

MINUTES

Meeting: London Resilience Forum
Date: Thursday 24 February 2022
Time: 2.00 pm
Place: Microsoft Teams

Ref	Action	Owner
4b	DLUHC to share information with the LRF on the RWCS relating to the Ukraine conflict and repatriation of UK nationals.	DLUHC
5b	MOPAC to provide an update on the Lord Harris Review, and scheduled publication date, when available.	MOPAC
5b	BTP/MPS to share Manchester Arena Inquiry recommendations with the partnership once final clarification has been made.	BTP/MPS
5b.	LRG to organise LRF meeting to discuss the outcomes of the Lord Harris review, when published.	LRG
5c.	Written weather forecast to be shared.	GLA Secretariat
6.3	LAP to share LAP review recommendation at the next LRPB / LRF.	LAP
6.7	LRG / GLA to add Christian Van Der Nest as main point of contact for TfL.	LRG and GLA
6.11	LRG to meet utilities and transport partners on engaging with BRFs.	LRG/USP/TSP
9.2	LRF members to feedback on the MTPAS paper when ready	LRF members

Present:

Dr Fiona Twycross, Chair

Niran Mothada, Greater London Authority

Patrick Goulbourne, London Fire Brigade

Ali Griffin, London Councils and Local Authorities Panel

Tony Bray, Department for Levelling Up, Housing and Communities

Terry Leach, Maritime & Coastguard Agency

Col. Jeremy Bagshaw, HQ London District

Archdeacon Luke Miller, Faith Sector Panel

Charlotte Wood, Environment Agency

Guy Huckle, Network Rail
Emma Spragg, Voluntary Sector Panel
Bill D'Albertanson, Utilities Sector Panel
Don Randall, Business Sector Panel
Dr Yvonne Young, UK Health Security Agency
Christian Van Der Nest, Transport Sector Panel
Natasha Willis, London Ambulance Service
Jon Simpson, Metropolitan Police Service
Cathryn Spain, Thames Resilience Panel
Raj Mahajan, City of London Police
Sean O'Callaghan, British Transport Police
Martin Machray, National Health Service
Juliet Tewungwa Mayor's Office for Policing and Crime
Charlotte Wood, Environment Agency

London Resilience Group (LRG):

Hamish Cameron, Deputy Head of London Resilience Group
Toby Gould, Deputy Head of London Resilience
Jeremy Reynolds, Deputy Head of the London Resilience Group

GLA:

Richard Kember, Board Officer (Clerk)

In Attendance:

Georgina Timmins, London Resilience Group
Ryan Abbott, London Resilience Group
Mary-Clare Walsh, Greater London Authority
Alan Palmer, London Ambulance Service
Richard Stevens, Metropolitan Police Service
Peter Boorman, National Health Service
Anna Sexton, UK Health Security Agency
Christopher Rowbottom, City of London Police

1. Chair's Opening Remarks

- 1.1 The Chair welcomed those present to the meeting. It was noted that this was intended to be the Forum's final virtual meeting.
- 1.2 The Chair thanked partners and London Resilience Group (LRG) officers for their work since the previous meeting. Congratulations were also noted to Patrick Goulbourne on his promotion to Assistant Commissioner with the London Fire Brigade (LFB)

2. Introductions and Apologies for Absence

- 2.1 Apologies were noted from: Kim Wright and Stuart Love, Local Authorities Panel (LAP); Pauline Cranmer, London Ambulance Service (LAS); Andy Roe, LFB; Ruth Shulver, London Resilience Communications Group (LRCG); John Hetherington, LRG; Diana Luchford, Mayor's Office for Policing and Crime (MOPAC); and Mark Rogers, Met Office.
- 2.2 The Deputy Head of London Resilience, Hamish Cameron, introduced the following new members to the meeting: Jon Simpson, Metropolitan Police Service (MPS) and Juliet Tewungwa, MOPAC.

3. Minutes and Matters Arising from Previous Meetings

- 3.1 The Forum confirmed the minutes of the meeting of the Forum (69 01) held on 14 October 2021 as an accurate record.
- 3.2 With reference to actions outstanding, the forum noted that:
- The action for Department for Levelling Up, Housing and Communities (DLUHC) and LRG to discuss winter preparedness was complete.
 - The System Pressures Oversight Group was monitoring reporting requirements around supply chain issues.
 - A discussion had taken place between LRG and Network Rail on the challenges presented by power disruption leading to travellers stranded on the railway system.
 - A paper on the National Alert System was to be discussed at Item 5 on the agenda.

