

Minutes – APPROVED

Meeting	London Resilience Forum
Date	6 February 2020
Time	2.00pm
Place	Committee Room 5, City Hall, SE1 2AA

Ref	ACTION	OWNER
3.3	This information has been redacted.	GLA
4.5	Environment Agency and London Fire Brigade to review mapping for potential flooding in London as a result of current high ground water levels.	Environment Agency & London Fire Brigade
4.17	LRG to circulate details of the Novel Coronavirus (2019-nCoV) webinar once a date has been finalised.	LRG
4.18	LRG to circulate the Coronavirus Framework for comment prior to circulation to Borough Resilience Forums.	LRG
4.19	All LRF Members to submit any comments they may have on the Novel Coronavirus Framework to be considered for subsequent versions.	All
5.3	All LRF Members to ensure the appropriate people in their organisations are aware of the transition from PSTN to VOIP services by 2025 and that action is being taken to contact and work with their core providers on transition planning.	All
5.9	LRG to circulate the final version of the London Resilience Partnership Strategy.	LRG
5.13	The LRF Chair to discuss the future direction and purpose of the Community Resilience Steering Group with Kim Smith, Chair of the CRSG.	LRG
5.16	LRG to add the Maritime & Coastguard Agency to the membership list.	LRG
5.17	All LRF Members to confirm to LRG the level of membership for their organisation listed in the LRF Terms of Reference.	All
6.15	MHCLG to raise centrally the disproportionately low number of MAGIC courses available to be booked by London, which is currently insufficient to meet London's training needs.	MHCLG
7.3	LRG and MHCLG to review the methodology used in the capability assessment process, which was considered by the Forum to be unsuitable because the outcomes of the assessment did not reflect a true picture of	LRG & MHCLG

	London's capabilities.	
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Present:

Fiona Twycross AM, Chair
 Alice Reeves, GLA
 Siobhan Peters, MOPAC
 Joseph McDonald, MPS
 David Evans, City of London Police
 Matt Allingham, British Transport Police
 Alan Palmer, London Ambulance Service
 Patrick Goulbourne, London Fire Brigade
 Terry Leach, Maritime & Coastguard Agency
 Doug Flight, London Councils
 John Barradell, Local Authorities Panel
 Peter Boorman, NHS
 Paul Plant, Public Health England
 Deborah Turbitt, Public Health England
 Darsha Gill, Environment Agency
 Paul O'Connor, Transport Sector Panel
 Guy Huckle, Network Rail
 Sarah Burchard, Thames Water & Utilities Sector Panel
 Don Randall, Business Sector Panel
 Alex Milne, Voluntary Sector Panel
 Luke Miller, Faith Sector Panel
 Ian Kemp, HQ London District
 Ruth Shulver, London Resilience Communications Group
 Gideon Levitt, MHCLG
 Louise Spencer, MHCLG
 Bryony May, Met Office
 Phil Laws, Openreach

London Resilience Group:

Kelly Dallen, London Resilience Group
 Toby Gould, London Resilience Group
 John Hetherington, Head of London Resilience Group
 Jeremy Reynolds, London Resilience Group

GLA: Felicity Harris, Board Officer

Also in attendance

Sidika Ahmet, London Resilience Group
 Luca Barnes, MPS
 Steve Feely, MPS
 Agnes Jung, PHE
 Peter Lavery, Business Sector Panel
 Chris Rowbottom, City of London Police
 Mark Sawyer, Local Authorities Panel
 Rebecca Short, London Resilience Group
 Sarah Spencer, GLA
 Mary-Clare Walsh, GLA

1 Chair's Opening Remarks

1.1 The Chair welcomed Members to the Forum and led a round of introductions.

2 Introductions and Apologies for Absence

2.1 Apologies were received from: Jeremy Bagshaw, HQ London District; JP Graham, GLA; Tim Corthorn, Thames Resilience Panel; John O'Brien, London Councils; Matt Rodgers, MHCLG; and Emma Spragg, Voluntary Sector Panel.

