# Royal Borough of Greenwich – Generic Emergency Response, Business Continuity Management and Recovery Management Plan

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## A    ACTIVATION OF THE PLAN

This section of the plan describes how the plan would be activated, and by whom.

Activation will be dependent on the type and level of the incident, and the nature and scope of the incident will decide which parts of the plan will be used.

The decision on these matters will be decided as follows:

| Incident Scale | Activation, alert or standby authorised by |
| :-- | :-- |
| Within the Royal Borough of Greenwich only; not declared a "Major Incident" | Initial activation determined by Council Silver. May be advised by Resilience Advisor. May decide in conjunction with Council Gold. |
| "Major Incident" within the Royal Borough of Greenwich | Initial activation would normally be requested by the Emergency Services. Borough Plan activated by Council Silver in conjunction with Council Gold. May be advised by Resilience Advisor. |
| Incident only impacting a Directorate or trading company | Director of area determines initial activation in conjunction with Council Gold. May be advised by Resilience Advisor. |
| Business Continuity Management incident | Initial activation determined by Council Silver. May be advised by Resilience Advisor. May decide in conjunction with Council Gold. |
| Incident within neighbouring borough / south east London needing mutual aid | Initial activation determined by Council Silver. May be advised by Resilience Advisor. May decide in conjunction with Council Gold. |
| "Major Incident" in another borough. Multi-borough incident needing mutual aid. London-wide incident. National incident. | Initial activation may come from London Local Authority Gold. Local activation determined by Council Silver, in conjunction with Council Gold. May be advised by Resilience Advisor. |

| **Communicating Activation:** |
| :-- |
| *Note that the activation of this plan in response to a "major incident" or an emergency that could result in significant staff and / or resource redeployment should be communicated to ALL staff through management teams.* |
| Any decisions taken above will be advised to appropriate staff and Members via:<br>- The borough emergency response mass messaging cascade<br>- Directorate and Trading Company cascades<br>- Email alert distribution list to all managers<br>- Staff Emergency Information Helpline for all staff<br>- Royal Greenwich intranet pages<br>- Members |

## B      PLAN QUICK USE GUIDE, CHECKLIST AND PRINCIPLES

Once the plan has been activated, use this two-page guide as guidance and a checklist for the response to, and recovery from, the incident.

Not every part of the plan may need to be used.

The following tasks need to be considered regardless of whether the incident is of a borough, regional or national nature.

| TASK | SECTION(S) |
|---|---|
| Activate Council Silver; determine if Council Silver Group is required and activate if necessary | 9 |
| Advise and activate Council Gold if necessary; determine if Council Gold Group is required and activate if necessary | 8 |
| Maintain a log of all decisions, activities and expenditure using the logs provided with each protocol for roles and activities | 8.6 |
| Advise and activate Resilience Advisor | 10 |
| Gather information and communicate to relevant parties and stakeholders, including responders and Members | 17 – also: 8.5,16,18,19,20 |
| Determine if the following responder activities are required and activate if required by Council Silver: | |
|    -    Local Authority Liaison Officer (LALO) | 11 |
|    -    Borough Emergency Control Centre (BECC – full / partial) | 12 |
|    -    Emergency Centre(s) | 13 |
|    -    Humanitarian Assistance beyond Emergency Centres | 13 |
|    -    Designated Disaster Mortuary (DDM) if mass fatalities | 14 |
|    -    Identifying vulnerable people | 15 |
|    -    Other response activities from the Council | 21 |
|    -    Involvement of partner organisations | 22 |
| Determine the impact on Council services and activate Business Continuity Management (BCM) Plans if necessary | 23, 26 |
| Determine recovery actions: | 24 |
|    -    Recovery Management Cell (RMC) during response phase | |
|    -    Activate Recovery Coordinating Group (RCG) / sub-groups | |
| Stand down the plan when appropriate | 27 |

| Incidents involving more than one borough: |
|---|
| For incidents that have a multi-borough, regional or national nature, section 25 – Multi-borough, Regional and National Incidents must be consulted. |

## General Principles for all Responders

*Shift Patterns:*

Senior management should ensure that staff do not work excessive hours during emergency incidents, and that relief shifts have appropriate hand-over arrangements.

*Recording:*

Logs and checklists held with plans and protocols should be used (by the person(s) fulfilling the role) to record which tasks have been completed or require attention.

*Hand-over:*

Logs and checklists can be used as part of an effective hand-over process to a relief shift in a prolonged incident.

*Welfare:*

Remember that many officers live in the borough, so could be affected by the impact of the incident, either directly or through impacts on family and friends. Similarly, any incident could have an impact on officers living in other parts of London and the surrounding counties.

Officers may be involved in situations that are extremely challenging, and most will be operating outside of their normal day-to-day activities. Therefore, be aware of, and make provision for, the signs and symptoms of stress in both yourself and others.

## Communicating Activity and Progress

Updates on the incident will be advised to appropriate staff and Members via:

- The borough emergency response mass messaging cascade
- Directorate and Trading Company cascades
- Email alert distribution list to all managers
- Staff Emergency Information Helpline for all staff
- Royal Greenwich intranet pages

## 1   AIM, OBJECTIVES & CONTEXT

### 1.1   Aim:

The aim of this plan is to provide the generic framework and principles to allow the Royal Borough of Greenwich to support its communities and partner organisations in the response to and recovery from an "emergency" or "major incident", as defined in the Civil Contingencies Act 2004.

### 1.2   Objectives:

The objectives of this plan are to:

- Provide a coordinated Council response to a major incident. This involves working with partner agencies including the emergency and health services and other local responding agencies, for example the Environment Agency.
- Minimise and mitigate the impact of a major incident on the local community, businesses and staff in Greenwich.
- Ensure the continuing and effective operation of critical services of the Council and partner organisations.
- Provide a coordinated media and public information response with timely and accurate information in conjunction with partner agencies.
- Lead the recovery phase following a major incident.

### 1.3   Context

#### 1.3.1  *Maintenance and Ownership*

This plan is owned by the Chief Executive and maintained by the Emergency Planning and Business Continuity team. The plan is reviewed at least annually or more often if there are significant updates required.

#### 1.3.2  *Coverage*

This plan covers the Council wide activities taken in response to, and recovery from, an "emergency" or "major incident".

It also covers the activities required to maintain the critical activities of the Council in adverse circumstances, regardless of the cause.

The plan is designed for use for incidents that could occur within the Borough, in a neighbouring borough, elsewhere in London or a national situation.

### 1.3.3   Related Plans

This document follows the principles of the London Local Authority Concept of Operations (CONOPS) for Emergency Response and Recovery approved by the Local Authority Panel of the London Resilience Partnership.

## 2    KEY LEGISLATION

2.1    The Civil Contingencies Act 2004 provides a single framework for civil protection throughout the UK. It is separated into two parts, namely:

- Part 1 – local arrangements for civil protection
- Part 2 – emergency powers

2.2    The Civil Contingencies Act defines an emergency as "an event or situation which threatens serious damage to human welfare in a place in the UK, the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK".

2.3    A major incident is defined as "an event or situation requiring the implementation of special arrangements by one or more of the emergency services [and other agencies including local authorities]".