4. Current and Emerging Risks to London

- a) **Threats (Metropolitan Police Service (MPS)):** The MPS representative confirmed that the national threat level from international terrorism had been lowered from severe to substantial.

Public order threats from environmental activism were highlighted including possible actions against the fuel supply system starting in March 2022. The potential for unrest and community tension arising from the fallout of the ongoing Ukraine crisis was noted, with a pan-MPS established to work with Russian and Ukrainian communities in London.

- b) **Hazards (Department for Levelling Up, Housing and Communities (DLUHC)):** The DLUHC representative confirmed that the current risks included:

- Storm Eunice had presented a significant challenge with widespread disruption. Resilience partners were thanked for their work supporting and informing Londoners of weather risks. A Department for Business, Energy and Industrial

Strategy (BEIS) report on the lessons from the earlier Storm Arwen had been used to shape the response and was offered for circulation to members.

- An in-depth review of the Storm Eunice response would be published in May 2022, to which resilience partners would be invited to contribute.
- The Russian invasion of Ukraine had precipitated consideration of repatriation routes for British nationals living in Ukraine. Planning was underway alongside the Foreign, Commonwealth and Development Office. Fuel prices were expected to increase as a result of the conflict, but no major disruption was expected to UK fuel supplies, with only 2% of supply coming from Russia. The threat of cyber disruption in response to UK sanctions was also noted.
- Avian Flu and Lassa Fever outbreaks continued to be monitored closely.

In the subsequent discussion members raised the following points:

- The Chair made a formal request to the DLUHC representative for the National Planning Assumptions or Reasonable Worst-Case Scenario documents to be shared with resilience partners.
- A question arose on possible Russian retaliation to sanctions imposed by the government in response to the ongoing Invasion of Ukraine. Tony Bray (DLUHC) responded that cyber-attacks were considered the most likely form of reprisal. It was important for partners across the public and private sector to consider the level of threat and take suitable precautions.
- It was suggested that partners at all levels of local government should be informed and consulted on any preparations underway for a mass refugee event linked to the Ukraine crisis. The DLUHC representative confirmed that the government was working with European partners on this issue.
- A question was raised on the impact to UK fuel and oil supplies from the Invasion of Ukraine. The DLUHC representative noted that only 2% of UK fuel supplies are imported from Russia as such fuel supplies would be largely unaffected. A greater challenge would arise from the increased wholesale cost for providers and consumers.
- The Chair noted that London Resilience would be holding a workshop session for resilience and borough partners to discuss the possible implications arising from the Invasion of Ukraine.
- A view was expressed urging resilience partners and the government to take on lessons from the recent severe storms as quickly as possible.

c) Weather Forecast (Met Office): The Met Office were unable to send a representative to the meeting. A written update was provided to be distributed following the meeting.

- **ACTION:** Written weather forecast to be shared, see Appendix 1.

d) London System Pressures Oversight Group update: The Deputy Head of London Resilience noted that the Group had been meeting on a bi-monthly basis. The previous meeting had not recommended any new issues for escalation.

- e) **Other agency updates by exception:** None

5. Special Agenda Items

a) **Feedback on the review of the National Resilience Strategy, Civil Contingencies Act and funding**

- 5.1 The DLUHC representative gave a verbal update on the National Resilience Strategy (NRS) with publication expected in May 2022. This would make recommendations on the role of local resilience forums in planning.
- 5.2 The Civil Contingencies Act (CCA) Review was due to report on the statutory deadline, with amendments expected to draw in the recommendations of the Fire Services White Paper.
- 5.3 Lord Greenhalgh (Minister for Building Safety and Fire) had written to local resilience forums in February 2022 to outline the expected three-year funding deal.
- 5.4 A query arose on possible changes to the Category One and Two responsibilities under the CCA. The DLUHC representative responded that they were not aware of specific recommendations at the time of the meeting.

