1. Introduction

This paper provides the complete results of the 2016 MSL peer review. The MSL assessment provides an overview of London's collective local authority capabilities and preparedness for emergencies and also provides boroughs with an assurance of their individual organisational capability. The results are intended to be used at both the London and individual borough level to inform collective and individual improvement needs respectively.

2. Recommendations

- **LAP are requested to note the results of the MSL survey and propose that they are taken to CELC for consideration by all Chief Executives.**

3. Overview & Background

The MSL assessment process provides an important focus for local authority resilience for three reasons; firstly it provides a self awareness for each borough of its own capability and areas for future work or improvement, secondly it provides a regional overview of local authority capabilities and where a centralized support could add the greatest benefit to the collective planning of London's local authorities, and thirdly, it provides an assurance to all partners of the willingness to self scrutinize capability by local authorities. This last point is of particular importance enabling local authorities to determine the review of their capabilities themselves, the Harris review made a recommendation about an inspectorate to monitor performance of local authorities. Through the continued refinement of the MSL assessment process London's local authorities can clearly evidence their transparency and cognisence of the need for evidencing their assurance process.

Since the establishment of the MSL Working group in 2015, the MSL and its assessment process have undergone various changes in relation to content and the type of assessment being used during self assessment and peer reviews. This includes:

- An introduction of new detailed assessment criteria against 8 MSL per year aligned to the regional planning cycle (for 2016 this included; Generic Emergency Plan, Shelter, Evacuation, Identification of the Vulnerable, Warning, Informing and Alerting, Excess Deaths, Pandemic Influenza & Severe Weather)

- A review and update of all specific assessment criteria for all plans and capabilities within MSL part 2

- The creation of the new section addressing resilience strategies, including risk management, community resilience and business continuity promotion

This report will outline the various aspects from the MSL Peer Review 2016, including the following:

- Overall MSL Peer Review results 2016

- Trends identified within MSL capabilities and the new assessment criteria

- Proposed change of time of the assessment in the financial year

4. The results of the MSL peer review

All 33 boroughs participated in the peer review process. As part of the continued enhancements to the MSL assessment process as part of this Peer review there has been a submission of evidence to provide credence to the ratings. 5 boroughs have not provided evidence to verify their ratings. They are, LB Hackney, LB Tower Hamlets, LB Newham, LB Islington & LB Lewisham.

Green (operational capability)	Amber (operational capability but requires some development)	Red (no operational capability in place)
80.5 %	17.0 %	2.5 %

A detailed overview of the MSL results can be found in Appendix 1 along with a full definition of the RAG capability, the comparison to previous years for the overall scores, MSL 1 scores, and MSL 2 scores can be found in Appendix 2.

5. Trends for capabilities

The following risks are rated as very high on the London Risk Register:

Flooding – High degree of local authority capability with only one amber rating for the flooding MSL.

Power Failure – there is no specific MSL for power failure, there is a good degree of assurance form the Business continuity management with 7 ambers and no reds. The subsequent effects of power failure, especially disruption to telecoms and other utilities are equally not assessed directly however there should be recognition of the need to maintain essential contingency arrangements for loss of utilities such as telecoms and an alternative means of resilient communications means.

Pandemic Influenza – Good degree of assurance from the Pandemic Influenza MSL with only 6 amber ratings. The associated risk of Excess Deaths has a lower assurance with 8 Ambers and 1 Red rating.

Severe Space Weather – There is no specific MSL to address Space Weather, the generic emergency plans have a high degree of assurance with only 2 amber ratings.

Reservoir / Dam Failure – There is no individual MSL for this capability and the planning for Grade A reservoirs is contained within a standalone plan led by LB Enfield for the King George reservoir.

Unconventional Attack – There is not individual MSL for threats or unconventional attacks the generic emergency plans have a high degree of assurance with only 2 amber ratings.

Overall, 9 capabilities have been identified as having more than a quarter (9 or more boroughs) reporting an Amber or Red rating.