3 Minutes and Matters Arising from the Previous Meeting

3.1 The Forum confirmed the minutes of the meeting of the Forum (63 01) held on 17 October 2019 as an accurate record.

3.2 With reference to matters arising, it was noted that all but one action had either been completed or would be addressed elsewhere on the Agenda. It was agreed that the Forum would be updated on the outcome of the outstanding action via email.

3.3 **This information has been redacted.**

4 Risks to London Resilience

a) Metropolitan Police Service (MPS)

4.1 **Threats:** The MPS provided a comprehensive threat briefing to the LRF and confirmed that the current threat level to the UK was substantial.

b) Ministry of Housing, Communities & Local Government (MHCLG)

4.2 **Hazards:** The MHCLG representatives confirmed that the key current hazard was the Novel Coronavirus (2019N-CoV), but a further update would be included under Item 5. Imminent hazards also included the weather and potential industrial action facing a number of sectors, though this was considered to be low risk for the time being.

c) Met Office

4.3 **Long-range forecast:** The Met Office representative noted that a marked change in the weather was expected from the following weekend, with disruptive winds forecast. Storm Ciara was due to approach from the west, which would see heavy rain accompanied by strong winds reaching up to 50-60mph. Difficult driving conditions, disruption to transport networks, property damage and temporary loss of power were expected alongside potential risk of injuries and danger to life. A yellow wind warning had been issued and further updates would be available

via the Met Office website. The three-month outlook for February – April 2020 suggested above average temperatures and drier than average conditions were slightly more likely.

d) **Thames Water**

- 4.4 **Drought level one:** The Thames Water representative confirmed that London was still in a level one drought but that the picture was improving. It was expected that London would come out of the drought in April, but that South London was at risk of flooding due to higher ground water. The Environment Agency representative noted that there was still an environmental drought but that this would continue to be monitored. It was agreed that mapping for potential flooding in South London resulting from high ground water levels would be assessed and circulated to relevant stakeholders.
- 4.5 **ACTION:-** Environment Agency and London Fire Brigade to review mapping for potential flooding in London as a result of current high ground water levels.

e) **NHS**

- 4.6 **Winter pressures:** The NHS representative noted that performance figures for London were 81.5% against the 95% standard in December and London placed third out of seven NHS England Improvement regions. Waiting times had escalated dramatically and there had been very high bed occupancy levels throughout the Christmas period, though the London Ambulance Service (LAS) recorded a strong performance over the same period. A key problem currently faced by the service was queuing ambulances at hospitals and there had been a marked increase throughout December, which was mainly due to a lack of flow through hospitals. The NHS was not particularly impacted by the seasonal flu throughout this period due to an early spike in cases.
- 4.7 An additional pressure came from reduced mental health capacity. An out of area mental health ward was due to open the following week, which would support patients who lived outside of London going into mental health units. Mental health response cars were also being used in conjunction with the LAS to carry out assessments of patients before they attended emergency departments. The Acute Medical Model Programme was operating within five acute trusts and was looking at reducing the length of stay for patients, with a focus on nursing care and an increase of ward rounds to ensure patients were treated and discharged as quickly as possible.

f) **London Resilience Group (LRG)**

- 4.8 **EU Exit:** The Head of the London Resilience Group noted that the Brexit Contingency Planning Group met in January and stood prepared to take part in any nationwide debrief following the UK's exit from the EU on 31 January 2020. Work continued on the transport cell adapting arrangements put in place for Brexit and it was noted that the health and social care group continued to develop their playbook and work on a market insight tool which would assist in engaging with private sector care providers. Further meetings would be held in April and July 2020, at which point a decision may have been reached on a potential postponement of securing a trade agreement deal. The Group was on standby in case there was further dissemination of planning assumptions, but it was not clear when they would be shared. MHCLG representatives confirmed that they had nothing to add on planning assumptions at that stage.

g) Public Health England (PHE)