2.4    Royal Greenwich (defined as a Category 1 responder with other local authorities, government agencies, the emergency services and NHS bodies) has the following duties:

- Assess the risk of emergencies occurring and use this to inform contingency planning
- Put in place emergency plans
- Put in place business continuity management arrangements
- Maintain arrangements to warn, inform and advise the public in the event of an emergency
- Share information with other local responders to enhance co-ordination
- Co-operate with other local responders to enhance co-ordination and efficiency
- Provide advice about business continuity management (local authorities only)

## 3    EMERGENCY MANAGEMENT CYCLE

All London local authorities work to the Emergency Management cycle, indicated in the diagram below, which comprises four main phases:

- **Preparation**   (pre-planning/anticipation *including this plan*).
- **Response** (reducing an immediate risk or stopping things getting worse).
- **Recovery** (a longer-term activity of rebuilding, restoring and rehabilitating the community).
- **Mitigation** (learning lessons, and the ongoing work to build resilience and reduce vulnerability).
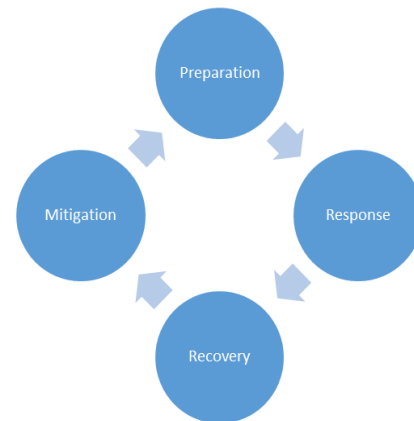


The **preparation** phase includes the development of emergency plans, the training of staff in the implementation of these plans and hosting opportunities for staff to practice their response to emergencies in the form of emergency response exercises. The Council undertakes individual preparation in addition to that of a multi-agency nature.

The **response** phase, on which this plan focuses alongside **recovery**, comprises two separate but closely related and often overlapping challenges: crisis management and consequence (or business continuity) management. These are both designed to control and minimise the immediate challenges arising from an incident. This phase is typically led by the Emergency Services and aligns closely with the London Emergency Services Liaison Panel (LESLP) Manual.

The **recovery** phase formally starts once the situation has been stabilised, and can be defined as the process of rebuilding, restoring and rehabilitating the community following an emergency. In contrast to the response phase, the recovery process can take a considerable amount of time (months or years), as it seeks to support affected communities in the reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical wellbeing.  Normally, this phase is led by the local authority.

The **mitigation** phase sees organisations reviewing their emergency preparation, response and recovery activities to identify areas for improvement. Mitigation activities are both multi- and single-agency focused and take place at the earliest opportunity following the conclusion of both the response and recovery phases.

## 4    EMERGENCY PLANNING

Emergency Planning is at the heart of the civil protection duty on local authorities, which must maintain plans to:

- Prevent or prepare for emergencies
- Reduce, control or mitigate the effects of emergencies

Emergency plans enable the Council to manage the response to an emergency which affects the local community. The aim is to increase resilience by ensuring that all those involved with tackling the emergency on behalf of the community:

- Know their role, and are competent to carry out the tasks assigned to them
- Have access to available resources
- Have confidence that their responder partners are similarly prepared

Emergency planning seeks to ensure that the **right people** can be put in the **right place** at the **right time** with the **right resources**.

**Risk Assessment**

Emergency plans are based on the assessment of risk from hazards and threats to the community. The Royal Borough of Greenwich assesses risk based on the London Risk Register issued by the London Resilience Partnership.

## 5 BUSINESS CONTINUITY MANAGEMENT

### 5.1 Business Continuity Management Introduction

Business Continuity Management (BCM) is a process that helps to manage the risks to the smooth running of the Council and the delivery of its services, ensuring that it may continue to operate its critical functions in the event of disruption.

An emergency event would necessitate the activation of such activities, to ensure that critical tasks normally undertaken by staff tackling the emergency event, are still being completed adequately.

However, this element of the plan could be activated without an emergency event having occurred. Examples would be the loss of a Council building due to localised flooding from internal water pipes or a major disruption to a key IT system.

### 5.2 Business Impact Assessment

The Council has undertaken a business impact analysis of all of its main activities, determining the importance of the activity from statutory and reputational risk perspectives, as well as factoring in the impact of the activity on clients, especially vulnerable groups of people.

This analysis has been used to classify each activity by **priority rating** and **recovery timescale**.

Recovery and business continuity management activities should concentrate initially on Priority 1 activities. These tasks are further prioritised according to their Recovery Timing.

This provides the framework for improving the Council's resilience to such disruptions and facilitates the recovery of key systems and processes within a specified/agreed timeframe.

### 5.3 Priority Ratings are categorised as follows:

| Priority | Rating | Description |
|---|---|---|
| 1 | Must-do activities | e.g. those tasks that impact on vulnerable people, affect the safety of the public or are statutory |
| 2 | Nice-to-do activities | e.g. those tasks that support important, though not critical, activities |
| 3 | Can wait activities | e.g. tasks that need not be completed for a period of time |

*5.4 Recovery Timings* are categorised as follows:

| Timing | Description | Comments |
|---|---|---|
| **A** | Immediately | This would usually include most Priority 1 rated tasks |
| **B** | Within 3 days | This would usually include Priority 1 and some Priority 2 rated tasks |
| **C** | Within one week | This (and "within two weeks") would probably include most Priority 2 tasks |
| **D** | Within two weeks | |
| **E** | Within one month | |
| **F** | No set recovery time | |

## 6 LOCAL AUTHORITY EMERGENCY RESPONSE LEVELS

The level of Local Authority involvement in an incident or emergency is split into three broad categories:

**Monitoring:**

A pre-response level, where the Local Authority maintains a watching brief for signs of an incident.

This includes passive monitoring of regional and national alert systems and maintaining an all-year-round point of contact for the receipt of notifications about an emergency.

A Local Authority remains at this level at all times when not responding to an emergency.

**Information Sharing and Communications:**

The level used where the Local Authority seeks to understand the scale of an emergency in another Local Authority's administrative area and share information with and in support of local authorities at the "Incident Response and Coordination" level (see below).

Where a Local Authority anticipates either a spread of the impact into its geographic area or a request for mutual aid it may communicate with its operational services in the form of an early warning so that services may move to an enhanced state of readiness.

**Incident Response and Coordination:**

Where the Local Authority responds to the emergency by activating and deploying its incident response resources to support those effected by the emergency, which may include loaning resources outside its administrative area via mutual aid.

To support situational awareness, the London Resilience Group (LRG) Duty Manager should be notified at the earliest opportunity after a Local Authority moves to the "Incident Response and Coordination" level if there is potentially the need for mutual aid from other boroughs.

## 7    COMMAND, CONTROL AND COORDINATION

### 7.1    General Principles

This section describes the roles of Council personnel involved in activating and fulfilling the roles described in this plan.

The plan deliberately concentrates on roles rather than specific individuals. The individuals (along with contact telephone numbers) that have the abilities and knowledge to carry out the specified roles are identified the relevant plans or information sources that support this plan. Should the nominated individuals listed not be available, the next most senior member of staff available would be identified to assume the role.

