Leaders' Committee

Resilience and Emergency Preparedness Review

Item no: 6

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Date: 7 February 2017

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Summary: This report outlines proposals for strengthening London's emergency planning arrangements, following a review commissioned by the London Resilience Local Authorities Panel.

The report also takes preliminary account of the issues raised in Lord Harris' review of London's preparedness for a major terrorist attack.

Recommendations: Leaders' Committee is asked to:

1. Take stock of the review into emergency planning arrangements that was commissioned by the London Resilience Local Authority Panel.
2. Note the issues highlighted by Lord Harris in his report to the Mayor, in relation to local authority preparedness, and the provisional response by the Local Authority Panel.
3. Approve the approach recommended by the Local Authority Panel, and endorsed by the Executive, for strengthening resilience and emergency preparedness across London's local authorities.

Resilience and emergency preparedness review

Introduction

1. This report outlines proposals for strengthening London's emergency planning arrangements, following a review commissioned by the London Resilience Local Authorities Panel early in 2016. The Panel was keen to build on the foundation of lessons learned during the major multi-agency 'Exercise Unified Response', and to ensure the London's local authority arrangements continue to offer the level of preparedness communities expect.
2. The report also takes account of the issues raised in Lord Toby Harris' subsequent review of London's preparedness for a major terrorist attack, which was commissioned by the Mayor of London in May 2016. Lord Harris submitted his report to the Mayor in November 2016, and it was made available to the public at the same time.

Background

3. There are well established local authority co-operation arrangements in place across the Capital, underpinned by the local authority Gold resolution which was adopted by all London boroughs and the City in 2006[1]. The arrangements were subsequently enhanced to encompass mutual aid agreements, with the approval of Leaders' Committee in 2010.
4. This London-wide work is overseen by the London Resilience Forum Local Authorities' Panel (LAP), which includes the lead borough Chief Executives for each sub-regional Local Resilience Forum. The Panel is chaired by John Barradell, Chief Executive of the City of London.

Review of emergency planning arrangements in London

5. The Local Authorities' Panel commissioned a review of London's local authority emergency planning arrangements early in 2016, mindful of rising risk levels combined with the increased financial pressures which local authorities face. The Panel wanted to build on the foundation of lessons learned during the major multi- agency 'Exercise Unified Response', and its overarching objective was to ensure the London's local authority arrangements continue to offer the level of preparedness communities expect.
6. The review set out a series of recommendations which are designed to ensure that local authorities can continue to provide strong emergency planning services that deliver individual and collective leadership on resilience into the 2020s.

[1] The resolution, promoted by London Councils, replaced an earlier resolution adopted in 2004

7. The review acknowledged the strain placed on authority resilience functions and went on to set out the recommendations which are listed in Appendix A and summarised in the bullet points below. These recommendations identify a number of actions authorities can undertake to bolster the service and enhance resilience to the level communities expect and deserve. To prevent any erosion of the service, potentially exposing authorities to undesirable levels of risk, the recommendations aim to:

    - Strengthen collaborative working to better utilise experience, knowledge and expertise;
    - Support a more cost effective and efficient service;
    - Increase opportunities to share scarce resource;
    - Create a more robust Duty London Local Authority Gold arrangement which will further complement our leadership on resilience role and participation at the heart of London strategic coordination;
    - Establish a more robust and meaningful assurance process to improve corporate oversight.
    - Establish a corporate resource of professional advice, support and oversight, where not already established, to support authorities to withstand increasing pressures and ensure Chief Executives have ready access to high quality corporate advice and support in their localities;

8. Improvement work is already being co-ordinated by the Panel to standardise operational response capabilities across local authorities and hence to enable staff to more easily support neighbouring local authorities during a protracted incident (for example severe flooding).

9. In October 2016, the Local Authority Panel reviewed the recommendations from the review and its Chair went on to discuss them with chief executive colleagues at CELC in November 2016. Both groups lent their support to the recommendations, which are now being brought to members for their consideration and approval.

Lord Harris review of London preparedness

10. Lord Harris's report focuses on London's preparedness for a Marauding Terrorist Firearms Attack. Such attacks are complex, rapid, involve serious injuries and multiple deaths, and could take place in multiple locations with multiple assailants. Lord Harris reviews the main incident responders in turn and provides 127 recommendations for consideration.