b) **Feedback on Lord Harris' review**

- 5.5 The London Resilience Manager noted that the Review had been completed and submitted to MOPAC with publication to be determined. The MOPAC representative agreed to feed back on the planned publication date.
- 5.6 **ACTION:** MOPAC to report on publication date.
- 5.7 **ACTION:** LRG to organise LRF meeting to discuss the outcomes of the Lord Harris review, when published.
- 5.8 The British Transport Police (BTP) and City of London Police (CoLP) representatives briefly outlined changes and increased collaboration on counter-terror planning within London. BTP commented that there were delays in the publication of the Manchester inquiry report.
- 5.9 **ACTION:** BTP/MPS to share Manchester Arena Inquiry recommendations with the partnership once final clarification has been made.

c) **Surface Water Flooding in London roundtable meeting update**

- 5.11 The Chair explained that increased collaboration on surface water flooding had taken place ahead of the update report being published. Resilience partners were assured they would receive the report on publication.
- 5.12 The Environment Agency representative, Charlotte Wood, added that the London Councils Transport and Environment Sub-Committee had considered a paper

(available at: <https://www.londoncouncils.gov.uk/node/39403>) on governance and resourcing issues as well as lessons learned.

- 5.13 A series of well-attended borough resilience forum workshops had taken place, with the Chair noting these workshops had enabled effective collaboration and discussion.
- 5.14 The Deputy Head of London Resilience explained that one outcome of the recommendations of the update paper could be greater mobilisation of resources and warnings for lower risk events. It was stressed that the mental health impact on residents in flood-prone areas must be considered where more regular warnings are issued.

d) Update on Emergency Alerts

- 5.15 The Deputy Head of London Resilience introduced the Emergency Alert system update and noted the recommendations.
- 5.16 The London Councils representative emphasised the importance of considering the mental health impacts of issuing emergency alerts.

6. Agency and Sector Updates

- 6.1 **GLA:** The GLA representative noted that the response to the COVID-19 pandemic continued, with persisting concerns on vaccination and compliance rates in specific communities. The requirement for mask-wearing as a condition of carriage on Transport for London (TfL) services had been removed in the week commencing 21 February. Other areas of work included preparations for the Platinum Jubilee celebrations and close monitoring of the Ukraine crisis.

6.2 Blue Light Panel and Emergency Services

- i. **Blue Light Panel:** There was no update.
- ii. **Metropolitan Police Service:** There was no further update.
- iii. **City of London Police:** Recommendations from the Manchester Area Inquiry were being considered with MPS and BTP colleagues.
- iv. **British Transport Police:** On Manchester Inquiry working with colleagues on BTP estate. Planning was ongoing for known events in Summer 2022.
- v. **London Ambulance Service:** It was noted that everyday activity had returned to pre-COVID-19 levels.
- vi. **London Fire Brigade:** The LFB representative noted thanks to partners for their support during the recent severe weather, which had enabled a major incident to be declared early and resources mobilised.

The Fire Brigade Union was considering the proposals on Marauding Terror Attacks (MTA). Response plans for a Chemical, Biological, Radiation and Nuclear (CBRN) event had been finalised in collaboration with blue light and military colleagues. The possible implications arising from the Ukraine crisis were being considered.

vii. **Maritime Coastguard Agency:** There was no update.

6.3 **London Authorities:**

- i. **Local Authorities Panel** – An update was provided by the London Councils representative, Alison Griffin, on the LAP's behalf. The LAP was undertaking a review of resilience arrangements, taking the lessons from the COVID-19 pandemic into account, with recommendations expected to be published in March 2022.

ACTION: LAP to share LAP review recommendation at the next LRPB / LRF.

- ii. **London Councils** – It was noted that the Pre-Election Period ahead of the 2022 London Borough Council elections would begin on 28 March 2022.

6.4 **Health:** The Chair noted her thanks to health partners for their work in the previous two years in responding to the COVID-19 pandemic.

- i. **London Local Health Resilience Partnership:** The Partnership's meeting in January 2022 had focused on lessons to be learned from the Omicron outbreak. It was noted that the NHS remained at a Level 4 Incident alert.

The preparations for the adoption of Integrated Care Boards under the Integrated Care Act continued.

- ii. **NHS England and NHS Improvement (London):** The COVID-19 pandemic continued to pose a serious challenge to delivery.

- iii. **UK Health Security Agency:** UKHSA representative noted that the Omicron outbreak had a significant challenge since the last meeting and thanked partners for their work. The 'Living with Covid' plan was of growing importance including how to link it to a wider public health strategy.