### 7.2    Command Structure

A command structure of **Gold / Silver / Bronze** for emergency planning has been adopted by the emergency services, and is therefore mirrored by Royal Borough of Greenwich as shown in the following table and diagram:

| Role | Royal Borough of Greenwich |
| --- | --- |
| GOLD | **The STRATEGIC level of the response to an emergency.**<br><br>This will be undertaken by **Council Gold** (usually the Chief Executive), supported by the **Council Gold Group** in larger and / or complex incidents.<br><br>If the Chief Executive is not available, this role will be undertaken by the Deputy Chief Executive. |
| SILVER | **The TACTICAL level of the response to an emergency.**<br><br>This will be undertaken by the Director / Assistant Director acting as **Council Silver** for the incident, or an officer acting under their delegated authority, dependent on the scale and type of incident. Council Silver will be supported by the **Council Silver Group** in larger and / or complex incidents. |
| BRONZE | **The OPERATIONAL level of the response to an emergency.**<br><br>These roles could include:<br><br>• Local Authority Liaison Officer (at the incident site)<br>• Borough Emergency Control Centre Manager<br>• Emergency Centre Manager<br>• Communications Manager<br>• Other leads for operational activities at the incident site or elsewhere |
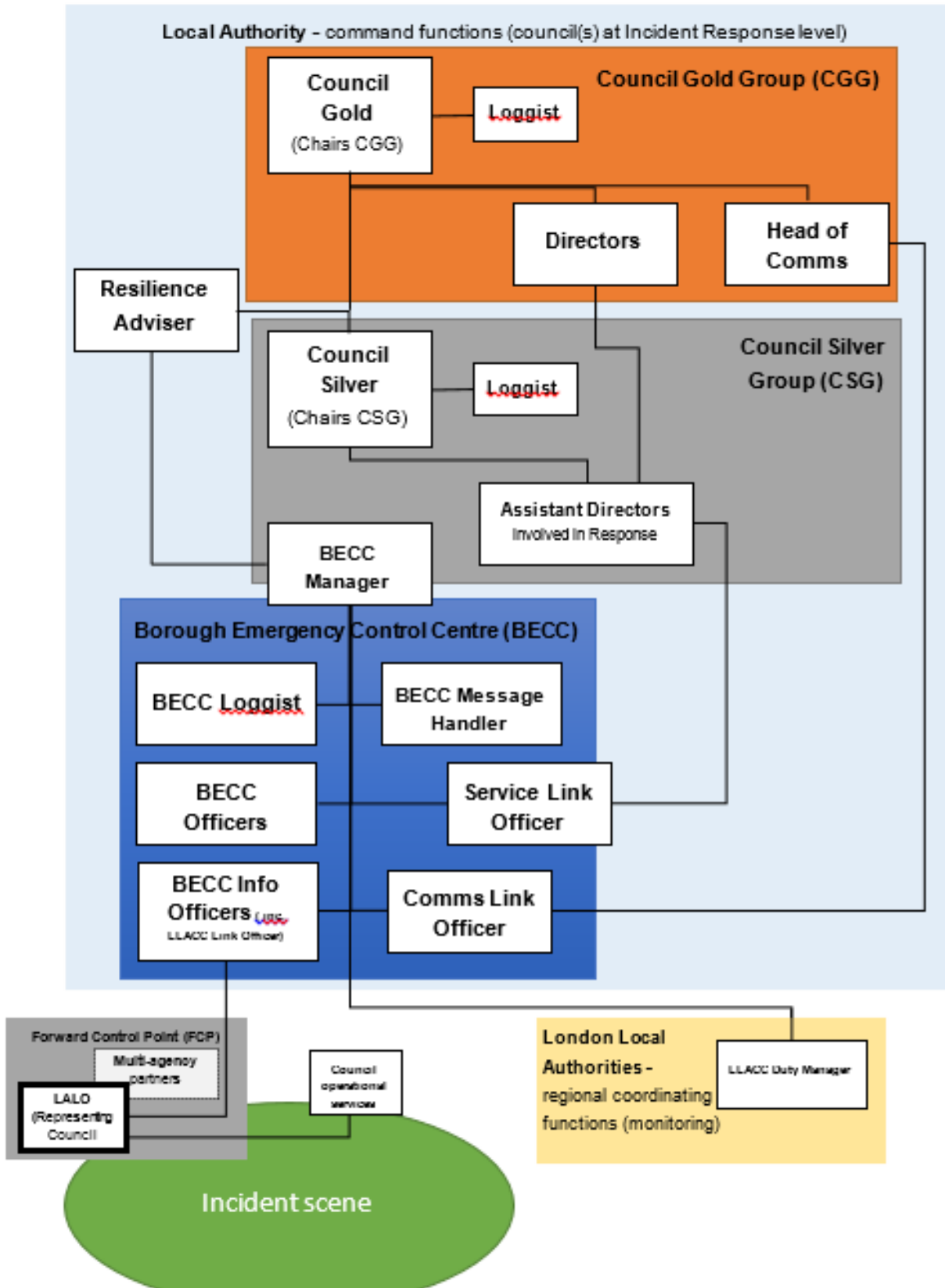
Each of these roles is detailed in the following sections.

## 8    COUNCIL GOLD

*The STRATEGIC level of the response to an emergency.*

### 8.1 Council Gold

This role will usually be undertaken by the Chief Executive, to act as the Strategic commander, with overall responsibility for the local authority response to the emergency.

If the Chief Executive is not available, this role will be undertaken by the Deputy Chief Executive.

The roles of Council Gold include:

- Chairing the Council Gold Group (CGG) within the Local Authority, inviting local strategic-level partners as appropriate.

- Providing the strategic lead on:
    - Establishing the policy framework for the Council's response
    - Supporting tactical and operational groups, providing resources
    - Prioritising demands on potentially limited resources
    - Keeping Members briefed via the Leader
    - Advising / reassuring staff and the public, authorising communications
    - Determining recovery plans (to try and return to a state of normality)

- Attending the Strategic Coordination Group (SCG) meetings, and in the situation of a pan-London incident, may delegate this responsibility to London Local Authority Gold (LLAG) by agreement (see London Local Authority Gold section below).

- Maintain a log of Gold decisions, activities and expenditure incurred.

### 8.2 Council Gold Group (CGG)

The purpose of a Council Gold Group is to provide strategic coordination of resources at a local level. It is chaired by the **Council Gold**.

Council Gold Group members (usually Directors or their deputies in their absence) will also provide the strategic lead for their own directorates or trading company Control Teams.

The focus of CGG meetings will vary according to the circumstances of the incident.

At no point should an independent strategy be pursued that is at variance with the regional or national strategy set by London Local Authority Gold or the SCG (if they are active).

A CGG meeting is likely to focus closely on:

- The impact of the incident on the local community
- Continuity of local public services (BCM)
- The resourcing needs of the Local Authority and other local partners
- Local stakeholder management.

If required, the CGG could operate in two or more distinct Strategic Groups.

One would provide the strategic lead on the incident itself (potentially supported by sub-groups in longer term incidents handling specific issues or workstreams), while the other would provide the strategic lead on day-to-day continuity issues and beginning the process of recovery from the incident.

## 8.3 Council Gold Group Activation and Operation

Council Gold Group activation and operation includes:

- Activation arrangements
- Chief Executive checklist
- Loggist arrangements
- Liaison – Members and other agencies
- Initial meeting
- Strategy Statement

## 8.4 Local Multi-Agency Gold Group

A borough-level equivalent of the regional Strategic Coordination Group (SCG) may be required to provide local multi-agency strategic direction.