11. Lord Harris considered all emergency responders to an incident in his review, including local authorities. His review has set out 127 recommendations, a number of which directly concern local authorities or are ones that local authorities will wish to be involved in. Lord Harris highlighted the London Local Authority Gold arrangements and welcomed the agreed principles of collaboration and cooperation, including mutual aid, underpinned by the regular testing and exercising of arrangements.

12. Lord Harris discussed the increase in sub-regional working, which he welcomes, but cautions that local knowledge and connections must not be lost. He suggests that sub-regional working on emergency planning might be formal in some places and informal in others. To address concerns about the level of capability in boroughs, Harris proposes an inspectorate sitting at government level to monitor performance.

13. His report highlighted a "mixed picture of provision" across the 33 local authorities, and commented that whilst some authorities have a full emergency planning services, others are taking "a de minimis approach". Harris also states that "it has been put to me that, in some parts of London, the resource is so denuded as to be unfit to respond to a major disaster".

Formal Consideration of the Harris Review

14. The Mayor of London wrote to John Barradell, in his role as the Chair of the Local Authority Panel on 16 December 2016, highlighting three recommendations in particular and asking for a written response on behalf of local authorities:

> (Rec 70) Local authorities should work with the London Resilience Forum to consider where effective partnerships might be built at a sub-regional, but supra-borough level, ensuring that local connections can be retained.
>
> (Rec 72) Local authorities should be prioritising an effective functioning CCTV network for the detection and prevention of terrorist (or indeed criminal) activity across the Capital in the interests of public safety. The level and functionality of CCTV provision should be kept under review by the Mayor's office.
>
> (Rec 88) Local police and local authority chief executives and Leaders should annually review the membership of the police engagement groups to ensure that they comprise the right members, and that they are regularly refreshed

A copy of this letter is attached as Appendix B, along with John Barradell's reply of 13 January which is attached Appendix C.

15. In advance of this formal request, the Local Authority Panel had provisionally considered Lord Harris' report and believes the concerns of substance outlined by Lord Harris - in

terms of local authority operational resilience and capacity to respond - largely match the concerns addressed by the Local Authority Panel's own review.

a. In respect of recommendation 70, the Local Authority Panel's own review has already developed plans to enhance resilience through sub-regional working, whist recognising that this cannot replace the responsibility of individual local authorities to be prepared. This local authority- led review proposes that a sub-regional lead local authority should be identified to coordinate enhance collaboration and ensure equal contribution and benefit from such sub-regional arrangements.

b. In respect of recommendation 72, the reply notes that work to review the level and functionality of CCTV provision is already taking place through the engagement of local authorities with the MOPAC led CCTV task force. London Councils has recently undertaken a mapping exercise of local authority plans for future CCTV commissioning which should help inform both MOPAC's work and consideration that is being given by the MPS to the development of a strategic approach to CCTV within the police service. The critical issue identified by Lord Harris would appear to be ensuring that the police have 'fast time' access to available local authority CCTV feeds. Local authorities stand ready to support the Police in any review of their procedures around fast-time access to CCTV.

c. In respect of recommendation 88, the reply notes that London local authorities recognise the importance of maintaining up-to-date local police-held KIN (Key Individual Network) lists. Local authority Leaders and chief executives stand ready to support the Police in updating these lists, utilising their community knowledge and links.

16. Local authorities have an interest in a number of the other recommendations that Lord Harris has made and will have an opportunity to contribute to the broader response through other routes including the Local Authority Panel and the statutory London Resilience Forum.

17. Lord Harris recommended that DCLG 'ring-fences' budgets for local resilience teams and introduces a small inspectorate in the Cabinet Office or DCLG to monitor performance. If central government declines to take this forward, he suggests that the London Resilience Forum should undertake this role.

18. The local authority- led review has already addressed the issue of securing greater assurance that authorities are meeting the agreed standards of provision for operational response. The review concluded that the required degree of assurance would best be addressed through better defined criteria and peer based challenge, both within London

and across the wider sector. The Local Authority Panel took the view that this is a more appropriate means of ensuring assurance and consistent standards of provision. .

