report back to the LRF.	LRG; LFB; BTP

8.7	All to provide any final comments on the CBRN(e) framework by 13 July. LFB to then circulate the CBRN(e) Framework to LRF members with tracked changes for approval before final publication.	All; LFB
8.8	LFB to consider expanding the membership of the CBRN(e) working group to include NHS England and the Environment Agency.	LFB

Present:

Fiona Twycross, Chair

Pat Goulbourne, London Fire Brigade (Deputy Chair)

Kim Wright, Local Authorities' Panel (Deputy Chair) (via Teams, left at 15:30)

Sean O'Callaghan, British Transport Police

Peter Lavery, Business Sector Panel

Tony Bray, Department for Levelling Up, Housing & Communities (via Teams, attended for DLUHC items)

James Lunn, Department for Levelling Up, Housing & Communities (via Teams, attended for DLUHC items)

Claire Bell, Environment Agency

Alastair Cutting, Faith Sector Panel

Niran Mothada, Greater London Authority

Natasha Wills, London Ambulance Service

Emily Coatham, London Communities Emergencies Partnership

Doug Flight, London Councils

Terry Leach, Maritime & Coastguard Agency

Mark Rogers, Met Office

Carl Lindley, Metropolitan Police Service

Karen Findlay, Metropolitan Police Service (via Teams)

Jeremy Lamb, Military (via Teams)

Brian Fahy, Military (via Teams)

Emma Rowland, MOPAC

Peter Boorman, NHS England – London

Martin Machray, NHS England – London

Christian Van Der Nest, Transport Sector Panel

Beth Reeves, Utilities Sector Panel (via Teams)

Yvonne Young, UK Health Security Agency

London Resilience Group (LRG):

Toby Gould, Interim Head of LRG

Matt Hogan, LRG

Fiona Mair, LRG

Jeremy Reynolds, LRG

Greater London Authority:

Felicity Harris, Senior Board Officer (clerk)

Clare Kutona, Board Officer (shadowing clerk)

Also in attendance:

Hayley Bennett, Environment Agency

Kristen Guida, Greater London Authority

Alan Palmer, London Ambulance Service
Mark Sawyer, Local Authorities Panel
Helen Smith, UK Health Security Agency
Kelly Dallen, London Resilience Group
Edit Nagy, London Resilience Group (via Teams)

1 Chair's opening remarks

- 1.1 The Chair welcomed Members to the 73rd meeting of the Forum and thanked the London Fire Brigade for hosting.
- 1.2 The Chair acknowledged the considerable contribution partners continued to make to the resilience of London since the last meeting, noting that in the last few weeks alone partners had responded to a range of issues including, but not limited to, hot weather conditions, wildfires, flooding from thunderstorms and most recently the outage of the 999 service. Many partners had also played a key role in the preparations for, and the delivery of, the King's Coronation and birthday celebrations. The Emergency Alerts system had also been launched since the previous meeting and a number of partners had taken part in exercises Spring Resolve, Mighty Oak and, for local authorities, the annual Exercise Safer City. The Chair noted that the recent attack in Nottingham was a solemn reminder of the importance of partnership working both at a local and national level.
- 1.3 Looking ahead, the outcome of London's expression of interest in the government's Stronger Local Resilience Forums (LRFs) Programme was expected imminently. If successful, the partnership would move into the design and preparation phase for the pilot. Also on the agenda was an update on the Manchester Arena Inquiry and Lord Harris' review of counter-terrorism preparedness. One of the criticisms in the report related to the level of seniority of partners attending the local resilience forum. Members were reminded to sense check and confirm that the seniority of their representatives at LRF meetings was appropriate. It was agreed the Chair would send a note to partners on this.
- 1.4 **ACTION: LRF Chair to write to LRF membership organisations to reiterate the requirement for suitably senior representatives to attend LRF meetings, with delegated attendance restricted to people with suitable decision making authority.**
- 1.5 The Chair noted that a number of partners had provided evidence to the COVID-19 Inquiry. The Chair extended a thank you to the NHS and UKHSA for their work in reviewing London's pandemic disease response plan with support from the London Resilience Group.
- 1.6 Congratulations were extended to Christian van der Nest, TfL and Jon-Paul Graham, GLA who received honours for services to the State Funeral of Her Majesty Queen Elizabeth II, to Monica Cooney, TfL for services to Transport and to the State Funeral of Her Majesty Queen

Elizabeth II, and to Sean O’Callaghan, BTP for services to Policing and the State Funeral of Her Majesty Queen Elizabeth II.