This would normally be requested by the emergency services and would be attended (for the local authority) by Council Gold, or an appropriate member of the Council Gold Group with the relevant portfolio for the incident.

The attendee would then act as the conduit between the two Groups.

This group could include strategic level officers from a wide range of organisations responding to the incident, dependent on the scope and scale of the response.

## 8.5 Members

Elected Members will be kept informed of the progress of the response to, and recovery from, the emergency or incident.

This will usually be undertaken by Council Gold, or by Council Silver via the Leader of the Council.

The Members to be advised will include:

- Deputy Leader
- Ward Members for the area effected (or which could be potentially affected)
- Portfolio holders if appropriate

Members provide a valuable source of local information around the impact of emergencies and major incidents on local residents, communities and businesses.

When this is obtained, this should be referred to Council Gold or Council Silver, so that it may be handled within the overall response and recovery structure with the appropriate senior management oversight.

## 8.6 Loggist

It is essential that all decisions, activity and expenditure incurred in response to, and recovery from, an emergency or major incident are recorded.

Logs are provided for all emergency response roles and activities and are included with the plans and protocols for those roles.

Key decision makers such as Council Gold and Council Silver are advised to have a trained Loggist to undertake this role on their behalf.

## 9    COUNCIL SILVER

**The TACTICAL level of the response to an emergency.**

### 9.1 Council Silver

This role will be undertaken by the Director / Assistant Director acting as **Council Silver** for the incident, or an officer acting under their delegated authority, dependent on the scale and type of incident.

Council Silver is the tactical manager of the local authority response to the incident and determines the best way to achieve the strategic priorities as determined by **Council Gold**.

It is the responsibility of Council Silver to:

- Receive notification of the incident (through Emergency Planning and Business Continuity which then undertakes the role of Resilience Advisor).
- Assess the incident and activate the local authority initial response as required.
- Inform and liaise regularly with Council Gold, attending and briefing the Council Gold Group (CGG) if convened.
- Develop the tactical plan for responding to the emergency in line with the strategic intent provided by Council Gold, using the Strategy Statement developed by Council Gold / the CGG as the basis for this activity.
- Determine the best place from where to manage the incident response.
- At the start of an incident, prior to the opening of an appropriately staffed Borough Emergency Control Centre (BECC), Council Silver may provide an initial coordination function with the Resilience Advisor.
- Activate and chair a Council Silver Group (CSG) where necessary.
- Engage with local tactical-level partners where necessary, possibly through their attendance at the Council Silver Group meetings, or at a separate Off-Scene Multi-Agency Tactical Coordination Group meeting (see 9.3 below).
- Maintain a log of Silver decisions, activities and expenditure incurred.

Council Silver tends to be located away from the scene of the incident, though not in the BECC if activated (although they may attend the BECC to receive updates from the BECC Manager).

## 9.2 Council Silver Group

Council Silver will be supported by the Council Silver Group (CSG) in larger and / or complex incidents. This is likely to comprise Assistant Directors with responsibility for operational staff responding to the incident.

Council Silver may co-locate away from the incident site with tactical commanders from other responding organisations, where appropriate, either with the CSG or separately.

Members of the CSG may chair sub-groups for specific issues or workstreams in longer term incidents.

## 9.3 Off-scene Tactical Coordinating Group (TCG)

This group may be activated for larger and / or more complex incidents where a high level of senior tactical coordination is required.

It is in addition to a Local Authority Liaison Officer (LALO) attending the on-scene coordinating group at the Forward Command Post, London Local Authorities may attend in person or dial into the multi-agency Tactical Coordinating Group (TCG), based at the Special Operations Rooms (SOR) at the Metropolitan Police Service's Lambeth Headquarters.

This off-scene multi-agency tactical level group is chaired by the Metropolitan Police and involves other emergency services and partnership organisations as required. It focusses primarily on the coordination of resources to the incident scene(s) rather than the wider impact to London.

Council Silver, or a nominated silver-level representative, from the Local Authority most affected by the incident, represents London Local Authorities at the TCG.

Where an incident has multiple sites across multiple Local Authority administrative areas more than one Local Authority may attend the TCG, subject to availability of space at the TCG location.

In all cases, attendance at the Off-scene TCG are agreed with London Local Authority Gold.

## 10    RESILIENCE ADVISOR (Emergency Planning Team)

The Resilience Advisor provides advice and guidance to commanders on emergency management arrangements to enable them to access the right information and networks of support.  They work most closely with and on behalf of Council Gold and Council Silver.

The Resilience Advisor is a member of the Emergency Planning and Business Continuity team with a wide knowledge of the Local Authority's and London's emergency response and recovery arrangements.

Their role is to:

- Provide the usual first point of activation if a "Major Incident" or emergency is declared. The three members of the team are on a 24/7 on-call rota and would usually be advised either directly by a member of the emergency services or indirectly via the Royal Borough of Greenwich Contact Centre.

- Activate Council Silver arrangements (potentially acting as initial Silver under delegated authority) to determine what action is required, and what resources should be mobilised.

- Provide advice to Local Authority management (Council Gold and Silver Groups) on emergency management arrangements in place across the Local Authority.

- Provide advice about regional plans and arrangements.

- Provide advice about working arrangements with multi-agency responders.

- Assist Council Silver / Gold with decision making.

- Activating the borough-wide telephone cascade via the alerting system (if agreed by the Chief Executive) to advise, to alert, standby or convene nominated emergency response staff.

- Providing advice and guidance to the BECC Manager and Officers, especially for information management and situational awareness.

## 11  LOCAL AUTHORITY LIAISON OFFICER (LALO)

The Local Authority is represented at the scene of the incident by a Local Authority Liaison Officer (LALO). This person reports directly to Council Silver and provides regular updates, including decisions and actions agreed with Council Silver, to the Borough Emergency Control Centre (if activated) to maintain situational awareness. Other Local Authority officers and assets deployed to the scene operate under the direction of the LALO.

During a major incident, it is the LALO who represents the Local Authority at the Forward Command Point (FCP), which is a multi-agency location where on-scene coordinating meetings take place. The LALO coordinates requests from the emergency services and / or other responding organisations for assistance from the Council. These will be communicated to Council Silver (or their delegate), and the BECC if activated.

In larger incident, it may be necessary to deploy more than one LALO to work in partnership to cover:

- Liaison with other agencies, including attending on-scene Tactical Coordination Group meetings.
- Coordination of Local Authority resources at the incident scene.
- Accommodate a sectorised approach to large incident sites.

Operations that local authorities may undertake at the incident scene (or near to the scene) and which may require coordination by a LALO may include:

- Looking after displaced people and provision of welfare support to those affected by an incident.
- Clearance and removal of debris and other waste.
- Supporting traffic management operations in conjunction with the police and Transport for London.
- Assessment of the stability of structures and buildings and taking such action as may be required to deal with dangerous structures.
- Undertaking the removal or clear-up of hazardous materials/substances.
- Provision of resources to support evacuations.
- Supporting scene operations and investigations into the cause of the incident through the provision of CCTV footage.

## 12 BOROUGH EMERGENCY CONTROL CENTRE (BECC)

A declared major incident will always be coordinated operationally from the Borough Emergency Control Centre (BECC). Other emergencies may require the activation of the BECC either fully or partially, or the function of the BECC may be provided by the Emergency Planning and Business Continuity team.