They are:

1.14b Training provided by Boroughs	10 Amber
2.3 Humanitarian Assistance*	10 Amber, 2 Red
2.5 Evacuation	13 Amber
2.6 Identification of Vulnerable Persons*	9 Amber
2.11a Mass Fatalities*	11 Amber, 1 Red
2.12 Excess Deaths*	8 Amber, 1 Red
2.14 Outbreak of a Notifiable Animal Disease*	9 Amber
2.16c Drought	8 Amber, 7 Red
2.17 Fuel Disruption*	17 Amber, 1 red

LAP IG will continue to monitor these trends and identify ways in which to improve these capabilities. Fuel disruption and drought have been reviewed at a regional level in the past 12 months so we would expect work at the borough level to take place this year. Humanitarian Assistance, Evacuation and Identification of Vulnerable persons are all due for review in this coming financial year at the regional level. Following that work we would expect work at the borough level to take place the year after that.

Of the 10 trends identified drought stands out as the capability most lacking and has recently increased its risk rating to very high should be addressed by LAP IG over the coming year.

6. Trends for new assessment criteria

As a result of implementing a new set of assessment criteria for the MSL to be assessed in detail there is now an indication where parts of the capability development could be generically improved.

Overall, 5 areas within the new assessment criteria have been identified as having more than 30% of boroughs reporting an Amber or Red rating across the 8 capabilities that were assessed under the new criteria.

These areas of the capability process are:

Development & Review: Incorporation of lessons identified	Evidence that lessons identified (from a training/ exercise/ incident event as part of the general plan maintenance procedure) were incorporated into the plan/ capability document.
Governance: Process	Evidence that plan / capability is subject to a written governance process.
Governance: Approval	Evidence that plan/capability was signed off at the appropriate managerial level (those delegated with the power to enact plan, authorise expenditure and have

	management responsibility for resources required within the plan. Plan creators should not also be authorised to approve the plan.)
Embedding: Training requirements & design	Evidence that training requirements (i.e. content, skills, frequency, etc.) were identified and that an appropriate training package was designed.
Embedding: Implementation & records	Evidence that training and exercises are scheduled and conducted on a regular basis for all staff necessary to activate the plan/capability.

Again LAP IG will work to find recommendations to remedy these areas where applicable. It should also be noted that a number of the recommendations of the EP2020 report will help to rectify these trends (e.g. supporting a coordinated and efficient approach to maintaining orgnanisational resilience which should improve the governance and embedding elements of capability processes). The standardisation work of the core response functions will also support the development of training requirements and design to a common standard.

7. Survey results from Resilience Strategies

The new section "MSL 3 - Resilience Strategies" was created within the MSL to capture overarching resilience activities. This area is comprised of "Risk Management", "Community Resilience", and "BC Promotion" which were previously part of MSL 2.

As these have been identified as trends regularly in previous MSL assessments / peer reviews, it was decided to examine these in form of a survey to identify underlying issues within these resilience activities. This has now provided a wealth of information to detail the current work conducted by each authority in these areas. This data can now be used to inform benchmark standards for these areas which practitioners have regularly asked for in order to inform the expectations of these duties.

8. Proposed change of time for the MSL assessment / peer reviews

In order to use the results of the MSL assessment to inform future planning it is proposed to move the period of the assessment to September annually in order to inform the subsequent years business planning. It is also intended to enhance the peer review process by using emergency planners from local authorities outside London. It is proposed that this will commence in the 2018 review.

9. Conclusion

The overall ratings have remained stable since last year despite a more rigorous assessment. This development shows that boroughs are in a good position to maintain their current levels of preparedness and response standards.

The introduction of the new assessment criteria and the update of all MSL specific criteria offers the opportunity to gain greater insight as to where specific issues lie in building and maintaining preparedness and response capabilities for London Local

Authorities. The additional detail provides a solid basis to recommend adequate measures to tackle issues common to the majority of boroughs.

Some of the trends have been identified continuously over a number of years. It seems that new strategies and methods need to be developed to enable boroughs to improve these capabilities in line with current expectations and the given resources. The work of EP 2020 and the standardization process will act as a test case for improvement of collective capability through a more centralized and standardized planning format.

