

Contingency Management Plan

For Major Emergencies and
Business Continuity Disruptions

Generic Emergency Plan

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THE ROYAL BOROUGH OF
**KENSINGTON
AND CHELSEA**

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Introduction to this Contingency Management Plan

This document represents a harmonised approach to contingency planning and emergency management in the Royal Borough of Kensington and Chelsea and the London Borough of Hammersmith and Fulham. It meets the statutory requirements of the Civil Contingencies Act 2004 and its accompanying Statutory Guidance, and embodies the broad, generic, emergency management principles for any local authority.

An incident, major emergency or significant business continuity disruption will be responded to and managed by the borough in which the incident occurs. The incident management roles and the training and exercising of those designated incident management staff have been harmonised between the two boroughs. This will enable trained staff in either borough to contribute to either Borough Emergency Control Centre.

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1. BACKGROUND

1.1 Introduction

Local authorities have a wide range of services to deliver in response to a major emergency affecting the community, and a need to ensure that it can keep its core, critical services functioning if faced with a significant business continuity disruption to its services.

The Civil Contingencies Act 2004 requires local authorities to “*maintain plans to ensure that they can continue to perform their functions in the event of an emergency, so far as is reasonably practical*”. This duty applies in two ways:

- The ability to continue to exercise emergency planning and response functions; and
- The ability to maintain essential services to the public.

The government believes that local authorities should develop an integrated approach to emergency planning, embracing a number of concepts that include:

- The integration of arrangements for a range of emergencies, whether natural or as a result of a hostile act, with the principal emphasis being on the response to an emergency, not the cause, unless it calls for particular arrangements.
- The integration of emergency arrangements into the authority’s existing management and operational structures, building on more routine arrangements.
- The integration of departmental activities into an effective, co-ordinated response to an emergency.
- The co-ordination of plans with neighbouring authorities, the emergency services, and other agencies involved in emergency management.

This Contingency Management Plan deals with both major emergencies affecting the community and business continuity disruptions affecting Council services, and provides an integrated emergency management framework for managing all aspects of the Councils’ contingency response.

1.2 Legislation

Local authority emergency planning responsibilities are set out in primary legislation, regulations and statutory guidance:

- The Civil Contingencies Act 2004 (Part 1 – Local Arrangements for Civil Protection) (enacted November 2005).
- The Civil Contingencies Act 2004 (Contingency Planning) Regulations 2005.
- Emergency Preparedness – statutory guidance on Part 1 of the Civil Contingencies Act 2004, its associated Regulations and non-statutory arrangements, Cabinet Office.
- Emergency Response and Recovery – non-statutory guidance accompanying the Civil Contingencies Act 2004.

In addition to the main Act there are also a number of Acts and Regulations that apply to emergency planning and response, including:

- The Local Government and Housing Act 1989.
- Control of Major Accident Hazards Regulations 1999 (COMAH).
- Public Information for Radiation Emergencies Regulations 1992 (PIRER).
- Pipelines Safety Regulations 1996.
- Food and Environment Protection Act 1985.
- Public Health Act 1996 and Coroners Rules 1953.
- Animal Health Act 2002.

1.3 Risk Assessments

The Civil Contingencies Act places a risk assessment duty on all Category 1 Responders. These risk assessments inform the development of emergency plans and procedures.

Local authorities are required to contribute to the London Community Risk Register maintained by the London Local Resilience Forum, which assess the risks within the community and the likelihood of them occurring. Borough Risk Registers are also maintained.

The Councils' also maintain internal Risk Registers of threats to Council services and the control measures that are in place to mitigate those risks.

1.4 Purpose and Aims

The purpose of emergency planning in the two boroughs is to:

- Provide the Councils' staff with the plans, procedures and information they will require to enable them to ameliorate the effects of any major emergency occurring within their boroughs, whilst allowing departments to continue to provide, as far as possible, their usual day-to-day services; and
- Ensure that the Councils' plans and procedures complement those of the emergency services and other emergency response agencies.

The aims of this Contingency Management Plan are to:

- Set out the information, procedures and action to be taken that will be required to ensure an effective, generic, flexible and timely response by either Council to any major incident or emergency that might arise in or affect their borough, thus reducing to a minimum the distress and disruption caused by such an incident.
- Ensure a rapid, efficient and co-ordinated mobilisation and direction of responding staff and resources during a major incident.
- Speed the restoration of normal services.

[This Plan is not designed to deal with the 'routine' out of hours minor emergencies that fall to individual Departments, and which are dealt with by existing duty officer schemes and other procedures established and operated by Departments themselves in conjunction with the Councils' Out-of-Hours contacts centres.]

1.5 Major Emergencies and Business Continuity

Local authorities may be required to act in support of the emergency services and the community affected by a major incident or emergency. A definition of a major incident and a description of the roles of the main responders are in Section 2.

Local authorities may also face their own emergency, often called a Business Continuity Disruption, which affects staff, buildings and other assets, and for which an emergency response is also required. A definition of a business continuity disruption and the priority Council services is in Section 3.

1.6 Planning Assumptions

Sudden Impact

A Sudden Impact major incident or emergency can happen at any time, usually without notice, and requiring an immediate response from the local authority.