The BECC opens only during an emergency and upon the decision of Council Silver (or a person with the delegated authority of Council Silver). The opening of the BECC is an indication of the higher severity of an incident, which requires a dedicated coordination function provided by those with set coordination roles.

Representatives would be asked to attend, as required, by a member of the Emergency Planning and Business Continuity team acting as Resilience Advisor to the BECC, Council Silver and Council Gold.

The primary objectives of the BECC (directed by the BECC Manager) are to:

- Coordinate Local Authority operational services (both at and away from the incident scene).

- Maintain Situational Awareness to support Gold, Silver and other decision makers and inform communications and media handling.

- Maintain an operational record of the Local Authority's response to the incident.

- Produce situation reports (for both internal and external use).

- Provide a Single Point of Contact for Council Silver, LALO, Emergency Centres, Media Desk, other Council services and partnership liaison.

## 13 EMERGENCY CENTRES AND HUMANITARIAN ASSISTANCE

The responsibility for the operation of Emergency Centres to support those affected by the incident either lies with the Local Authority, or has the Local Authority holding a major supporting role under the responsibility of the Police. In all cases, these centres will be supported by voluntary, community or faith agencies or organisations).

All types of emergency centres have a general purpose of providing a mixture of practical and emotional support, including psychological first aid and provision of information, from a location that is safe, conducive to offering such services and in a location accessible to those affected by the incident.

*The following are most usual forms of emergency centres:*

### 13.1 Rest Centre

A Rest Reception Centre serves as a place of safety for those who have been evacuated from their home, work or other place or are unable to return to that place, but who are uninjured and not directly affected by the incident.

Rest Centres vary in size, depending on the incident in question.

### 13.2 Survivor Reception Centre (SRC)

Provides survivors, who do not require hospital treatment, a place to be directed to, where they can be met by police and other services to obtain initial information and support in the immediate aftermath of the incident and give details to police investigating officers.

The responsibility for opening an SRC lies with the Police supported by one or more Local Authority. Other agencies attend as required and requested by the Police or a Local Authority.

### 13.3 Family and Friends Reception Centre (FFRC)

Established by the Police with one or more Local Authority and / or NHS support, the purpose of the FFRC is to help reunite friends and relatives with survivors by providing a place for the Police to record missing person enquiries and collect information that may aid their investigation.

In addition, it provides family and friends a safe area to gather that is away from media attention while offering up-to-date and accurate information on the response arrangements as well as access to practical and emotional support.

## 13.4 Humanitarian Assistance Centre (HAC)

Provides a focal point for humanitarian assistance to bereaved individuals and families, survivors and impacted communities.

Set up by the Local Authority, working in partnership with a range of statutory and voluntary organisations, this centre offers individuals and families to gain as much information as is currently available about family members and friends involved in the incident and for these people to access a range of facilities that help them to make informed choices according to their needs.

A HAC may remain open for weeks or months after the incident and may operate as part of a wider humanitarian assistance offering e.g. website and helpline.

## 13.5 Community Assistance Centre (CAC)

Provides a location from where Local Authorities may undertake a detailed Community Impact Assessment, provide advice and support to affected people and support the recovery of the community in a local setting.

Community Assistance Centres may be considered particularly where a Humanitarian Assistance Centre has not been activated.

## 13.6 Family and Friends Assistance Centre (FFAC)

Offering similar services to that of a HAC, however attendance is by invitation only via the Police Family Liaison Officers.

## 13.7 Emergency Centre Premises

A database of premises that may be used as emergency centres is maintained, detailing the resources available and the contact details for their activation.

## 14    DESIGNATED DISASTER MORTUARY (DDM)

Under the Coroners Act (2009) and the Public Health Act (1936), local authorities are responsible for providing of appropriate facilities for the storage of a body prior to interment during to enable coroners to fulfil their duty to investigate those whose deaths are unexpected or violent.

This responsibility extends to those who die during an emergency, and where the demands for mortuary services outstrips supply London Local Authorities set up a Designated Disaster Mortuary (DDM).

DDMs are existing mortuaries where the services, including breadth of investigatory and storage facilities, are increased beyond normal levels. Due to the complexity of establishing and operating a Disaster Mortuary, the locations are pre-selected and are referred to as a Designated Disaster Mortuary (DDM).

Each Coronial Area in London contains one DDM including the mortuary in Greenwich for the Inner South London Coronial Area.

In situations where a mass fatality event occurs in a borough without a DDM, the Coroner will open the DDM in another borough. The borough in whose area the incident occurs shall be responsible for the operating costs of the DDM, even though they do not operate the DDM.

## 15    IDENTIFICATION OF VULNERABLE PEOPLE

Under the Local Government Act 2000, Local Authorities have a responsibility to ensure the economic, social and environmental well-being of the community that they serve.

In emergencies, Local Authorities:

- Support the emergency services in mitigating its effects.
- Coordinate the provision of welfare support to the community.
- Take on a leading role in the recovery from emergencies.

All responding agencies maintain agreed protocol and procedures to:

- Access information to identify known vulnerable people and to process the data into a useable format for multi-agency responders.

- Work with multi-agency partners to identify all vulnerable people dependent to the type of incident.

- Share relevant information with each other.

## 16    COMMUNITY ENGAGEMENT AND COHESION

Linked closely to its lead role in the recovery from an emergency, local authorities have a key role in community engagement during an emergency. This includes, but is not limited to, operational services with direct engagement in community matters, local elected Councillors and Members of Parliament and, indirectly, through the plethora of voluntary agencies, charities and faith communities with whom the local authorities operate on a daily basis.

In addition, Council Gold / the Chief Executive of a Local Authority supports community engagement by working with partner organisations to promote combined and coordinated multi-agency community engagement activities.

This community engagement leadership and coordination is especially important in times of community tension. Led by the Local Authority, primarily the Chief Executive and local Councillors, coordinated community cohesion activities should prevent community tensions leading to serious disturbance wherever possible by accessing and utilising the existing relationships and systems that allow the Local Authority and its partners, including the police, to act quickly and coherently to reduce, control or mitigate the impact of disturbances on cohesion if they do occur.

This coordination and communication will be maintained throughout both the response and recovery phases for an emergency or major incident.

It is important that engagement with the community in an emergency is organised in such a manner that the community is **involved in** the process, rather than the process being **done to** the community.

In a major incident, and in smaller emergencies, members of the public and community groups will want to assist those affected by the incident. This engagement should be encouraged, and resources will need to be assigned to coordinate these offers of help and donations in an effective manner.

The public and local organisations may also wish to make donations of money, goods and services. These donations need to be focussed on the needs of the community, and it may be appropriate to encourage online monetary donations until specific needs are known.

## 17    WARNING, INFORMING AND COMMUNICATIONS

Under the Civil Contingencies Act 2004, each Local Authority is required to put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency.

Arrangements are in place to ensure that members of the public and other stakeholders will be told about an emergency.

There are arrangements to engage with news and social media and the way in which the messages are tailored to the needs of those within its borough.

During an incident the Media Desk may receive numerous requests for information and must ensure that the information given is consistent with that issued by the emergency services and authorised by Council Silver / Council Gold.