The MSL review process will remain an evolutionary process over the next few years. It will need to reflect the outcomes of the recommendations of EP2020 in a slight restructure of MSL to reflect immediate capabilities and longer term planning capabilities more clearly and the greater desire for a more formal auditing process. This continuous desire and support for improvement to the process from the practitioner is notable as the MSL assessment remains a good practice illustration across local government of a transparent assurance mechanism for resilience capabilities.

Overall the stabalised trends provide a positive picture. It was never intended or expected that the MSL would be 100% green in all boroughs. The implementation of a three year planning cycle demonstrates confidence of existing capability amongst boroughs and a step towards unity of effort in planning. The greater detail of new assessment also now provides targeted information for future improvements of those capabilities. With the introduction of EP2020 and the Standardisation project it is expected to improve on the scorings of amber and red ratings over the coming years lifting the standards of London local authorities' resilience planning.

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Appendix 1 – Self assessment results by Borough

Ref		City of London	Kensington & Chelsea	Lambeth	Southwark	Tower Hamlets	City of Westminster	Barnet	Camden	Enfield	Hackney	Haringey	Islington	Barking & Dagenham	Havering	Newham	Redbridge	Waltham Forest	Bexley	Bromley	Croydon	Greenwich	Lewisham	Kingston	Merton	Richmond	Sutton	Wandsworth	Brent	Ealing	Hammersmith & Fulham	Harrow	Hillingdon	Hounslow	Total amber	Total red	Sum (a + r)
1.1	Activation Time	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	A	G	G	G	G	G	G	G	G	G	G	G	G	G	G	1	0	1
1.2	Use of Standardised Documentation	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	0	0	0
1.3	Tempo of Information Sharing	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	0	0	0
1.4	Communications (Mass messaging)	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	0	0	0
1.5	Communications Means	G	G	A	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	A	G	G	G	G	G	G	G	G	A	G	G	3	0	3
1.6	Communications Means Hierarchy	G	G	G	G	G	G	G	G	G	G	G	G	G	G	A	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	1	0	1
1.7	Communications provision at SCC	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	0	0	0
1.8	Debrief Reports	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	0	0	0
1.9	Provision of Personnel (LALO)	G	G	G	G	G	G	G	G	R	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	0	1	1
1.10	Provision of Personnel (LLAG)	G	G	G	G	G	G	A	A	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	A	G	G	G	G	G	3	0	3
1.11	Provision of Personnel (LLACC)	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	0	0	0
1.12	LLACC Staffing	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	0	0	0
1.13	LLAG Procedures	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	0	0	0
1.14a	Training provided by London Resilience	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	0	0	0
1.14b	Training Provided by Boroughs	G	A	A	G	G	G	G	A	G	G	G	A	A	G	A	A	A	G	G	G	G	A	G	G	G	G	A	G	G	G	G	G	G	10	0	10