- 4.9 **Novel Coronavirus (2019N-CoV):** Representatives from Public Health England (PHE) provided an overview of the current picture relating to the novel coronavirus, noting that PHE and the NHS were taking a precautionary and proportionate response. The World Health Organisation (WHO) had declared a global health emergency with approximately 28,000 cases having been confirmed in mainland China by the time of the meeting, with 563 deaths and around 260 cases confirmed elsewhere. The mortality rate was thought to be somewhere between seasonal flu and a moderate pandemic and while work was underway to develop a vaccine, it was not thought it would be ready in the immediate future.
- 4.10 Three individuals in the UK had been confirmed as testing positive at the time of the meeting and they had all been referred to high consequence infectious disease (HCID) units for treatment. Due to the national nature of the situation, Members were encouraged to continue visiting the PHE website for live updates. An incident control centre had been established in London and communications continued to be made available via the London Situational Awareness system. Members heard that PHE were in the detection phase of planning but that preparations were in place to move to an assessment phase should any cases be confirmed in London. Circumstances were evolving at a rapid pace, but Members were assured that, should any cases be confirmed in London, an incident management team would be established with all relevant partners and a decision would be made via a tri-partite call between PHE, NHS and LRG on whether an SCG would be convened.
- 4.11 Members also received an update from the NHS representative, who confirmed that a Level 4 incident had been declared, which put the NHS into a position of command and control with a national coordination centre incident management team in place. Two national webinars for NHS organisations had taken place, the key message from which was to promote the use of the 111 service so that patients could be directed to pathways of care leading to either self-care or testing.
- 4.12 Testing was mostly taking place at hospitals, but a community testing model was also being developed to relieve the pressure on the London Ambulance Service and hospitals. Acute trusts and urgent care centres had been asked to identify space where patients could dial 111 prior to entering hospitals.
- 4.13 Representatives from MHCLG provided an update on the Government's position on the novel coronavirus. Key activities included working with the Foreign Office to repatriate British nationals from Wuhan and supporting individuals who may require accommodation following the 14-day isolation period. MHCLG were also working closely with Community Integration colleagues following reports of heightened tensions within Chinese communities across London.
- 4.14 The Deputy Head of the London Resilience Group noted that the London Novel Coronavirus Framework had been based on the existing London Pandemic Influenza Framework and had been developed alongside NHS, PHE and local authority colleagues. A webinar would take place the following week so that partners could be updated more widely on the purpose of the Framework. Members were asked to confirm whether they were content for these organisations to sign off the Framework so that it could be shared with partners as soon as possible.

- 4.15 The Forum agreed that direction should be given to Borough Resilience Forums (BRFs) to review their Influenza Pandemic arrangements in preparedness for novel coronavirus (2019-nCoV), taking into account the Novel Coronavirus Framework.
- 4.16 The Forum agreed that this and subsequent version could be approved for publication by Public Health England, NHS England and NHS Improvement (London) and London local authorities, rather than requiring formal approval by the LRF.
- 4.17 **ACTION:-** LRG to circulate details of the planned Novel Coronavirus (2019-nCoV) webinar once a date had been finalised.
- 4.18 **ACTION:-** LRG to circulate the London Novel Coronavirus Framework to the Partnership and Borough Resilience Forums.
- 4.19 **ACTION:-** All LRF Members to submit any comments they may have on the Novel Coronavirus Framework to be considered for subsequent versions.

h) Other agency updates by exception

- 4.20 There were no further updates.

5 Special Agenda Items

a) Telecommunications: Transition from PSTN to VOIP services 2025

- 5.1 Phil Laws, Senior Manager of Communications Providers and Stakeholder Engagement, Openreach, gave Members an update on the transition from Public Switched Telephone Network (PSTN) to Voice Over Internet Protocol (VOIP) services, which was due to be completed by 2025. The presentation outlined steps that all organisations should be taking to prepare for the transition. The Chair thanked Phil for the presentation (see Appendix A).
- 5.2 **DECISION:-** The Forum noted the update.
- 5.3 **ACTION:-** All LRF Members to ensure the appropriate people in their organisations are aware of the transition from PSTN to VOIP services by 2025 and that action is being taken to contact and work with their core providers on transition planning.

b) London City Resilience Strategy

- 5.4 The GLA's Deputy Chief Resilience Officer noted that the London City Resilience Strategy had been published on 5 February 2020 and that the launch event had been well attended. Members heard that several actions outlined in the Strategy were already underway and that while several actions had been funded internally or through external partners, a number of projects had not yet been funded. This represented a useful opportunity to engage further stakeholders who had not been involved in the project to date.