Recommendations

Leaders' Committee is asked to:

1. Take stock of the review into emergency planning arrangements that was commissioned by the London Resilience Local Authority Panel.
2. Note the issues highlighted by Lord Harris in his report to the Mayor, in relation to local authority preparedness and the provisional response by the Local Authority Panel.
3. Approve the approach recommended by the Local Authority Panel for strengthening Resilience and Emergency Preparedness across London's local authorities.

Financial implications for London Councils

None

Legal implications for London Councils

None

Equalities implications for London Councils

None

Attachments

Appendix A: Executive Summary of the LAP 2020 Review

Appendix B: Letter from the Mayor of London to John Barradell, of 16 December 2016

Appendix C: Letter from John Barradell to the Mayor of London, of 13 January 2017

Recommendations for Local Government Emergency Planning and Resilience for the 2020's

Introduction and Background

A review was commissioned by the Local Authority Panel, Chaired by John Barradell, to assess the status of local authority emergency planning in London. The necessity arose from recognition of the heightened pressure our authorities are facing and increases in risk. The aim of the review was to suggest steps necessary to efficiently reinforce the service and ensure we can continue to provide effective individual and collective leadership on resilience into the 2020's.

The scope of the review included; Duty London Local Authority Gold arrangements, contingency planning and operational response functions, arrangements supporting collaborative working, and the means of sharing scarce resource. The two elements excluded were; the London Local Authority Gold Resolution which underpins the collective and coordinated approach of all 33 authorities and the principle of all 33 Chief Executives participation in the London Local Authority Gold rota. This was due to their proven effectiveness to underpin the collective and coordinated approach of authorities to significant incidents.

To support the review, '*The review of resilience arrangements in London: interim findings'* produced in 2014 by Matthew Norwell was considered along with Emergency Planning Monitoring Reports and annual Minimum Standards for London assessments. In addition, the thoughts, case studies and anecdotal evidence provided by experienced emergency planning professionals proved invaluable.

Overall Assessment

The ability of our authorities to discharge a leadership role on resilience to the level communities would expect and deserve is under strain. To prevent degradation of the service and potentially expose authorities to undesirable levels of risk, the recommendations detailed below identify a number of actions authorities can undertake to bolster the service and enhance resilience. The recommendations aim to:

- Establish a corporate resource of professional advice, support and oversight, where not already established, to support authorities to withstand increasing pressures and ensure Chief Executives have ready access to high quality corporate advice and support in their localities;
- Strengthen collaborative working to better utilise experience, knowledge and expertise;
- Support a more cost effective and efficient service;
- Increase opportunities to share scarce resource;
- Create a more robust Duty London Local Authority Gold arrangement which will further complement our leadership on resilience role and participation at the heart of London strategic coordination;
- Establish a more robust and meaningful assurance process to improve corporate oversight.

Full List of Recommendations

<u>Corporate Policy</u>

Recommendation 1: Consideration should be given to developing a corporate resource of professional advice, support and oversight. This might best be achieved by developing and broadening the role of Emergency Planning Teams to encompass support and oversight of:

a) Organisational compliance with the Civil Contingencies Act (2004);
b) Organisational compliance with Minimum Standards for London;
c) The organisations ability to effectively respond to a localised incident;
d) The organisations ability to maintain critical services in the lead up to and during emergencies as required by the Civil Contingencies Act and supported by the International Standard for Business Continuity ISO 22301.

To support this aim, consideration should be given to locating emergency planning teams within central directorates or ensure effective lines of reporting and communication are in place to enable them to deliver effective professional corporate level support.

Recommendation 2: To support a co-ordinated and efficient approach to maintaining organisational resilience at a time when efficiencies are imperative, consideration should be given to incorporating business continuity functions into the core duties of emergency planning teams, where this is not already the case.

Governance and Planning

Recommendation 3: Common Standards for London Local Authority Emergency Planning Professionals, reflecting core competencies, should be adopted as a matter of policy by all local authorities and then continuously reviewed to support staff recruitment, development and service delivery.

Recommendation 4: A Sub-Regional Lead Local Authority should be identified to coordinate enhanced collaboration and support a more equal contribution and benefit from sub-regional and regional operational and contingency planning. This arrangement should be underpinned by an output based Service Level Agreement and reviewed against clearly defined success criteria every two years.