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Ref		City of London	Kensington & Chelsea	Lambeth	Southwark	Tower Hamlets	City of Westminster	Barnet	Camden	Enfield	Hackney	Haringey	Islington	Barking & Dagenham	Havering	Newham	Redbridge	Waltham Forest	Bexley	Bromley	Croydon	Greenwich	Lewisham	Kingston	Merton	Richmond	Sutton	Wandsworth	Brent	Ealing	Hammersmith & Fulham	Harrow	Hillingdon	Hounslow	Total amber	Total red	Sum (a + r)
		Central						NC						NE					SE					SW					West								
1.15a	Pan-London Exercising	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	0	0	0
1.15b	Borough Level exercising	G	A	G	G	G	G	G	A	A	G	G	G	G	G	R	A	G	G	G	G	G	G	A	G	G	G	G	A	G	G	G	R	G	6	2	8
1.16	Oversight by LAP	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	0	0	0
2.1	**Generic Emergency Management Plan**	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	A	G	G	G	G	G	G	G	G	G	G	G	A	G	2	0	2
2.2	Business Continuity framework / Management system	G	G	A	A	G	G	G	A	G	A	G	G	G	A	G	G	G	G	A	G	G	G	G	G	G	G	G	G	G	G	G	A	G	7	0	7
2.3	Humanitarian Assistance	G	A	G	G	G	G	G	G	G	A	G	G	R	G	A	G	R	G	A	A	G	G	A	A	G	A	G	A	G	G	G	A	A	11	2	13
2.4	**Shelter**	G	A	A	G	G	G	G	A	A	G	G	G	G	G	A	G	G	G	G	G	G	G	G	A	G	G	G	G	G	G	G	G	G	7	0	7
2.5	**Evacuation**	A	G	A	G	G	A	G	A	G	G	G	G	G	A	A	G	G	G	A	G	A	A	G	A	G	A	G	A	G	A	G	A	G	13	0	13
2.6	**Identification of Vulnerable Persons**	G	A	A	A	G	G	G	A	A		G	A	G	G	A	G	G	G	G	G	G	G	G	G	G	G	G	G	A	G	G	A	A	9	0	9
2.7	**Warning, Informing and Alerting**	G	G	G	A	G	A	G	R	G	G	G	G	G	A	G	G	G	G	A	G	G	G	G	A	G	A	G	G	G	G	G	G	G	6	1	7
2.8	Resilient Telecommunications	G	G	A	A	G	G	G	G	G	G	G	G	A	G	A	G	A	G	A	G	G	G	G	A	G	G	G	A	G	G	G	A	G	8	0	8
2.9	Recovery Management	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	A	G	G	A	G	G	G	G	G	G	G	G	G	G	2	0	2
2.10	Structural Collapse and Site Clearance	G	G	G	G	G	G	G	A	G	G	G	G	G	A	G	G	G	G	A	G	G	G	G	A	G	G	G	G	G	G	G	A	A	5	0	5
2.11a	Mass Fatalities	G	G	G	A	A	G	R	A	R	R	A	A	R	G	A	A	R	G	A	G	A	A	G	G	G	G	G	G	G	G	A	A	G	12	5	17
2.11b	Designated Disaster Mortuary	n/a	n/a	n/a	n/a	n/a	G	n/a	A	n/a	n/a	n/a	n/a	G	n/a	n/a	n/a	n/a	n/a	G	G	n/a	n/a	n/a	n/a	G	n/a	G	n/a	G	n/a	n/a	n/a	n/a	1	0	1
2.11c	National Emergency Mortuary Arrangements	n/a	n/a	n/a	n/a	n/a	G	R	A	A	n/a	n/a	n/a	n/a	G	n/a	n/a	A	n/a	G	A	n/a	n/a	n/a	n/a	G	n/a	G	n/a	G	n/a	n/a	n/a	G	3	1	4