A Media Desk officer may be situated in the Borough Emergency Control Centre (as the BECC Communications Officer) to ensure smooth, consistent communications.

It may also become necessary to provide a media information centre close to the scene of the incident. This would require stewards as well as press officers.

If the incident requires the establishment of a police liaison role, the Director of Housing and Safer Communities (or nominated deputy) should be available to fulfil this activity, reporting back directly to Council Silver / Council Gold.

## 18    PUBLIC HEALTH

In relation to emergencies, the Director of Public Health is responsible for holding account those who provide public health services during an emergency.

The Local Authority Public Health function links closely with Public Health England (PHE) in the response to public health emergencies including communicable disease outbreaks, severe weather and CBRN (Chemical, Biological, Radiological and Nuclear).

## 19    CONTACT CENTRE (including outside normal working hours)

This service operates 24/7/365 and would often be the first port of call for information regarding a sudden or developing emergency, either from the emergency services or from a member of the public.

Officers will take information and contact details for the incident and notify the Emergency Planning and Business Continuity team (Resilience Advisors).

## 20    CCTV

The CCTV unit is staffed 24/7/365 and has access to multiple (both fixed and pan / tilt / zoom) cameras across the borough as well as monitoring police radios.

CCTV staff will notify the Emergency Planning & Business Continuity Management team (Resilience Advisors) of events or significant incidents with a major emergency / business continuity impact in the borough.

## 21    OTHER POTENTIAL LOCAL AUTHORITY RESOURCES

Other areas not already specified in which Council services may be required include:

| | |
|---|---|
| Structural engineers | Sandbags |
| Marshals / stewards | Transport |
| Emergency Centres/ Humanitarian Assistance | Social care and support |
| Catering and refreshments | Environmental Health |
| Emergency Lighting | Cleaning – buildings and streets |
| Gully suckers | Refuse collection |
| Manual labour | Interpreting / BSL services |
| Tree cutting | Traffic management support/signage |
| Coordination with voluntary, community and faith organisations | Other specialists or subject matter experts |

## 22    PARTNER AGENCIES

The Royal Borough of Greenwich engages with a wide range of partners in preparation for, response to, and recovery from major incidents and emergencies.

Contact details are maintained and updated regularly and shared amongst members of the Borough Resilience Forum.

A brief summary of some of these partners is given below:

### Emergency Services

Police, ambulance, fire and rescue and coastguard services activities are described in the London Emergency Services Liaison Panel Manual.

### Environment Agency

The Environment Agency is responsible for the dissemination of tidal, fluvial and groundwater flood warnings. They monitor rain gauges, catchment conditions, river flows and Meteorological Office forecasts. Tidal conditions along the River Thames are monitored and forecast by staff based at the Thames Barrier.

### Met Office

The Met Office has responsibility for providing weather warnings for the UK.

### NHS England

NHS England allocates funds to, guiding and supporting clinical commissioning groups (CCGs), and holding them to account. CCGs commission healthcare services to secure the best possible health outcomes for patients and communities; Directly commissioning primary care (including GP services) and specialised services (e.g. for rare diseases), offender healthcare and some services for the armed forces persons.

NHS England work collaboratively with other bodies and with local government to discharge duties effectively. They are accountable for ensuring health services which it and CCGs commission, are high quality and deliver value for money. The Care Quality Commission regulates health (and adult social care) providers, assuring that they meet essential quality and safety standards.

## NHS South East London Clinical Commissioning Group

Commissioning functions and duties relating to clinical commissioning groups are:

- The CCG's arrange the provision of health services in England in accordance with 2006 Act. They have a duty to commission specified health services and powers to make arrangements for provision of vehicles for disabled persons.
- The CCG can enter into agreements with another defined health service body with NHS contracts and have the power to make commissioning arrangements in relation to the exercise of certain functions with public authorities and voluntary organisations.
- The CCG should cooperate with local authorities and have a joint duty to produce and publish, a joint health and wellbeing strategy

## UK Health Security Agency

UK Health Security Agency are responsible for:

- making the public healthier by encouraging discussions, advising government and supporting action by local government, the NHS and other organisations;
- supporting the public so they can protect and improve their own health;
- protecting the nation's health through the national health protection service, and preparing for public health emergencies;
- sharing our information and expertise with local authorities, industry and the NHS, to help them make improvements in the public's health;
- researching, collecting and analysing data to improve our understanding of health and come up with answers to public health problems;
- reporting on improvements in the public's health so everyone can understand the challenge and the next steps;
- helping local authorities and the NHS to develop the public health system and its specialist workforce.

## Port of London Authority (PLA)

The Port of London Authority is the navigation authority for the tidal Thames. They are responsible for safety of navigation of all commercial / leisure craft using the River.

Within the Metropolitan area most river-based incidents are likely to be reported to the PLA's Thames Barrier Navigation Centre, adjacent to the Environment Agency Thames Barrier site at Woolwich. The PLA will co-ordinate the marine response to a river incident, working closely with the Metropolitan Police (Marine Support Unit). In the event that the Metropolitan Police declare a Major incident on the River, the PLA will pass overall co-ordination to the Metropolitan Police.

## Military Aid to the Civil Authority (MACA)

MACA sees a deployed military resource carrying out agreed activities at the request of the civilian authorities in response to an emergency or major incident.

Local Authorities, as a civilian authority may request MACA. The decision to request MACA is made by LLAG and the Chief Executive(s) of the Local Authority(ies) in need of military support, in consultation with the Chair of the SCG if active.

## Government Decontamination Service

This service helps the UK prepare for recovery following a deliberate act involving chemical, biological, radiological and nuclear (CBRN) material, or an accidental release of hazardous material (HAZMAT). They provide advice, guidance, support and access to specialist contractors able to carry out decontamination operations.

## Transport Providers

The Borough Resilience Forum includes representatives from TfL (covering buses, Elizabeth Line, DLR, London Underground, etc), South Eastern Railway, London City Airport, etc.

Support is available from these organisations in the form of industry specific "care teams" should there be an emergency or major incident involving their mode of transport.

## Faith Communities

Support from the local faith communities may come in the form of premises, transport or personnel.

## Voluntary and Community Sector Agencies

There are several regional and local voluntary and community sector organisations able to assist local authorities in an emergency or major incident, each with particular capabilities and assets.

## Business Sector

Additional support available to local businesses effected by an emergency or major incident.

## Central Government

An emergency serious enough to warrant formation of a London SCG will usually mean some level of central government interest and a requirement for information sharing. A similar level of interest may also be forthcoming for an incident that has a single borough focus, but which has regional or national implications, or has created national interest. Further detail is provided in section 25.11 – Central Government below.

## 23    BCM IMPLICATIONS FOR DEPARTMENTS

Staff could be temporarily removed from their normal roles in the departments and trading company in response to an emergency.

It is also likely that any incident lasting for more than 8 hours will require relief shifts for the above roles on a 24 hour-a-day basis, producing another reduction in normal staffing resources.

Cascade call out systems are in place to enable the relevant officers to be alerted to the incident.

BCM arrangements ensure the continuation of any critical functions and services that these staff would usually undertake.

This includes where staff and resources:

- o Could be required to fulfil emergency roles as specified above.
- o Have skills or knowledge that would allow them to be redeployed into critical roles at a time of need.
- o Would be given priority if building sharing became necessary.
- o Could work from home using laptops / tablets and remote working solutions.