2 Introductions and apologies for absence

- 2.1 Apologies were received from: Don Randall, Business Sector Panel; Richard Waight, City of London Police; Charlotte Wood, Environment Agency; Alison Griffin, London Councils; Dawn Morris, MOPAC; Kevin Fenton, Office for Health Improvement and Disparities; and Ruth Shulver and Jack Griffith, London Resilience Communication Group.

3 Minutes and matters arising from the previous meeting

- 3.1 The Forum confirmed the minutes of the meeting of the Forum (73 01) held on 23 February 2023 as an accurate record.
- 3.2 With reference to actions outstanding, the Forum noted that:
- Item 4.1 – the Met Office, LFB and other relevant partners had met to review the summer wildfire risk and LFB had written to local authority chief executives about expectations relating to wildfire risk mitigation.
 - Item 8.12 – the original action was complete, although work to clarify information relating to capability gaps between LRG and DLUHC was ongoing.
- 3.3 All other actions had been completed.

4 Current and Emerging Risks to London

- a) **Threats, protests and events:** The MPS representative updated the Forum on a number of threats, first noting that there were four key protest threats relating to the environment, animal rights, anti-government and football. There had been a significant increase in climate activism, with activism increasingly moving into criminal activity. It was expected that Just Stop Oil’s 12-week campaign would be extended a further week and would run until the week beyond Wimbledon. Significant pressure on services was expected in the coming weeks due to possible disruption expected at high-profile events such as the Ashes, Pride and Wimbledon. Additional key events to note in the coming quarter included the Notting Hill Carnival in August and the Defence & Security Equipment International (DSEI) arms conference in September. Risks of industrial action continued and system outage issues continued to be a concern. The forthcoming enactment of Martyn’s Law would need to be discussed further by the partnership.
- b) **Hazards and issues update:** The DLUHC representative provided an update on a series of hazards and issues:
- Industrial action – Ongoing ballots and confirmed periods of industrial action across multiple sectors and information being shared through operational channels on contingency planning. [REDACTED].

- Wildfire risk – Monitoring and planning for mutual aid continued on a national level. There were no specific areas of concern in London at this point and it was not expected that any area would move into severe drought, though residual drought areas in the south remained a risk.
- Gas and electricity – Disruption to supply was not expected for the coming quarter, but preparations were underway for the winter period.
- 999 system outage – OFCOM had launched an investigation into the incident on 25 June 2023 in which the 999 service was unavailable. The investigation would focus on whether BT failed to comply with technical duties set out in the Communications Act 2003. No timescales for the outcome of the investigation had been provided but DLUHC were monitoring developments closely. Assurance from BT that the incident would not be repeated had not been received and the Chair noted that the response to date had not felt sufficiently urgent. An extraordinary Blue Lights Panel discussion would be scheduled to discuss a plan of action should the issue occur again. The Chair agreed that the LRF would keep DLUHC informed of any issues and points raised at the panel discussion.