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Ref		Central						NC						NE					SE					SW					West						Total amber	Total red	Sum (a + r)
		City of London	Kensington & Chelsea	Lambeth	Southwark	Tower Hamlets	City of Westminster	Barnet	Camden	Enfield	Hackney	Haringey	Islington	Barking & Dagenham	Havering	Newham	Redbridge	Waltham Forest	Bexley	Bromley	Croydon	Greenwich	Lewisham	Kingston	Merton	Richmond	Sutton	Wandsworth	Brent	Ealing	Hammersmith & Fulham	Harrow	Hillingdon	Hounslow			
2.12	Excess Deaths	A	G	G	A	R	G	A	A	G		G	G	G	G	R	G	G	G	G	G	G	G	G	G	G	G	G	A	G	A	A	A	G	8	2	10
2.13	Pandemic Influenza	A	G	G	G	A	A	G	G	G	G	G	G	G	G	A	G	G	G	G	A	G	G	A	G	G	G	G	G	G	G	G	G	G	6	0	6
2.14	Outbreak of a notifiable animal disease	G	G	G	G	G	A	A	A	G	A	A	G	G	G	G	A	G	A	G	A	G	A	G	G	G	G	G	G	G	G	G	G	A	10	0	10
2.15	Flood Response	G	G	G	G	A	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	1	0	1
2.16a	Severe Weather	G	G	G	G	G	G	G	G	A	G	G	G	A	G	A	A	A	G	R	G	G	G	G	G	G	G	A	G	G	G	G	G	A	7	1	8
2.16b	Heatwave	G	G	G	G	A	G	G	G	A	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	2	0	2
2.16c	Drought	A	R	R	G	A	G	G	R	A	R	G	G	A	G	G	G	A	R	G	G	G	A	A	G	G	G	G	G	R	R	G	A	R	8	8	16
2.16d	Extreme Cold	G	G	G	G	A	G	G	G	A	G	G	G	G	G	G	G	G	G	G	G	G	G	G	G	A	G	G	G	G	G	G	G	G	3	0	3
2.17	Fuel Disruption	G	A	G	G	A	G	G	A	A	G	G	G	A	A	A	A	A	A	G	A	G	A	G	A	G	G	G	A	A	R	A	A	A	17	1	18
2.18	Chemical, Biological Radiological &Nuclear (Explosion)	G	A	G	G	A	G	R	G	A	G	A	G	G	A	G	A	G	A	G	A	A	G	A	A	G	G	A	G	A	G	R	G	A	13	2	15
2.19a	Control Of Major Accident Hazards (COMAH) - Upper Tier	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a		n/a	n/a	n/a	G	G	n/a	n/a	G	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	G	G	0	0	0
2.19b	COMAH Lower-Tier	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	G	n/a	n/a	n/a	n/a	n/a	A	n/a	G	n/a	n/a	n/a	G	n/a	n/a	G	G	n/a	G	n/a	n/a	n/a	n/a	G	G	1	0	1
2.20	Pipeline Safety Regulations	n/a	n/a	n/a	n/a	n/a	n/a	G	n/a	A	n/a	n/a	n/a	G	G	R	n/a	G	G	A	A	G	n/a	n/a	G	G	G	G	G	n/a	A	G	A	G	5	1	6
2.21	Radiation Emergency Preparedness and Public Information (REPPIR)	G	G	R	A	G	G	G	G	G	G	G	G	R	G	A	G	R	G	A	G	G	G	A	G	G	G	G	G	G	G	G	G	G	4	3	7
Total green		29	25	25	27	23	33	27	22	20	26	31	30	26	35	16	25	27	31	23	25	36	26	25	30	32	35	32	29	31	28	29	25	28			
Total amber		4	7	6	6	9	2	5	12	12	3	2	3	6	1	16	9	6	2	11	10	1	7	8	5	3	1	3	7	1	6	3	10	8			
Total red		0	1	2	0	1	0	3	1	3	2	0	0	3	0	3	0	3	1	1	0	0	0	0	0	0	0	0	0	1	1	2	1	1			
Sum		4	8	8	6	10	2	8	13	15	5	2	3	9	1	19	9	9	3	12	10	1	7	8	5	3	1	3	7	2	7	5	11	9			

## RAG Key

GREEN (operational)	• Capability or plan is documented (not necessarily a stand alone document/plan) and where required agreed by multi-agency partners; • Majority of key roles are trained and/or appropriate training programme is in place; and • Plan has been successfully exercised or utilised. **Note:** An established capability that is undergoing systematic review should be assessed as green provided it meets the above criteria.

AMBER (operational but requires development)	• An operational capability is in place but requires development (outside of systematic review), e.g;
	   o Requires formal documentation and / or agreement;
	   o Requires development of training programme / some key personnel have not been trained in their role and there is no programme in place to do so;
	   o Requires exercising / validating.

RED (not operational)	• It is deemed that there is no operational capability or plan in place, e.g;
	   o There are significant gaps in identification of personnel to undertake specific roles;
	   o There are significant gaps in provision of training / core required skills;
	   o The capability has not been operated or validated / exercised.