Outside normal office hours the Out of Hours Contact Centre acts as the agent for those departments and trading companies who need to maintain a 24-hour service. They receive calls from members of the public and outside agencies and, in accordance with guidelines issued by the Directorate concerned, relay details to on call personnel for their action.

A minor incident has the potential to escalate and become a "major incident".  If the departments, trading companies or the Out of Hours Contact Centre become overwhelmed with requests Council Silver and the Resilience Advisor should be contacted and a decision made as to whether the incident should be declared an emergency by the Local Authority.

## 24    RECOVERY MANAGEMENT

### Recovery Lead

For local major incidents and emergencies, the lead on recovery management falls to the affected borough, which nominates a Chief Officer to coordinate the recovery. The Officer will be determined by the nature of the incident and any particular specialism required.

### Recovery Management Cell (RMC)

Activities to aid recovery from the incident may well begin during the Response phase, with Council Gold creating a Recovery Management Cell (RMC) sub-group of the Council Gold Group.

### Recovery Coordinating Group (RCG)

At the point when the Response phase concludes, there is a formal handover to the Local Authority that chairs the Recovery Coordinating Group (RCG) which could be a continuation and / or expansion of the Recovery Management Cell.

The Recovery Coordinating Group sits, at decreasing frequency, until the point at which recovery management has passed entirely to business as usual activities.

Compared with the response phase, which may last a matter of hours or days, the recovery phase may last months and years.

The appointed Chief Officer will be the Chair of the Recovery Coordinating Group (and the Recovery Management Cell if appropriate), supported (if necessary) by a number of sub-groups depending on the type and scale of the incident.

### RCG Sub-Groups

The sub-groups of the RCG may include groups focussing on:

- Business and Economic
- Communications
- Community
- Environmental and Infrastructure
- Finance and Legal
- Health and Welfare

**Related Documents**

The principles outlined in the London Resilience Partnership Recovery Management Protocol will be used to support the local recovery management processes.

This plan describes the function and operation of the RCG and potential sub-groups.

It also includes a:

- Recovery Action Plan template
- Suggested Agenda for the first RCG meeting
- Recovery Strategy template
- Community Impact Assessment template
- Recovery Communication Strategy template

## 25    MULTI-BOROUGH, REGIONAL AND NATIONAL INCIDENTS

### 25.1 Collective Arrangements

Where incidents either extend beyond a Local Authority's boundary or, due to the scale of the emergency response activity, require the support of other local authorities, London Local Authorities have agreed the way they work together for events that require more than one Local Authority to invoke its emergency response and recovery arrangements.

The core elements of the collective arrangements, are:

- London Local Authority Gold (LLAG).
- London Local Authority Coordination Centre (LLACC).
- Mutual aid.

### 25.2 Command and Control during a Regional Incident

Command and control is depicted in the diagram below, which outlines the complex relationship between local authorities, Local Authority regional coordinating arrangements and the multi-agency coordinating arrangements.
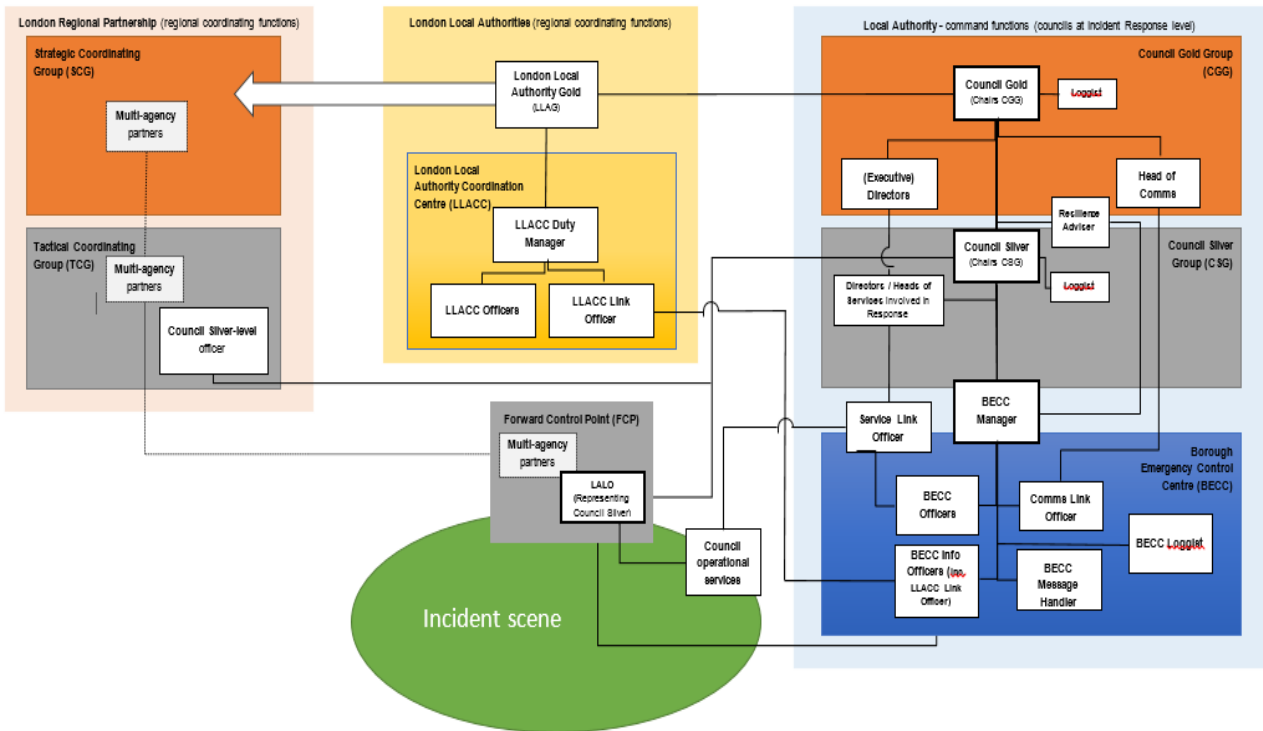
## 25.3 London Local Authority Gold (LLAG)

With the potential for 33 local authorities to operate at Incident Response level simultaneously, it is impractical for each individual Council Gold to attend the multi-agency Strategic Coordinating Group (SCG).

Therefore, one Local Authority's Chief Executive represents all London Local Authorities under the title London Local Authority Gold (LLAG).

In addition to a Local Authority Chief Executive representing all 33 London Local Authorities at SCG meetings, LLAG is empowered under certain circumstances to commit and coordinate Local Authority resources and expenditure in support of affected boroughs.

Royal Greenwich is part of the London wide rota whereby the Chief Executive is expected to be on call for a period of two weeks (roughly every 12 months) supported by the London Resilience Duty Manager in the form of briefings, regional planning subject matter expertise, setting up the LLACC following agreement by LLAG, and regular, consolidated situation reports from all London local authorities. Further support from the borough will be from officers undertaking the roles of Deputy London Local Authority Gold, Resilience Advisor and Loggist.

If an incident occurs in the London Local Authority Gold's own borough whilst they on call, they would stand down from acting as London Local Authority Gold in order to support the borough's needs and a "Deputy Gold" borough would fulfil the role.

