

MINUTES

Meeting **London Resilience Forum**

Date **Wednesday 6 November 2024**

Time **2.00 pm**

Place **Committee Rooms 2 & 3, City Hall,
Kamal Chunchie Way, London, E16
1ZE**

Ref	Action	Owner
3.4	LRU to consider an item for discussion on the next LRF agenda on learning from recent cyber incidents.	LRU
5.13	LRU officers to follow up with LRF members to gather further feedback on the LRF Strategy.	LRU
7.9	All partnership lesson owners to satisfy themselves that lessons were progressed and closed in a timely manner.	All
7.10	LRF Learning and Implementation Review Group to consider an alternative to closing lessons as a result of not having the available funding to progress the proposed recommendation.	LRF Learning and Implementation Group
7.11	LRU to work with relevant capability leads and MHCLG to provide an update on capability gaps and progress towards resolved these at London and national levels.	LRU
7.19	LRP Training and Exercising Group to review the frequency of meetings.	LRP Training and Exercising Group
7.20	LRF Recovery Capability Group and LRP Training and Exercising Group to further consider training and exercising for recovery aspects beyond the initial emergency response stage.	LRF Recovery Capability Group; LRP Training and Exercising Group
7.21	LRF members to ensure response to the LRP Training and Exercising needs request (made to partnership capability leads) by 22 November 2024.	All
7.22	LRU to update the LRF Training and Exercising report to clarify that JESIP training is delivered collaboratively by trainers from the police, fire, and ambulance services, not solely led by the MPS.	LRU

Present:

David Bellamy, Chief of Staff, Greater London Authority (Chair)

Pat Goulbourne, London Fire Brigade (Deputy Chair)

Kim Wright, Local Authority Regional Resilience Board (Deputy Chair)

Abena Oppong-Asare MP, Parliamentary Secretary, Cabinet Office

OFFICIAL

Helen Turner, British Transport Police
Peter Lavery, Business Sector Panel
Claire Cresswell, City of London Police
Charlotte Wood, Environment Agency
James Olanipekun, Faith and Belief Sector Panel
Niran Mothada, Greater London Authority
Natasha Wills, London Ambulance Service
Fiona Taylor, London Borough of Barking and Dagenham
Robert Bell, London Communities Emergencies Partnership
Terry Leach, Maritime & Coastguard Agency
Mark Rogers, Met Office
Carl Lindley, Metropolitan Police Service
Louise Puddefoot, Metropolitan Police Service
Sarah Streete, Military
Tony Bray, Ministry for Communities, Housing and Local Government
Dawn Morris, MOPAC
Aaron Gracey, Network Rail
Martin Machray, NHS England (London)
Christian Van Der Nest, Transport Sector Panel
Yvonne Young, UK Health Security Agency
Emma Christensen, UK Power Networks
Beth Reeves, Utilities Sector Panel

London Resilience Unit (LRU):

Katherine Richardson, Director of Resilience
Toby Gould, Deputy Head of London Resilience
Kristen Guida, Urban Resilience Manager
Matt Hogan, Deputy Head of London Resilience
Fiona Mair, London Resilience Manager
Eleanor Nderitu, London Resilience Officer
Jeremy Reynolds, Deputy Head of London Resilience
Katie Wood, London Resilience Manager

Secretariat:

Felicity Harris, Senior Board Officer (clerk)

Also in attendance:

Peter Boorman, NHS England (London)
Zonia Cavanagh, Cabinet Office
James Lavin, Cabinet Office
James Lunn, Ministry for Communities, Housing and Local Government
Nina McLean, UK Health Security Agency
Samuel Nicholson, Environment Agency
Mark Sawyer, Local Authority Regional Resilience Board

1 Chair's Opening Remarks

- 1.1 David Bellamy, Chair of the London Resilience Forum (LRF) and the Mayor's Chief of Staff, welcomed members to the 78th meeting of the Forum and thanked those who had stayed at City Hall following the winter preparedness event held earlier in the day. The Chair welcomed Abena Oppong-Asare MP, Parliamentary Secretary,

Cabinet Office, to the meeting and thanked her for making the time to join the discussion.