Appendix 2 – MSL results

MSL trends over time
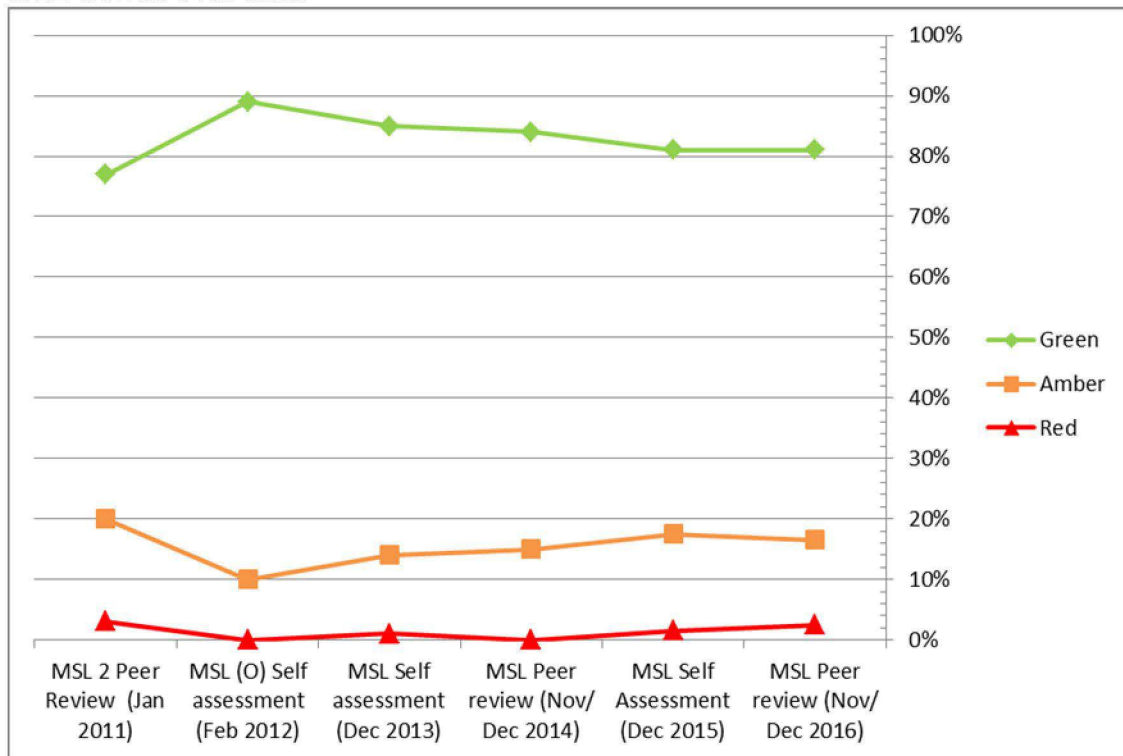
Separate trends for MSL 1 and MSL 2
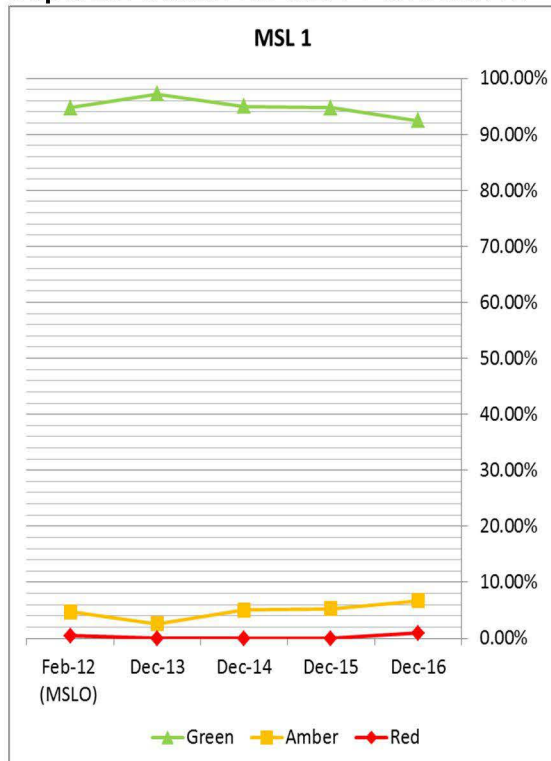
Overview of amber and red ratings for all generic assessment criteria across all 8 M