Recommendation 5: Local Authority Panel Implementation Group (LAP IG) members should accept a more proactive role in:

a) managing the three year Local Authority Panel Business Plan and co-ordination of sub-regional activity to ensure a balanced distribution of work;
b) agreeing with respective peers in each sub-regional group the appropriate means of delivering allocated workstreams in accordance with the Service Level Agreement.

Duty London Local Authority Gold Arrangements

Recommendation 6: Local Authority Panel (LAP) membership should carry with it the expectation that members will:

a) be the local authority representatives on a cadre of multi-agency strategic leads available to Chair Strategic Coordination Groups;
b) undertake multi-agency training to an accredited standard, when developed, to prepare them to Chair Strategic Coordination Groups;
c) step in as London Local Authority Gold (LLAG) when necessary to ensure consistency of representation and ease the transition of Chairing the Strategic Coordination Group from the Metropolitan Police Service or other partner agency to local authorities;
d) where appropriate shadow the Strategic Coordination Group Chair to ease transition prior to accepting responsibility.

Recommendation 7

All Chief Executives should wherever possible shadow the current LLAG prior to taking over the role during an incident.

Recommendation 8

All Chief Executives should attend periodical training events delivered by accredited trainers and participate in a structured exercise programme to prepare them to undertake London Local Authority Gold duties.

Borough Response Capability

Recommendation 9: All local authorities should support the standardisation work currently being progressed and adopt consistent protocols and procedures for core response functions when published.

Recommendation 10: In order to mitigate any reduction in resource available to support an organisational response, a further piece of work should be initiated to consider the means of:

a) identifying local authority roles which posses the requisite core competencies to support operational response and recovery functions;
b) identifying the means by which staff undertaking the roles can be incorporated into operational plans;
c) ensuring staff are available to undertake the requisite level of training and exercises and are released to undertake response roles during emergencies.

Assurance

Recommendation 11: The means by which Minimum Standards for London are formally audited should be agreed by Chief Executives to offer them the single means by which London local authority emergency planning is accurately assessed.

Recommendation 12: Minimum Standards for London should be realigned to more accurately reflect service requirements:

a) Immediate Response Capabilities (covering both local and LLAG operations);
b) Contingency Planning to develop capabilities to deal with acute shocks;
c) Business Continuity Planning and Corporate Assurance;
d) Longer Term Resilience Strategies to provide resilience for chronic stresses.

Recommendation 13: All Minimum Standards for London results should continue to be consolidated to offer an annual assessment of capacity and capability and include the means by which urgent concerns can be escalated to Chief Executives.

Recommendation 14: Greater detail should be added to Minimum Standards for London pertaining to immediate response capabilities, including clearly defined measurable criteria to offer meaningful assurance such as baseline numbers of trained staff, defined response times and length of operation to be sustained, to define the level of capacity and capability to be maintained by local authorities to address local incidents.

Conclusion

Given the heightened challenges that we face and understanding of the pressures on our services, it will be important to move as swiftly as possible to start to put a stronger and more resilient framework in place.

By implementing the steps detailed in the review, capability and capacity will be enhanced, with added strength and depth established locally and regionally. This will ensure all local authorities are in the most resilient condition to efficiently and effectively deliver individual and collective leadership on resilience with confidence, into the 2020's.

Finally, it is understood that the recommendations will complement the Lord Harris review but we should anticipate a further short review will be required following the formal release of his findings. This will allow Chief Executives to be assured that areas additional to those covered by this review or further opportunities to enhance our individual or collective resilience are duly considered.

John Barradell

MAYOR OF LONDON

John Barradell
Town Clerk and Chief Executive
City of London
Guildhall
London EC2P 2EJ

Date: 16 DEC 2016

Dear John.

Harris Review into London's Preparedness to Respond to a Major Terrorist Attack

The safety of Londoners is of vital importance and the recent tragic terrorist attacks across Europe and elsewhere have highlighted how important it is for all of us to properly prepare should such an attack occur in London. That is why one of my first tasks as Mayor was to commission Lord Harris to conduct a review of London's preparedness to respond to a major terrorist attack.