4.1 **ACTION: Extraordinary meeting of the Blue Lights Panel to be held to discuss the 999 outage on 25 June 2023, and determine any actions that can be taken to improve coordination and response to a similar disruption to the 999 service in future.**

4.2 **ACTION: DLUHC to seek assurance from the relevant government department that suitable mitigation has been undertaken to avoid the risk of a further failure of the 999 system, and to share information about national contingency planning for this eventuality, and the national debrief arrangements.**

- Thames Water – Following recent media reports that the government was developing contingency plans for a potential collapse of Thames Water, assurance was sought regarding potential risks to London's water supply. Thames Water confirmed the organisation was seeking further support from shareholders. There were government provisions available to ensure that the company could continue to provide essential water and sewage services. There were no immediate resilience issues to note from Thames Water's perspective [REDACTED]. It was noted that a Thames Water director had offered to discuss the resilience of the service with the LRF Chair and details were being sent to the Chair's office.
- Migrants – Immigration removal centres were under pressure to find additional and alternative provision of accommodation. The pressure was likely to be increased by the anticipated increased number of boats arriving on UK shores. The Home Office had provided assurances that officials were working with local areas to consider alternative options.

c) **Met Office seasonal forecast:** The Met Office representative provided a brief update on the expected forecast over the following months, noting that there was a wet start to spring, before temperatures rose for a dry May and the warmest June on record for the UK. The early start to summer was expected to lead to the rapid growth and dying down of vegetation, which increased the risks of wildfires. The following quarter was expected to feature hotter conditions than normal, with an increased risk of thunderstorm activity in the south of England. It was noted that the daily hazard assessment tool had proven useful across the partnership.

- d) **Infectious diseases:** The UKHSA representative noted that the Adverse Weather Health Plan was launched in May. London had been in the yellow category for heatwave alert for much of this period. There had been increased cases of thunderstorm-related asthma cases in the 5-44 year old age group. It was hard to predict the causes of the increase, but the UKHSA team were looking to build it into predictions to feed into heat health alerts. COVID-19 and Mpox infection rates were low, but measles was presenting a significant concern across London. There had been an increase in cases in the 1-25 year old age group, with modelling indicating that the risk of an outbreak in London was high. Work to increase uptake of the vaccine continued.
- e) **Other agency updates by exception:** There were no further updates.

5 Special Agenda Items

a) UK Government Resilience Framework – Stronger LRFs Programme

- 5.1 The Chair invited Tony Bray, Department for Levelling Up, Housing and Communities, to provide an update on the UK Government Resilience Framework and the Stronger LRFs Programme. DLUHC extended a thank you to GLA, LRG and London Councils colleagues for their contributions to the London Expression of Interest.
- 5.2 The Forum heard that London's expression of interest had been submitted for consideration alongside 21 others from across England. Work to shortlist eight areas reflective of the wider diversity across 38 local resilience forums (LRFs) was ongoing. This was a new approach to co-create with local partners the programme and how local areas could drive ongoing progress in terms of leadership, governance and integrating resilience into wider spatial plans, strategies and programmes. It was hoped that advice on shortlisting would be provided to ministers before summer recess, after which DLUHC would communicate next steps. DLUHC would work closely with the eight identified areas to design how the pilot would proceed.
- 5.3 The Forum noted that the Thames Regional Flood and Coastal Committee was set up using a similar elected member base through London Councils. It was suggested that this could provide a good framework to help with preparedness and resilience as a whole, and to help start a community-wide ways of working approach.
- 5.4 **DECISION:**
That the update be noted.

b) Recommendations review from Manchester Arena Inquiry and Lord Harris Report

- 5.5 The Forum received an update on LRG's work to co-ordinate a London Resilience Partnership review of the counter-terrorism recommendations from the Lord Harris Review in addition to those coming out of the Manchester Arena Inquiry (MAI). This work continued in tandem with MOPAC as the lead for reporting progress against the recommendations. The LRF report covered 20 Harris recommendations which the LRF were originally asked to respond to, with an additional 10 from the Harris report and a further 15 from the Manchester Arena Inquiry that LRG felt the LRF may wish to consider. The report was broken down into three distinct

sections: the Harris report (2022) recommendations; the MAI Volume 1 recommendations; and the MAI Volume 2 recommendations.