- 1.2 The Chair noted that the special meeting of the LRF on 3 October 2024 to discuss the Phase 2 report of the Grenfell Inquiry had been a helpful opportunity to collectively reflect on the Inquiry's findings to date, and highlighted how work there was still to be done to address the report's recommendations. Since the June 2024 LRF meeting, the Chair noted that partner organisations had continued to serve Londoners during a busy summer events period, preparing for and responding to incidents including a potential victory parade for the England men's football team; ensuring the safety and upholding the democratic process of the general election; responding to escalated community tensions following the horrific incident in Southport; notable fires at Somerset House and the Spectrum building in Dagenham; and the cyber-attack on TfL systems. The Chair noted the importance of sharing learning from these events as soon as possible. Exercises Helios and Urban Sun had also taken place in recent months; partners were thanked for their participation.
- 1.3 In a note shared with the agenda pack, the Chair suggested implementing some changes to allow more time in LRF meetings for strategic discussions. Members were asked to provide feedback on how to ensure meetings were as productive as possible.

2 Introductions and Apologies for Absence

- 2.1 The Chair led a round of introductions.
- 2.2 Apologies had been received from: Sean O'Callaghan, British Transport Police; Alison Griffin, London Councils; Jeremy Lamb, Military; Kevin Fenton, Office for Health Disparities; and Cathryn Spain, Thames Resilience Panel.

3 Minutes and Matters Arising from Previous Meetings

- 3.1 The Forum confirmed the minutes of the meeting of the Forum (78 01) held on 29 February 2024, and the minutes of the special meeting of the Forum (78 02) to discuss the Grenfell Phase 2 report held on 3 October 2024, as an accurate record.
- 3.2 With reference to actions outstanding, the Forum noted the following updates:
 - Action 5.10 (February 2024) – work to revise and align sector panels' Terms of Reference remained in progress.
 - Action 7.10 (June 2024) – partners were encouraged to continue progressing and closing lessons in a timely manner. A further update on this would be covered under item 7b of this meeting's agenda.
 - Action 8.5 (June 2024) – the London Resilience Unit (LRU) and LB Hackney had delivered two partnership-wide briefing sessions in October, and a local authority Implementation Checklist and Cyber Training and Exercising needs assessment would be developed by March 2025. The Chair suggested that a substantive item on learning lessons from recent cyber-attacks would be useful at the next meeting.

- Action 8.13 (June 2024) – work to embed the Emergency Alerts Protocol continued. LRU had recently appointed a communications officer who would be working with the London Resilience Communication Group (LRCG) colleagues over the coming months.
- Action 9.3 (June 2024) – the action for partners to consider any potential candidates to chair the LRCG remained open.

3.3 All other actions had been completed.

3.4 **ACTION:** LRU to consider an item for discussion on the next LRF agenda on learning from recent cyber incidents.

3.5 **DECISION:**

That the minutes of the previous meetings on 26 June and 3 October 2024 be approved.

4 Ministerial update from Abena Oppong-Asare MP, Parliamentary Secretary, Cabinet Office

- 4.1 The Chair reiterated his thanks to Abena Oppong-Asare MP for accepting the invitation to attend the Forum, noting that they had met earlier in the year to discuss how to build a closer working relationship between the partnership and government. The Chair noted that as the capital city, London had a population greater than that of Scotland and Wales combined, a significant international profile and an outsized contribution to the national economy. It was therefore critical to maintain good working relationships with relevant government departments, reflecting London's status as a devolved administration, particularly while government's resilience review was underway. The Chair invited the Minister to provide a summary of her portfolio and priorities relating to resilience.
- 4.2 The Minister thanked the Chair for the invitation to the meeting and thanked partners for their work as responders and resilience officials. The Minister acknowledged the challenges faced by partners and noted how creative colleagues were in their response to ensuring London was prepared. The Forum heard that the resilience review was underway and was due to be completed in April 2025; as part of this process partners were encouraged to share any concerns or challenges they faced in the delivery their responsibilities. The Minister had attended other LRF meetings in the north of the country, attended an emergency exercise in Wakefield, and had engaged with businesses, all to better understand and identify the risks faced by partners.
- 4.3 The Minister was keen to review engagement with LRFs at a national level and with devolved administrations, noting that sharing best practice was key to cross-partnership working. It was acknowledged that limited resource was a challenge, as were skills gaps across the country. The Minister was clear that she was keen to work with colleagues across governance departments to ensure resilience is on the agenda, with a particular focus on cyber security.
- 4.4 The Forum welcomed the update and thanked the Minister for attending the meeting. The Minister's comment on resources was echoed, particularly in relation to the role and resourcing of Borough Resilience Forums (BRFs), which it was noted had a significant role to play in preparedness and resilience. The need to include the voices

of survivors, victims and the bereaved was also raised, a theme which had been raised multiple times at the special meeting of the LRF held the month prior. The Minister's comments on cross-department working were welcomed and the importance of collaborative working was emphasised. International learning was also critical, particularly considering recent tragic flooding in Valencia. The Minister welcomed this contribution and offered assurance that the sharing of best practice needed to be an international effort rather than focused solely within geographical areas.