5.5 The Forum noted that the 100 Resilient Cities project no longer existed but that the network and activity under that umbrella did still exist and would be relaunched as the Global Resilient Cities Network.

5.6 The Chair thanked those involved in forming the Strategy.

5.7 **DECISION:-** The Forum noted the update.

c) London Resilience Partnership Strategy (Paper 63 02)

5.8 The Head of the London Resilience Group noted that the revised draft of the Strategy was broadly based on the same themes as previous strategies. It was noted that the Strategy used to include reference to the fourth sector, adaptations and mitigations but that these now fall within the London City Resilience Strategy. Other changes included streamlining goals and targets, as well as a greater focus on highlighting current capabilities.

5.9 **ACTION:-** LRG to circulate the final version of the London Resilience Partnership Strategy.

5.10 **DECISION:-** The Forum approved the London Resilience Partnership Strategy.

d) Counter Terrorism Preparedness Network (CTPN) Recommendations (Paper 63 03)

5.11 The Deputy Head of the London Resilience Group noted that the Counter Terrorism Preparedness Network had published five reports online following a conference opened by the Mayor. The reports covered strategic coordination, humanitarian assistance, community preparedness, protecting major events and crowded places, and anti-radicalisation. The reports offered 38 recommendations intended for consideration by participating cities and it was noted that there was an ongoing conversation around consultation, prioritization and implantation.

5.12 It was suggested that the Community Resilience Steering Group should be provided with some direction. It was agreed that the LRF Chair would consider and advise on the future direction and purpose of the Community Resilience Steering Group (CRSG).

5.13 **ACTION:-** The LRF Chair to discuss the future direction and purpose of the Community Resilience Steering Group with Kim Smith, Chair of the CRSG.

5.14 **DECISION:-** The Forum noted the update.

e) LRF Terms of Reference (Paper 63 04)

5.15 The Head of the London Resilience Group gave an overview of the revised Terms of Reference and noted that it is reviewed annually. It was confirmed that the Maritime & Coastguard Agency would be added to the membership list. They had been omitted due to an administrative oversight and were already members of the Forum. It was suggested that each organisation review the membership list with a view to confirming whether the correct positions of representatives were listed.

5.16 **ACTION:-** LRG to add the Maritime & Coastguard Agency to the membership list.

- 5.17 **ACTION:-** All LRF Members to confirm to LRG the level of membership for their organisation listed in the LRF Terms of Reference.
- 5.18 **DECISION:-** The Forum approved the revised Terms of Reference.

6 Progress Against London Resilience Programme

a) Work Programme (Paper 63 05):

- 6.1 The Head of the London Resilience Group provided an update on the Work Programme, noting that a series of workstreams continued, including: framework development, work on fuel development led by local authorities, humanitarian assistance led by the local authorities and a review of strategic coordination protocol led by the MPS. It was also expected that LESLP would be revised this year as well as a review of the National Security Risk Assessment (NSRA). Other ongoing work included work on drought, a severe weather plan, and a review of the voluntary sector's capabilities.
- 6.2 **DECISION:-** The Forum noted the update and approved the Work Programme.

b) London Risk Register and Planning Assumptions (Papers 63 06, 63 07 and 63 08)

- 6.3 The Deputy Head of the London Resilience Group provided an overview of the papers included in the agenda pack on the London Risk Register and planning assumptions and noted that the format and risk assessment process largely remains unchanged from previous years.
- 6.4 **DECISION:-** The Forum:
- Approved the updated London Risk Register for publication;
 - Approved Category 2 responders remaining as risk leads;
 - Approved the plan to align with the NSRA (2019) over the next 12 months; and
 - Noted the update regarding London Resilience Planning Assumptions.

c) Documents Recommended for Approval:

- i. **Recovery Co-ordination Framework (Papers 63 09 and 63 10):** The Local Authorities Panel representative noted that a key change from the previous version of the framework required that chairs of Strategic Coordinating Groups (SCGs) activate Recovery Coordinating Groups (RCGs) as soon as possible. Members also heard that many of the lessons from 2017 were now covered through the inclusion of a Community Engagement Checklist within the framework and through signposting to other frameworks and plans. It was noted that further input on the framework was expected from TfL so there may be slight further modifications.