- 5.6 The Chair thanked colleagues for their work on this important project and noted that it would be useful for the LRF to see further updates as part of the established partnership lessons process.
- 5.7 **ACTION: LRG and MOPAC to determine future timelines for further reporting on the Manchester Arena Inquiry and Lord Harris Review 2022 recommendations.**
- 5.8 **DECISION:**
That version 4 of the Manchester Arena Inquiry and Lord Harris Review 2022 and updates provided against the recommendations be noted.

c) LRF core funding from DLUHC update

- 5.9 The Chair invited Niran Mothada, GLA, to provide an update on the use of LRF core funding from DLUHC.
- 5.10 The Forum heard that the Community Resilience Fund had so far funded 11 projects in 11 boroughs, all of which continued to progress well. Virtual workshops had been convened to discuss climate risk mapping, flooding and heat. There had been a strong level of engagement with these workshops, with approximately 100 participants across borough resilience forums (BRFs) and community partners.
- 5.11 The communication and data scoping project reports would be circulated following the meeting for additional context. Looking ahead, it was proposed that ongoing funding from DLUHC would be used to expand the team to deliver further projects across boroughs and to take forward the recommendations outlined in the data report.
- 5.12 The LRF Deputy Chair, Kim Wright, noted that she had no issues with the future funding proposals, but queried whether the GLA was the most appropriate organisation to host the new Community Resilience Officer post. It was agreed that this would be considered offline.
- 5.13 **ACTION: GLA to circulate communications and data scoping project reports to LRF members.**
- 5.14 **ACTION: GLA to consider the most appropriate organisation to host the new Community Resilience Officer post.**
- 5.15 **DECISION:**
That the future spending proposal for the LRF core funding from DLUHC be noted.

6 Agency and Sector Updates

- 6.1 The Chair invited partners to comment on the updates outlined in the paper and to provide any further updates where necessary. Further updates were noted as below:
- The London Ambulance Service (LAS) and other health partners were reviewing the letter from MPS Commissioner Mark Rowley setting out the future of the MPS' response to patients with mental health issues. The British Transport Police representative noted that a reduced capability to respond to those suffering with their mental health could lead to additional disruption on the railway network.
 - The UK Health Security Agency (UKHSA) resilience team was running at reduced capacity but with no impact to operational response.
 - There had been a change in London's drought status since the papers were circulated. London had moved out of Drought Recovery into Normal and the London's Drought Response Arrangements had been stood down. The Environment Agency were keeping a watching brief on the situation.
 - An independent review on climate resilience commissioned by the Mayor was underway. The link to the call for evidence would be circulated following the meeting.
 - Improvements had been made to the cool spaces map making it easier for people to register spaces during periods of hot weather. 91 indoor cool spaces were being provided by a number of organisations across London covering 20 boroughs.
- 6.2 **DECISION:**
That the updates be noted.

7 London Resilience Programme

a) London Risk Advisory Group and planning assumptions update (Paper 73 05)

- 7.1 In referring to the paper circulated with the agenda, the Deputy Head of London Resilience, Jeremy Reynolds, noted that the London Risk Advisory Group continued work on aligning London's risk process following the publication of the National Security Risk Assessment (NRSA) last year.
- 7.2 It was noted that work was ongoing to explore the benefits of creating lower threshold planning assumptions. The lower thresholds would be based on a scenario of lesser impact but greater likelihood. It was queried whether creating lower threshold planning assumptions would accurately represent the level of risk. The Forum were assured that DLUHC was broadly positive about the suggested approach and that it was intended to complement the approach taken for London planning assumptions. It was suggested that there could be a point in the future when the lower threshold was not required. It was agreed that this would be considered in more detail offline and explicit approval from DLUHC sought
- 7.3 **ACTION: LRG and DLUHC to consider the proposal to create lower threshold planning assumptions where appropriate as part of ongoing work to consider capability gaps.**

7.4 DECISION:

That:

- the ongoing LRG/partnership risk work and key priorities over 2023 be noted
- the LRF did not agree (until explicit approval from DLUHC is gained) to the recommendation ‘for capability leads to support the creation of lower threshold planning assumptions where appropriate’.

b) Partnership training and exercising update (Paper 73 06)