- 4.5 Members discussed the need for an enhanced focus on training and exercising related to recovery from incidents, a suggestion that the Minister confirmed she had also heard from other LRFs. The Minister noted that the recent riots were a clear example of the need to focus both on recovery following the incident and prevention, and that a piece of work on the long-term impact of the events was being led by MHCLG. The issue of inequalities was raised, noting that vulnerable groups are often the most heavily impacted during and following incidents. The Minister agreed that this was a key issue, and that work was required to ensure the right people were engaged, ensuring that all demographics were represented throughout resilience structures.
- 4.6 The contribution of the voluntary and community sector (VCS) and faith groups to resilience was discussed, noting that the voluntary and community sector had a precarious future owing to uncertainty around future resources and funding models. The Minister emphasised the critical role the VCS and faith sectors had in resilience, noting that she would be attending a roundtable with faith groups and vulnerable community groups in the coming weeks to discuss this with a view to identifying the key challenges facing the sector and what can be done to ease the resourcing pressure on these organisations. The Minister reiterated her view that all partners needed to work collectively.
- 4.7 It was noted that there was not currently a significant appetite to change the legislative framework, but that government was open to hearing more views through the resilience review.
- 4.8 The Chair thanked the Minister again for attending the meeting, noting that she would stay on to listen to the discussion on the London Resilience Strategy.

5 Special Strategic Agenda Items

a) Future London Resilience Strategy (Paper 78 04)

- 5.1 The Chair invited Katherine Richardson, Director of Resilience, to introduce the paper and lead a strategic discussion.
- 5.2 Katherine noted that given the change in LRF Chair from May 2024, the establishment of the LRU in June 2024 and the reports from recent public inquiries, it felt like the right time to review the LRF strategy. The strategy was being reviewed alongside other work carried out to make LRF meetings more strategic in nature, and to make better use of capacity at the London Resilience Programme Board (LRPB) to drive the work based on direction set by the LRF.
- 5.3 Katherine noted that when she started in this role in July 2024, she could see that there were two resilience strategies for London which could be better aligned. The LRF Strategy, endorsed by the Forum in February 2024, was primarily designed to

support multi-agency planning and response, and the collective discharge of partners' Civil Contingencies Act (CCA) duties. Conversely, the City Resilience Strategy, launched in 2020, had a greater focus on prevention and communities.

- 5.4 The Forum was asked to consider the guiding principles of the strategy, noting that they ought to underpin the collective thinking and approach taken by all partners to resilience, and reflect a set of core values.
- 5.5 It was noted that the resilience landscape was changing, and that this work was an attempt to think more long-term about chronic risks and how the LRF could be as effective as possible within the scope of the CCA. In relation to long-term risks, the Forum discussed the need to reduce risk related to climate change and enhance preparedness, linking operational activity taking place in the immediate years to come with the adaptations required over the decades ahead. It was noted how critical it would be to ensure partners had the right capabilities in place for the whole climate and adaptation cycle and that this could be built into systems thinking.
- 5.6 It was suggested that greater emphasis could be placed on lived experience and actively tackling inequalities through resilience work. It was suggested that the equity and justice principle could be more anchored in a rights-based approach.
- 5.7 Katherine drew the Forum's attention to the draft six strategic resilience priorities set out in the paper. Partners were asked whether these priorities were specific enough, looking at the right scope and allowed sufficient flexibility to be agile, ensuring they continued to be fit for purpose in the future. Partners were asked to consider how priorities could be integrated with work happening in other policy areas to ensure the strategy was aligned with broader efforts and the National Government Resilience Framework.
- 5.8 On priority 1 (Support the preparedness of Londoners), it was noted that many non-Londoners depend on London's resilience daily, whether people travel in or through for work, visit as tourists or to attend major ceremonial events. As the hub of the nation's transport network, London's resilience was critical to the country as a whole so the wording could perhaps be broadened. It was also suggested that priority 1 could acknowledge the need to support communities, noting the diversity and variety of communities within London.
- 5.9 On priority 6 (Enhance leadership, governance and accountability), it was noted that neither the LRF nor partners have a role to act as a regulator of resilience. It was noted that there were plenty of existing assurance mechanisms across the organisations represented at the LRF and it would be worth mapping existing groups to see where they could better collaborate and provide an overview of appropriate assurance.
- 5.10 More general points included a suggestion that partnership structures were built effectively, were self-sustaining and appropriately linked. The importance of trust was raised and suggested as something that could be embedded in the revised strategy.
- 5.11 Katherine thanked partners for their contributions, noting that LRU officers would compile the insights provided, share them for further feedback and would provide an update in due course on timing. The strategy would be redrafted with a revised version due to be shared for approval at the February 2025 meeting.
- 5.12 **ACTION:** LRU officers to follow up with LRF members to gather further feedback on the LRF Strategy.