6.5 **DECISION:-** The Forum approved the Recovery Co-ordination Framework and noted the document approval report.

- ii. **Excess Deaths Framework (Papers 63 11 and 63 12):** The Local Authorities Panel representative noted that the framework had been streamlined and that new local and regional contingency options had been identified and are in the process of being finalised with providers.

6.6 **DECISION:-** The Forum approved the Excess Deaths Framework and noted the document approval report.

- iii. **Enfield Multi-Agency Off-Site Reservoir Emergency Plan (Papers 63 13 and 63 14):** The Local Authorities Panel representative noted his thanks to the London Borough of Enfield for their work on the revision of the Plan.

6.7 Post-meeting addendum: the final version of the Plan was subject to amendments to the notification arrangements which would be agreed between the relevant partners (London Borough of Enfield, London local authorities, MPS, LRG) prior to publication.

6.8 **DECISION:-** The Forum approved the Enfield Multi-Agency Off-Site Reservoir Emergency and noted the document approval report.

- iv. **Strategic Flood Response Framework (Papers 63 15 and 63 16):** The Environment Agency representative noted that the revised framework had been streamlined as part of this review. The Chair extended her thanks to Simon Moody for his contribution to the work of the London Resilience Forum.

6.9 **DECISION:-** The Forum approved the Strategic Flood Response Framework and noted the document approval report.

d) Capability Updates:

- i. **Telecommunications Disruption Framework for Responders (Paper 63 17):** The London Ambulance Service representative proposed an extension of the target date for completion of the Framework to May 2020. If agreed, the revised Framework would be submitted for consideration at the London Resilience Programme Board in May 2020.

6.10 **DECISION:-** The Forum noted the update and agreed to extend the deadline for the final Framework to May 2020.

ii. **London Resilience Communications Group Emergency Plan (Paper 63 18):** The London Resilience Communications Group representative proposed an extension of the target date for completion of the Framework to May 2020. If agreed, the revised Framework would be submitted for consideration at the London Resilience Programme Board in May 2020.

6.11 **DECISION:-** The Forum noted the update and agreed to extend the deadline for the final Framework to May 2020.

e) Training and Exercising:

6.12 The Deputy Head of the London Resilience Group noted that sub-regional workshops would soon be renamed as Multi Agency Capability Workshops and that one had recently been held on the Excess Deaths and Pandemic Influenza frameworks. Further workshops on drought and structural collapse would be held in February and May respectively. Upcoming exercises included a London responder exercise, a military exercise and a partnership exercise which had been coordinated by the London Resilience Group and championed by Thames Water.

6.13 The next Strategic Coordination Summit would be held in May and would be based on a Control of Major Accident Hazard (COMAH) theme. In addition, three half-day courses were being planned for SCG members. These would be a hybrid of training in the revised Strategic Coordination Protocol and SCG table-top exercises. The intention was to deliver the courses over three dates in May, June and July 2020.

6.14 It was also noted that there were only one full and one refresher Multi Agency Gold Incident Command (MAGIC) courses scheduled for 2020 despite a training requirement of three of each course per annum for the Partnership. Members felt that London did not receive a proportionate number of places on nationally run MAGIC courses and it was suggested that this was raised as a gap when assessing partnership capabilities. MHCLG representatives agreed to investigate this.

6.15 **ACTION:-** MHCLG to raise centrally the disproportionately low number of MAGIC courses available to be booked by London, which is currently insufficient to meet London's training needs.