- 7.5 In referring to the paper circulated with the agenda, the Deputy Heads of London Resilience, Fiona Mair and Jeremy Reynolds, provided an update on partnership training and exercising.
- 7.6 The Forum heard that the training and exercising group had met in April 2023, where it was identified that the recent exercise opportunities did not provide sufficient opportunities for exercising of SCG/TCG/Strategic sub-groups. A scoping exercise addressing the identified gaps was in progress to provide assistance to capability groups to fully test the coordination structures. Pan-London TCG training had been due to take place in May but was cancelled due to operational commitments relating to Operation Golden Orb. Courses had been scheduled for July, September and November, and it was hoped that four training sessions would be provided each year going forward.
- 7.7 It was noted at the previous meeting that provision of MAGIC courses did not meet the demand of all partner organisations. While demand was met for the emergency services and the GLA, there was a significant gap in meeting demand elsewhere. TfL had agreed to fund an additional full course on top of the two full courses already funded to ensure they could secure the number of spaces required. This additional course had been booked for February 2024 and options were being explored with other partners to consider whether joint funding could be secured for another course.
- 7.8 The Chair’s thanks to partners involved in the Spring Resolve and Mighty Oak exercises was reiterated and it was noted that work to embed learning from these exercises was ongoing. The Chair noted that she had recently attended a live exercise at the Johnson Matthey Control of Major Accident Hazard (COMAH) site in Enfield and had particularly been impressed by the virtual reality training technology used to visualise the incident. The Chair suggested that private sector organisations were sometimes better at using technology, and it was encouraging to see it being used in this way.
- 7.9 The representative from the Environment Agency was in support of TCG training exercises being run on an ongoing basis and noted that they had seen a lot of positive changes from this already. They also noted, with reference to the ‘FloodEx’ , that there had never been a tidal breach flooding exercise and that it would be worth considering exercising this risk if possible, as well as providing the off-the-shelf package material as planned .
- 7.10 **ACTION: EA and LRG to continue to try to identify a willing riparian local authority partner to deliver FloodEx as a table-top exercise.**

7.11 On MAGIC courses, concerns were raised again about capacity and whether it was sufficient. The Forum heard that it was an issue a number of partners had been raising and while the maximum number of courses that could be run in London this year had been achieved, there was insufficient capacity to meet demand for agencies beyond the emergency services. It was suggested that many local authority officers, for example, would benefit from this training but it would not be possible to deliver it at current capacity. The Chair suggested that this ought to be raised with DLUHC and that while it was clear a solution was required for London, a look at the national training offer would also be useful, particularly as the Cabinet Office had committed to facilitating engagement between the LRF and the UK Resilience Academy. In the meantime, it was suggested that an extraordinary sub-group focusing on provision of MAGIC courses could be established. Pat Goulbourne, Deputy Chair and London Fire Brigade representative, would pick this up with the British Transport Police, London Councils and the London Communities Emergencies Partnership.

7.12 **ACTION: LRG, LFB and BTP to convene a subgroup of relevant partners to discuss and identify solutions to the gap in London's MAGIC training capacity for some partner agencies and sectors, and report back to the LRF.**

7.13 **DECISION:**

That:

- **the proposed partnership training and exercising activity over the next reporting period as outlined in the paper be approved**
- **the scoping of potential exercising of SCG/TCG/Strategic sub-groups in Spring 2024 by noted**
- **the ongoing review or purpose and benefit of capability groups be noted**
- **the potential change in delivery of 'Flood Ex' from table-top to off-the-shelf package be noted with the caveat that further effort would be made to continue delivery of a table-top exercise if possible**
- **the key learning from Ex Spring Resolve and Ex Mighty Oak be noted.**

c) Learning and implementation update (Paper 73 07)

7.14 The Deputy Head of London Resilience, Jeremy Reynolds, introduced this item, noting that the report provided some reassurance that lesson capture and resolution continued, and that the partnership lessons process review was ongoing. A fuller update would be provided at the next meeting.