6 Agency and Sector Updates

- 6.1 The Chair thanked those who had provided written updates for the paper (76 05) and invited Yvonne Young, UKHSA, to provide an update on mpox.
- 6.2 The Forum noted that the first confirmed mpox case in the UK had been reported the previous week, which had evolved into a household cluster of three infected individuals. The cases were being managed within a high-consequence infectious diseases environment in London, with the risk to the rest of the population remaining low. There were strategies in place at the border to meet individuals arriving back from infected counties, with information for passengers arriving on direct and indirect flights being made available. The UKHSA would continue to monitor the situation closely.

7 London Resilience Programme Update

a) Risk and planning assumptions (Paper 78 06)

- 7.1 In referring to the paper circulated with the agenda, the Deputy Head of London Resilience, Jeremy Reynolds, noted that the publication of the next London Risk Register may be delayed from January to April 2025. The delay was proposed based on anticipated capacity limitations within the LRU.
- 7.2 It was noted that further national risk updates had been received in October 2024, and that work to determine whether the changes could be incorporated into this year's partnership risk assessment continued.
- 7.3 The Cabinet Office had confirmed that the National Planning Assumptions were due to be updated, though the exact timing was yet to be determined. This would inform a review of London's planning assumptions. An ongoing dialogue with government was taking place in relation to gaps in partnership capabilities, with a Cabinet Office-led event having taken in place in London with other LRFs to discuss existing local capacity and what national support would be useful. Further conversations were expected in the New Year, the outcome of which would help inform the revised London Mass Evacuation and Shelter Framework, which was due to be updated in 2025.
- 7.4 **DECISION:**
That:
 - 1. the priorities and associated resource commitment for partnership organisations regarding ongoing risk and planning assumptions work by noted
 - 2. the proposed delay to the next publication of the London Risk Register be approved.

b) Learning and implementation update and historic lessons report (Paper 78 07)

- 7.5 In referring to the paper circulated with the agenda, the Deputy Head of London Resilience, Jeremy Reynolds, thanked partners who provided updates for the full report. A total of 64 lessons had been added since the last report in January 2024, with 155 lessons having been closed.
- 7.6 The Forum noted that the historic lessons report showed that more lessons than in previous years had been escalated to the LRPB and that lessons were not left on the register unactioned.
- 7.7 The Chair thanked those involved in the collation of this report and for their ongoing work to capture and close lessons. He raised a concern about closing lessons related to funding, noting that if a lesson was meaningful and worth learning, it was worth keeping under review should resources change over time. The LRF Learning and Implementation Review Group were asked to consider the mechanics of this approach.
- 7.8 The Chair also reminded lesson owners of the need to ensure they were progressing lessons and closing them in a timely manner.
- 7.9 **ACTION:** All partnership lesson owners to satisfy themselves that lessons were progressed and closed in a timely manner.
- 7.10 **ACTION:** LRF Learning and Implementation Review Group to consider an alternative to closing lessons as a result of not having the available funding to progress the proposed recommendation.
- 7.11 **ACTION:** LRU to work with relevant capability leads and MHCLG to provide an update on capability gaps and progress towards resolved these at London and national levels.
- 7.12 **DECISION:**
- That:**
1. the progress of learning capture and lessons closure, and LRPB decisions relating to escalated lessons be noted
 2. the intention to provide the next full Partnership Lessons Report for the LRF in November 2025, with a further historic lessons or Grenfell Tower Inquiry Lessons Report prior be approved.

c) Partnership training and exercising (Paper 78 08)

- 7.13 In referring to the paper circulated with the agenda, the Deputy Head of London Resilience, Jeremy Reynolds, provided an update on partnership training and exercising.
- 7.14 The Forum noted a request that all capability development groups and organisations provide an update on training and exercising needs by 22 November 2024. The London Resilience Partnership (LRP) Training and Exercising Group would meet in December 2024 to review the information and determine what that meant for the future of training and exercising.