A single Avian Flu case had been identified in London but with no human transmission. Joint working was taking place with the West Midlands region ahead of the 2022 Commonwealth Games, with a practice exercise planned for May 2022.

6.5 **Environment Agency:** Recent work had been focused on responding to extreme weather events. It was noted that the Thames Barrier had been closed due to Storm Franklin with flood alerts issued in fast response catchments.

6.6 **Met Office:** There was no update. Written report to be added to minutes.

6.7 **Sector Panels:**

- i. **Business Sector Panel:** There was no update.
- ii. **Thames Resilience Panel:** The Port of London Authority had conducted an oil spill exercise in September 2021 following the last Panel meeting, with support provided by LFB. The Environment Agency suggested the Agency could offer drone resources to support future exercises.
- iii. **Transport Sector Panel:** The Transport Sector Panel representative explained that Storm Eunice had had a major impact on the transport network with multiple incidents reported. Industrial action was planned by the RMT union, with major disruption expected on the London Underground network during the week commencing 1 March 2022.

ACTION: LRG / GLA to add Christian Van Der Nest as main point of contact for TfL

The Network Rail representative added that the reorganisation to Great British Railways was underway. It was noted that there was a possibility of related industrial action arising from this.

- iv. **Utilities Sector Panel:** There was no update.
- v. **Faith Sector Panel:** A community resilience review was underway. Concerns were noted by the Panel on proposals in the Protect duty which could impose new and onerous duties around public sites leading to their closure. It was felt that such action could inadvertently allow terrorists to claim successes.

The FSP was also discussing the ongoing Russian Invasion of Ukraine and the possible community implications.
- vi. **Voluntary Sector Panel:** Recommendations had been considered on how to include the wider voluntary sector within the VSP. Engagement was requested on planning for the response to any refugee events as a result of the Ukraine crisis.

6.8 **HQ London District:** Preparations were underway for events in Summer 2022.

6.9 **London Resilience Communication Group:** There was no update

6.10 **Government (DLUHC):** The DLUHC representative confirmed that the next National Security Risk Assessment was due to be published in June 2022

6.11 **London Resilience Group:** It was noted that LRG continued to provide broad support to a range of partners.

- i. **Borough Resilience Forums (BRFs):** The Deputy Head of London Resilience group noted that some BRFs reported concerns at representation from utilities and transport partners. This would be taken up separately.

ACTION: LRG to meet utilities and transport partners on engaging with BRFs.

7. Documents recommended for approval

a) Strategic Framework for Responding to Telecommunications Disruption

- 7.1 Alan Palmer, LAS, introduced the Framework noting that the paper presented recommendations on the creation of a Strategic Coordination Group in the event of a major communications disruption.
- 7.2 The planning assumptions made in the paper considered a disruption lasting for as long as seven days. It was also recommended that planning for power disruptions should also incorporate telecommunications disruption moving forward.
- 7.3 It was noted that while plans were in place for inter-partnership communications, further consideration was needed on planning for disruption to telecoms available to the public.
- 7.4 The Chair suggested that some capability gaps in the Framework as presented sat at a national government level and could not reasonably be addressed by the partnership.

Gill McManus, DLUHC, explained that further consideration was taking place nationally on the issue of potential communications disruption.

7.5 DECISIONS:

That the Forum:

- **note the Strategic Framework for Responding to Telecommunications Disruption Document approval report (Paper 69 04)**
- **approve the Strategic Framework for Responding to Telecommunications Disruption (Paper 69 05)**

b) Water Supply Disruption Framework

7.6 The Utilities Sector Panel representative introduced the Framework, noting that responses from across the partnership had been incorporated into the paper.

7.7 The Framework included planning assumptions for up to 350,000 households losing mains water supply for between 24hrs and two weeks and covered a multi-agency response.

7.8 It was noted that a capability gap had been identified where the scale of challenge exceeded the capabilities of the water companies after mitigations and mutual aid options were exhausted. The Chair noted that this gap had been raised with national government.

7.9 A question arose on the threat of cyber disruption to water supplies. In response it was explained that all water providers must meet Network and Information Systems standards, with relevant monitoring and mitigation practices in place.

7.10 DECISIONS:

That the Forum;

- **note the Water Supply Disruption Framework Document approval report (Paper 69 06)**
- **approve the Water Supply Disruption Framework (Paper 69 07)**

c) London Mass Fatalities Framework

7.11 Richard Stevens, MPS, introduced the Framework noting that this statutory three-year review had been slightly delayed.