7.15 **DECISION:**

That:

- **the progress of lesson capture and resolution be noted**
- **the closed lessons in Paper 73 07 be noted.**

d) Partnership priorities update and work programme (Paper 73 08)

- 7.16 The Chair invited Matt Hogan, Deputy Head of London Resilience to provide an overview of the paper circulated with the agenda.
- 7.17 The Forum heard that the report outlined eight areas of work currently delayed. Some areas were delayed because they linked into work the LRG was progressing with DLUHC on capability gaps, and some related to activities scheduled for later in the year. Progress to close those gaps was ongoing. The next version of the workplan would be influenced by the Stronger LRFs Programme proposals and would draw reference to the UK Governance Resilience Framework.
- 7.18 The Chair thanked officers and partners for all the work that had gone into updating the priorities and work programme, and noted that a discussion with LRG and the wider partnership would be needed once a decision had been reached on DLUHC funding.
- 7.19 **DECISION:**
That the update be noted.

8 Documents recommended for approval

a) London Coordination of Scientific and Technical Advice Protocol (Papers 73 09 and 73 10)

- 8.1 The Forum were asked to approve the updated framework, which included a new template for the Scientific and Technical Advice Cell (STAC) Situation Report and additional guidance on scientific and technical advice support outside of and in escalation to a STAC activation, the title of the Framework had also been amended to reflect this.
- 8.2 **DECISION:**
That the revised London Coordination of Scientific and Technical Advice Protocol be endorsed.

b) CBRN(e) Framework (Papers 73 11 and 73 12)

- 8.3 The Forum was asked to approve the updated framework which was circulated as a supplementary agenda item.
- 8.4 The Forum noted that the framework review was completed later than expected due to the need to incorporate new national guidance released in parallel. Significant changes had been made to the framework following required changes set out by the National CBRN Centre. This version incorporated the Joint Organisational Learning (JOL) action note which had to be implemented by 30 September 2023. This would require services to change the approach for first responders within the Initial Operational Response (IOR) to utilise Recognise Access and React (RAR) and the Consciousness, Respirations, Eyes, Secretions, Skin (CRESS) assessment process, which enables first responders to assess members of the public by symptoms.

- 8.5 The representative from the Environment Agency noted that they had provided some comments that were yet to be incorporated but acknowledged that there were still a further few weeks in which to update the framework. EA and NHS partners noted that they were keen to be involved in future updates. It was suggested that invitations be extended to partners to join the CBRN(e) working group.
- 8.6 It was agreed that partners would have a further two weeks to submit any final comments, and that an updated version with tracked changes would be circulated in due course.
- 8.7 **ACTION: All to provide any final comments on the CBRN(e) framework by 13 July. LFB to then circulate the CRBN(e) Framework to LRF members with tracked changes for approval before final publication.**
- 8.8 **ACTION: LFB to consider expanding the membership of the CBRN(e) working group to include NHS England and the Environment Agency.**
- 8.9 **DECISION: That the revised CBRN(e) Framework be endorsed subject to any final amendments submitted by LRF partnership.**

c) Humanitarian Assistance Framework update (Paper 73 13)

- 8.10 The Forum heard that the framework had been updated with learning from various incidents but that it remained a live document and would be updated again following recommendations from the Grenfell Inquiry. Further consultation would take place over the following month and a revised version of the framework would be brought back for approval at a future meeting of the LRF.
- 8.11 **DECISION:**
That the update be noted.

9 Any Other Business

- 9.1 The representative from the Environment Agency noted that the London Surface Water Strategic Group was due to appoint consultants to deliver a surface water strategy for London. The Forum heard that the advert for an independent chair for the Group was live on the GOV.UK website and partners were encouraged to share this with their networks.

10 Dates of Next and Future Meetings

- 10.1 The dates of the next and future meetings were noted as follows, with the caveat that the location of the meetings was under consideration:
- Thursday 2 November 2023, 1-3pm, Committee Rooms 5 & 6, City Hall, Kamal Chunchie Way, London.
 - Thursday 29 February 2024, 2-4pm, LFB HQ, 169 Union Street, London.