- 7.15 The paper circulated with the agenda set out recent exercises which had taken place, and those that were upcoming. Lessons from exercises Helios, Holmes and Urban Sun were yet to be included. Exercise Lignum Vitae was due to take place in January 2025, with Strategic Coordinating Group and Tactical Coordinating Group exercises to follow in mid-late February 2025.
- 7.16 The Chair noted that the LRP Training and Exercising Group had not met since January 2023 and queried whether annual meetings were effective. It was noted that the Group met on an ad hoc basis, but that meeting frequency would be reviewed with partners.
- 7.17 It was queried whether there was sufficient engagement on training and exercising from the VCS, or whether any particular types of organisations were missing from training and exercising plans. It was noted that LCEP and other partners were engaged in the process but that there could always be more work to do in ensuring VCS and other wider partners were represented in exercises.
- 7.18 It was suggested that the report be updated to clarify that JESIP training was delivered collaboratively rather than solely led by the MPS.
- 7.19 **ACTION:** LRP Training and Exercising Group to review the frequency of meetings.
- 7.20 **ACTION:** LRF Recovery Capability Group and LRP Training and Exercising Group to further consider training and exercising for recovery aspects beyond the initial emergency response stage.
- 7.21 **ACTION:** LRF members to ensure response to the LRP Training and Exercising needs request (made to partnership capability leads) by 22 November 2024.
- 7.22 **ACTION:** LRU to update the LRF Training and Exercising report (**Paper 78 08**) to clarify that JESIP training is delivered collaboratively by trainers from the police, fire, and ambulance services, not solely led by the MPS.
- 7.23 **DECISION:**
- That the proposed partnership training and exercising activity over the next reporting period be approved.**

8 Documents recommended for approval

a) Telecoms Framework (Papers 78 09, 78 10 and 78 11)

- 8.1 The Chair invited Natasha Wills, London Ambulance Service, to provide an overview of the proposed changes to the Telecoms Framework.
- 8.2 The Forum noted that the assessment against the partnership capability assessment had been changed from green to amber following input at the London Resilience Programme Board in September to reflect that so much of the Framework was dependent on power supply. The effectiveness of the Framework would be heavily impacted by the loss of power.
- 8.3 The Chair thanked partners for their work on this and for ensuring the capability assessment was realistic. It was agreed that complete loss of communication would make it extremely challenging to work against the Framework. The Chair welcomed the inclusion of learning captured from the disruption to the 999 system earlier in

2024 and noted that this allowed the partnership to think carefully about capability gaps.

8.4 **DECISION:**

That the updated Telecoms Framework be approved.

b) Power Outage Framework (Papers 78 12 and 78 13)

8.5 The Chair invited Emma Christensen, UK Power Networks, to provide an overview of the proposed changes to the Power Outage Framework.

8.6 The Framework had been updated to include some of the learning taken from Exercise Mighty Oak. An activation flow chart and notification process section had been added and would be updated following input from MHCLG. There were a few additional gaps still to be addressed, including how category two responders provide information during an incident, exploration relating to regional engagement models, and how best to coordinate services during a national power outage.

8.7 The Forum welcomed the update and wondered if there was more to be done to more closely connect the Power Outage Framework, the Telecoms Framework, and the wider strategic response.

8.8 **ACTION:** Power Outage and Telecoms Framework leads to work with LRU to discuss interdependencies, considering any support or requests of the LRF, with a view to making any necessary changes to both frameworks ahead of the next review cycle.

8.9 **DECISION:**

That the updated Power Outage Framework be approved.

9 Any Other Business

9.1 Helen Turner, British Transport Police, shared her reflections on a recent pan-Wales strategic training event that had taken place. It was noted that there had been a number of productive outputs from that session, and it had been a good opportunity for partners to come together at a strategic level and it was suggested that sharing good practice from similar events across the country would benefit London partners.

9.2 The Forum noted that there would be a new representative for the Military from January 2025, replacing Jeremy Lamb. The Chair thanked Jeremy for his contributions to resilience and expressed his best wishes for the future.

9.3 The Chair noted that this had been the last meeting for two other colleagues – Niran Mothada, Greater London Authority, who was leaving at the end of January 2025, and Martin Machray, who had been involved in resilience within the health service for a number of years and whose contributions during the COVID-19 response were significant and greatly appreciated. Both were thanked for all the work they had done for London and Londoners during this time. Replacement representatives for both organisations would be confirmed in due course.

10 Dates of Next and Future Meetings

10.1 The Chair noted the date of the next meeting, as set out below, and encouraged lead representatives to attend in person wherever possible. Further meeting dates for 2025-26 will be confirmed in due course.

- Thursday 27 February 2025, 2-4pm, City Hall, London.