6.16 **DECISION:-** The Forum noted the update.

f) Lessons Status Report (Paper 63 19):

6.17 The Deputy Head of the London Resilience Group provided an overview of the Lessons Status Report, noting that 26 new lessons had been added to the database following the Mass Evacuation & Mass Shelter SRRF Workshops which took place in July 2019 and the Salisbury Poisonings debrief report. Lessons had been extrapolated from the Grenfell Tower Inquiry Report but had not yet been discussed by the Learning & Implementation Review Group (LIRG). These lessons would be included in the May report. The report included an outline of 47 lessons

that remained incomplete two years on from their respective debriefs, but Members were assured that this would be reviewed in order to assess whether there were any problem areas that needed addressing.

- 6.18 **DECISION:-** The Forum approved the report and noted the status of lessons identified and implemented.

7 Assurance of Partnership Capabilities

Assessment of Partnership Capabilities Proposal (Papers 63 20, 63 21 and 63 22):

- 7.1 The Deputy Head of the London Resilience Group introduced the report and sought views on the results of the capability assessment to date, the proposed further work and issues suppositions contained in the recommendations to the Forum. It was noted that while there were a lot of capabilities showing as red, red did not necessarily mean failure. The report did not indicate a degradation of capabilities in comparison to previous London capability assessments, rather it reflected the new methodology applied to the process which had been approved by the Forum at the previous meeting. The Deputy Head of London Resilience suggested that many of the red assessments were a result of capabilities being assessed against the London and national planning assumptions which include figures for worst case scenarios of the nature that would be very challenging to ever assess the response capability as green, and have never been experienced in London or the UK. The Deputy Head of London Resilience explained the recommendations in paper 63 20 proposed that, following comments from Members, capability working groups be given six months to work on addressing capability gaps where possible before providing a further assessment to the Forum. In the meantime, any capability groups yet to complete their assessment would be asked to do so before the next meeting of the Forum in June 2020.
- 7.2 Members raised concerns about the revised methodology, suggesting that the analysis as it stood could be interpreted as London having considerable gaps in its capabilities, which was not considered to be an accurate reflection. In addition, concern was raised that if, as per the methodology, red doesn't necessarily mean failure, it was difficult to assess whether there were elements that were failing objectively. The Deputy Head for London Resilience noted that the assessment had proved useful to look at the detail for each capability, but didn't necessarily provide a useful overarching view across all capabilities because if one element was red, for any reason, the methodology presented an overall capability assessment of red. Members were concerned about the language and report mechanisms used as part of the revised methodology. It was suggested that further work was carried out on the revised methodology before a revised assessment was considered at the Forum meeting in June. Papers 63 20, 63 21 and 63 22, and the recommendations contained within them were not approved.
- 7.3 **ACTION:-** LRG and MHCLG to review the methodology used in the capability assessment process, which was considered by the Forum to be unsuitable because the outcomes of the assessment did not reflect a true picture of London's capabilities.
- 7.4 **DECISION:-** The Forum noted the work undertaken by capability working groups on the partnership capability assessment. The Forum did not approve the report or the recommendations contained within it, and requested further work to be undertaken on the assessment methodology.

8 Agency and Sector Updates

- 8.1 There were no urgent agency or sector updates but the Borough Resilience Forum Summary 2019-2020 paper (63 23) was noted.
- 8.2 **DECISION:-** The Forum noted Paper 63 23.

9 Review of Actions

- 9.1 The London Resilience Manager summarised the actions agreed; as set out above.

10 Any Other Business

- 10.1 The Forum noted that the recommendations from phase 1 of the Grenfell Tower Inquiry had been published since the last meeting. Phase 2 of the Inquiry began on 27 January 2020. The recommendations would be reviewed by the Partnership Learning and Improvement Review Group and subsequently incorporated into the London Resilience Lessons Database for implementation.
- 10.2 **DECISION:-** The Forum noted the Grenfell Phase 1 recommendations aimed at the Partnership, in addition to the single agency recommendations.

11 Dates of Next and Future Meetings

- 11.1 The dates of the next and future meetings were noted as follows:

Thursday 11 June 2020, 2pm at City Hall
Thursday 22 October 2020, 2pm at City Hall
Thursday 25 February 2021, 2pm at City Hall

Appendices and supporting papers:

Appendix A - Upgrading the Access Network: The withdrawal of WLR products and the smooth transition to IP Voice Services.