7.12 This version of the Framework introduced a number of usability and inclusivity improvements, as well as updating the CBRN protocols following the Salisbury Novichok poisonings.

7.13 The Chair noted that moving forward a capability gap should be recognised on the assumption of mobilising support from outside of London.

7.14 DECISIONS:

That the Forum;

- **note the London Mass Fatalities Framework Document approval report (Paper 69 09)**
- **approve the London Mass Fatalities Framework (Paper 69 10)**

d) London Risk Register

7.15 The Deputy Head of London Resilience introduced the updated Risk Register. A number of risks that had last been reviewed in 2019 would be prioritised by LRG in the year ahead. Further work was also planned to improve risk communication between a regional and local level.

7.16 DECISIONS:

That the Forum;

- **note the London Risk Register Document approval report (Paper 69 11)**
- **approve the publication of the London Risk Register (Paper 69 12)**

8. Progress Against London Resilience Programme

a) Partnership Training and Exercising update

8.1 The Deputy Head of London Resilience introduced the update and noted that a further review paper on training and exercising processes would be presented to the next meeting.

8.2 The Forum heard that in relation to Recommendation Six Exercise Blue Moon had been delayed as a result of Storm Eunice.

8.3 On Recommendation Seven it was noted that the Flood Working Group was addressing the issue of participation in FloodEx.

8.4 DECISIONS:

That the Forum:

– Agree:

- **Recommendation 1:** LRF to approve the proposal for the Training & Exercising Group to present a fully reviewed training and exercise programme to the LRF in June 2022.
- **Recommendation 2:** Capability working groups to maintain ownership of capability specific training and exercise requirements and to put in place an annual programme making use of the opportunities afforded by the Partnership Training & Exercise Programme and undertaking bespoke activity as required.
- **Recommendation 3:** LRF to approve the proposed partnership training and exercising over the next reporting period, as outlined in this paper.

- **Recommendation 4:** Partner organisations to contact LRG with any intended or potential significant exercises that could provide multi-agency opportunities to exercise LRP strategic elements.
- **Recommendation 5:** All capability groups to bid for partnership capability workshop slots and lead delivery supported by LRG as appropriate.
- **Recommendation 6:** LRF to consider potential wider partnership involvement in upcoming MPS-led Contest exercise (and appropriate leads for planning of wider partnership play).
- **Recommendation 7:** Relevant organisations (EA, MO, LLAs, TfL, MPS and LFB) to confirm representatives for FloodEx planning and participation, to Hayley Deakin (EA) and Jeremy Reynolds (LRG).

b) Learning and Implementation report

8.5 The Deputy Head of London Resilience introduced the report explaining that the overall body of lessons was expected to increase. A review of the Joint Organisational Learning Database had identified 22 lessons of relevance to London which would be submitted for addition to the Lessons Database.

8.6 DECISIONS:

That the Forum:

- **note the progress of lesson capture and resolution;**
- **approve closed lessons;**
- **note the status of Joint Operational Learning (JOL) lessons in relation to London learning.**

c) Partnership Priorities update

8.7 The Deputy Head of London Resilience explained that the Fuel Disruption Protocol would be a major priority through to June 2022, and that the LRG would work with the London Resilience Programme Board to develop a three-year work programme.

8.8 DECISIONS:

That the Forum:

- **agree the proposed priorities and the timeframes for these to be completed.**
- **approve the de-prioritisation of workstreams detailed in section 7.**
- **reaffirms the previous direction to capability working groups to maintain annual work plans, affording each group the flexibility to determine if their focus this year or in any given year should be on a framework review (which should be prioritised if not reviewed within previous three-year period), more detailed planning work, training, or exercise activity.**
- **directs LRPB to support LRG in developing a new multi-year LRF work programme to present to the LRF in June 2022.**

9. Any Other Business

- 9.1 The London Resilience Manager noted that the government had announced a consultation on the closure of the Mobile Telecommunication Privileged Access Scheme, with the deadline for responses on 11 March 2022.
- 9.2 **ACTION:** LRF members to feedback on the MTPAS paper when ready

10. Date of Next Meeting

- 10.1 Thursday 23 June 2022 2pm (Location TBC).