I am writing to you as the London Local Authority lead on Resilience. I know from Lord Harris that you, your team and other local authorities provided great assistance to him in completing this Review. I am very grateful to you all for the openness, and cooperation you demonstrated to him and this task.

Lord Harris has now published his review and I hope you will have had a chance to read the report and assess those recommendations which are relevant to London's local authorities.

The review is a thorough and thoughtful assessment of the situation in London and, while it describes a situation where organisations are largely well prepared and have plans in place, it does make a number of important recommendations. The recommendations that are wholly or largely directed at LAs are as follows:

70 Local authorities should work with the London Resilience Forum to consider where effective partnerships might be built at a sub-regional, but supra-borough, level, ensuring that local knowledge and connections can be retained.

72 Local authorities should be prioritising an effective functioning CCTV network for the detection and prevention of terrorist (or indeed other criminal) activity across the capital in the interests of public safety. The level and functionality of CCTV provision should be kept under review by the Mayor's Office.

88 Local police and local authority chief executives and leaders should annually review the membership of the police engagement groups to ensure that they comprise the right members, and that they are regularly refreshed.

MAYOR OF LONDON

I would be grateful if you would write to me setting out local authority plans for the implementation of these recommendations, the name of the responsible officer and a timescale. Where recommendations are not accepted, it would be useful to have your thoughts on the reasons for this and have the opportunity to discuss these. It would be most helpful if your initial response could be returned by 13 January 2017, and elements of this may be reflected in a formal response to the review in the New Year.

My Deputy Mayor for Policing And Crime, Sophie Linden, will be overseeing implementation of the recommendations through my Office for Policing And Crime (MOPAC). I would be grateful for your cooperation with her and her team.

All correspondence on this matter should be sent by email to PreparednessReview@london.gov.uk or to MOPAC at the address below.

Yours sincerely,

Sadiq Khan
Mayor of London

Cc: Doug Flight, London Councils

Town Clerk & Chief Executive
John Barradell OBE FRGS

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Date 13 January 2017

Dear Sadiq

Re: Harris Review recommendations for Local Authorities

I am writing in response to your letter dated 16th December regarding Lord Harris's review into London's preparedness to respond to a major terrorist attack. I thank you for your letter and welcome this opportunity to respond to the recommendations you highlight on behalf of the Local Authority Panel (LAP).

To maintain London's position as a global city, world-leading business centre and a destination for visitors from all over the world, ensuring London's resilience in the face of growing security threats is of paramount importance. To achieve this, however, we cannot be complacent; security arrangements and the ability to respond robustly and in a coordinated fashion must be continuously reviewed, so I welcome this review by Lord Harris.

Indeed, the Panel commissioned its own review in early 2016, providing a set of recommendations designed to establish steps necessary to efficiently reinforce the service and ensure local authorities can continue to provide individual and collective leadership on resilience into the 2020s. By implementing these steps, capability and capacity will be enhanced, with added strength and depth established locally and regionally. Several of the findings from this review concur with those of the Harris Review.
Drawing on this LAP review and recognising our strong working relations with London Councils, I respond to each of the recommendations below.

- Recommendation 70 - the need for greater sub-regional working, which will complement rather than replace the individual responsibility of local authorities, was identified in the Panel review. It has been agreed that each sub-region should have a lead local authority to coordinate this enhanced collaboration, with a view to having this established by 1st April 2017.

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- Recommendation 72 - work to review the level and functionality of CCTV provision is already taking place through the engagement of local authorities with the MOPAC-led CCTV task force and a mapping exercise undertaken by London Councils. In addition local authorities stand ready to support the Police in any review of their procedures and protocols for 'fast time' accessing of CCTV cameras. The Panel would be happy to discuss this further with your resilience team.
- Recommendation 88 - the Panel recognises the critical importance of maintaining up-to-date local Police-held KIN (Key Individual Network) lists and all chief executives stand ready to work with the Police to ensure these lists are regularly updated.

Please note, LAP has also identified a further 25 recommendations from the Harris Review to which we are currently developing a response.
The Panel and I would be happy to discuss these recommendations further with you and look forward to working with Sophie Linden and her team in strengthening London's resilience.

Yours sincerely