## 25.4 London Local Authority Coordination Centre (LLACC)

Many incidents are dealt with routinely by the LLAs with little need for outside support. However, wherever a Local Authority has a declared major incident, it is expected that they notify the LLACC.

The LLACC is operated on the Local Authority's behalf by London Resilience Group and provides a regional coordination function with Information Management and Situational Awareness responsibilities, supporting LLAG, providing information and turning decisions into action, through its interaction with the Borough Emergency Control Centres across London.

## 25.5 Mutual aid

London Local Authorities have a Mutual Aid Memorandum of Understanding (MOU) in place, which provides for local authorities to actively, wherever possible, aid another local authority in the form of provision of personnel and / or equipment in the event of, or in the reasonable anticipation of, an emergency or other disruptive or rising tide incident when asked to do so.

The local authority requesting aid will undertake to reimburse the local authority providing it on a cost recovery basis.

Although local authorities may agree bilateral mutual aid (e.g. with a neighbouring borough), the circumstances in which mutual aid is required more often than not involves the activation of the regional coordination arrangements (i.e. the LLACC and LLAG).

In such circumstances, the LLACC coordinates requests for mutual aid where it is more effective to do so.

In all circumstances, London Local Authorities follow an agreed Mutual Aid process, using a standardised Mutual Aid request form.

## 25.6 Recovery Management

For larger incidents where LLAG is active, LLAG may appoint another chief executive to establish a Recovery Management Cell (RMC) during the response phase. The RMC coordinates the initial recovery activities in parallel with the response activities of the SCG, reporting to the SCG via LLAG.

## 25.7 Humanitarian Assistance

Strategic, multi-borough humanitarian assistance is guided by the multi-agency London Humanitarian Assistance Plan, and the responsibility to coordinate this London-wide activity falls to local authorities.

To meet this responsibility, LLAG appoints a senior Local Authority officer (normally a Director of Adult Social Care) to act as the Humanitarian Assistance Lead Officer (HALO).

The HALO convenes and chairs a multi-agency body known as the Humanitarian Assistance Steering Group (HASG), which assesses the needs of all those affected and develops and oversees strategies to ensure the provision of appropriate activity.

The HALO may activate a number of Humanitarian Assistance capabilities thorough which assistance is offered. These include:

- Humanitarian Assistance Centre.
- Humanitarian Assistance website.
- Humanitarian Assistance telephone line.

Partner agencies link into and support the Humanitarian Assistance provision. These organisations are detailed in the London Humanitarian Assistance Plan.

## 25.8 Mass Fatalities Coordinating Group

In addition to the Designated Disaster Mortuary responsibilities outlined above, London Local Authorities provide a senior representative of the lead Local Authority to attend the Mass Fatalities Coordinating Group (MACG).

This group, which is chaired by the lead Coroner for the incident, determines the most appropriate mortuary for the incident and maintains strategic oversight for the mortuary operation.

## 25.9 Scientific and Technical Advice Cell (STAC)

The purpose of the Scientific and Technical Advice Cell (STAC) is to ensure timely coordinated scientific and technical advice to the Strategic Coordinating Group (SCG) during the response to an emergency, which is particularly important where there may be significant wider health and environmental consequences.

It achieves this bringing together technical experts from those agencies involved in the response and who may provide scientific and technical advice. Local Authorities are a member of the STAC and deploy to the STAC senior officer(s) with expertise relevant to the incident e.g. Environmental Health Officer.

The STAC would operate in accordance with the regional London STAC Arrangements.

## 25.10 Other Local Authority Groups and Organisations

There is a range of other local authority groups and organisations that support the response to incidents, which includes:

- London Councils Communications
- The Prevent Network
- Local Authority Directors of Public Health group
- Local Authority Directors of Housing group
- Various London Councils Policy Groups, e.g. Coroners.

### 25.11 Central Government

An emergency serious enough to warrant formation of a London SCG will usually mean some level of central government interest and a requirement for information sharing. A similar level of interest may also be forthcoming for an incident that has a single borough focus, but which has regional or national implications, or has created national interest.

This may or may not escalate to the full activation of a cross-Government response and the Cabinet Office Briefing Rooms (COBR).

Department for Levelling Up, Housing and Communities (DLUHC) cross-government Resilience and Emergencies Division (RED) is responsible for providing the Government liaison function on resilience issues below the national level.

RED links into local government resilience activity through the London Local Resilience Forum (LRF) to work together and, as appropriate, support the response to any emergency.

This includes through assisting the exchange of information between responders in affected Strategic Coordinating Groups (SCGs) and with UK central government.

For a regional or national incident that involves central government, the London Strategic Coordinating Group would include a central government representative from RED. London local authorities are represented by London Local Authority Gold (feeding back to each borough via the LLACC for the Borough Council Gold Group).

Where the incident is based within a single borough, RED will provide representation on the Local Multi-Agency Gold Group on behalf of central government.

This representation would continue in the recovery phase as part of the Recovery Coordinating Group.

This is covered in more detail in the London Strategic Coordination Protocol.

## 26    BCM AND RISK MANAGEMENT MITIGATING ACTIONS

Royal Greenwich has undertaken a number of actions in preparation for tackling an emergency or business continuity management incident. Key actions are listed below and apply to the Council as a whole.

- Provision of the emergency response arrangements listed above.

- Information Technology activities including:

    o  Passwords Protection on council devices.
    o  Anti-virus checking and firewall software which is regularly updated.
    o  Back-up generators to run servers in the event of power failure.
    o  Access to data remotely via remote secure systems.
    o  GDPR arrangements.

- Priority and sensitive documents are locked away overnight and a clear desk policy operates.

- Building security arrangements (appropriate to the current Threat Level).

- Front line emergency planning personnel have designation under the Mobile Telephone Privileged Access Service (MTPAS). In addition, there are Airwave radios available for use in an emergency or where landlines or mobile phones become inoperable.

- There are also town centre radio schemes and other departmental radio initiatives.

- Contact details for the following external organisations are also maintained in a database and in report form:

    o  Local Authorities for mutual aid
    o  Emergency, public sector and health services
    o  Faith organisations
    o  Voluntary organisations
    o  Transport organisations
    o  Supplier and other organisations

- Training, testing and exercising of plans and telephone cascades is undertaken at least annually.

## 27    STANDING DOWN THE PLAN

This section defines when an incident is deemed to have finished, and the action to be taken after the event in moving to a "return to normal" environment.

### 27.1 Stand-down Procedures

Normally the same individual or group that originally activated the use of the emergency and business continuity management plan will declare the end of the incident.

This would only **not** be the case if the incident had escalated to a higher level of activation, in which case, this higher level would declare the stand-down.

### 27.2 De-briefing

All responders to the emergency should conduct a debrief following an incident to highlight the successes and any gaps in the plan that have been encountered.

This may be facilitated by the Emergency Planning and Business Continuity team.

### 27.3 Action Plans

The findings from debriefs should be used to create an action plan for providing:

| Task |
| --- |
| Further improvements required in the Emergency and BCM Plan and any other plans used during the incident |
| The basis for sharing results with other responding organisations, staff, Members and the public |
| Additional staff training and awareness |
| Staff counselling where required – this may require the services of an outside agency or company (e.g. Employee Assistance Programme) |
| Determining possible funding provision from Bellwin Scheme or other sources |