Full activation of the Contingency Management Plan may take up to 45 minutes during working hours, and up to three hours at other times (depending on staff availability and local traffic conditions).

Information about the incident is likely to be scarce at the beginning, and the level of response initiated may be subsequently downgraded within an hour or two.

The local authority response is likely to require services from several Departments.

Rising Tide

A Rising Tide event is likely to have a lead-in time of several days, weeks or even months. Such events include health pandemics, flooding, foot and mouth disease, fuel emergency, industrial action, etc. The onset can be gradual and the final impact may not always be apparent in the early stages.

Many rising tide events will have a business continuity impact on local authority services.

1.7 Responsibilities

It is the responsibility of the Councils' Contingency Planning Teams to write and maintain this Contingency Management Plan, and to ensure that the contents are brought to the attention of those senior officers who might need to implement and use the Plan in the event of a major emergency.

It is the responsibility of Departments and Service Providers to ensure that any part of the contents relating to their service is correct and up to date, and that any changes are immediately notified to the Contingency Planning Teams.

It is the responsibility of Departments and Service Providers to write and maintain service emergency plans and procedures, and to ensure that the contents are brought to the attention of those personnel who might need to implement and use such plans in the event of a major emergency or service disruption.

1.8 Training and Exercising

This Contingency Management Plan shall be exercised at least once annually. The exercise shall test and validate the activation of the plan, the operation of the Borough Emergency Control Centres (BECC), the links between the BECCs and Council services.

Training shall be offered in each year for staff with designated emergency response roles, and shall take the form of specific training sessions, seminars and talks, and workshops.

The Boroughs' will participate in the regionally-organised exercises for the London Local Authority Gold and the London Local Authority Co-ordination Centre arrangements.

The Boroughs' will participate in multi-agency training and exercises where integrated emergency management will benefit from such events.

1.9 Plan Maintenance Schedule

This Plan shall be reviewed annually, following and taking into account the results of the annual exercise. The Plan shall also be reviewed following a significant major emergency or service disruption, and following any change to the local or regional risk assessments.

1.10 Related Procedures and Other Documents

National

- The Civil Contingencies Act 2004
<http://www.cabinetoffice.gov.uk/content/civil-contingencies-act>
- Emergency Preparedness, statutory guidance on Part 1 of the Civil Contingencies Act 2004, its associated Regulations and non-statutory arrangements, Cabinet Office, November 2005, revised 2011/2012
<http://www.cabinetoffice.gov.uk/resource-library/emergency-preparedness>
- Emergency Response and Recovery, non-statutory guidance on response to and recovery from emergencies, Cabinet Office, June 2010, updated 2013
<http://www.cabinetoffice.gov.uk/resource-library/emergency-response-and-recovery>

- Evacuation and Shelter Guidance, non-statutory guidance to complement *Emergency Preparedness* and *Emergency Response and Recovery*, Cabinet Office, October 2006
<http://www.cabinetoffice.gov.uk/resource-library/evacuation-and-shelter-guidance>
- Heatwave Plan for England, Department of Health
<https://www.gov.uk/government/publications/heatwave-plan-for-england>

London Resilience Partnership

- The London Resilience Partnership has various plans and protocols showing how London would deal with the impacts of different incidents. The latest versions of the publically available plans are available for download.
<http://www.london.gov.uk/mayor-assembly/mayor/london-resilience/preparing-london/planning-for-emergencies-in-london>
 - Strategic Emergency Plan
 - Command and Control Protocol
 - Major Incident Manual, London Emergency Services Liaison Panel
 - London Recovery Management Protocol
 - London Strategic Flood Framework
 - London Resilience Pandemic Influenza Response Plan
 - London Humanitarian Assistance Plan
 - London Mass Casualty Framework
 - London Mass Fatality Plan
 - London Structural Collapse and Recovery Framework
 - London Resilience Heatwave Plan
 - London Human Infectious Diseases Response Framework
 - London Mass Shelter Framework
 - London Evacuation Framework
 - London Voluntary Sector Capabilities Document

Risk Assessments

- National Risk Register for Civil Emergencies, Cabinet Office
<https://www.gov.uk/government/collections/national-risk-register-of-civil-emergencies>
- London Community Risk Register, London Local Resilience Forum
<http://www.london.gov.uk/sites/default/files/London-Risk-Register-v2.0.pdf>
- Kensington and Chelsea Borough Risk Register
- Hammersmith & Fulham Borough Risk Register,

Others

- London Local Authorities Gold Resolution.
(See page 27 of this document)

2. MAJOR EMERGENCIES

2.1 Definition of a Major Emergency

“Emergency” is defined in the Civil Contingencies Act 2004 as:

An event or situation which threatens serious damage to human welfare in a place in the United Kingdom, the environment of a place in the United Kingdom, or war or terrorism which threatens serious damage to the security of the United Kingdom.

The emergency services will on occasions declare an event a “Major Incident”. This is not necessarily the same as a major emergency. A “Major incident” is an emergency services pre-determined attendance to an incident requiring above normal response and resources, based on scale of incident and numbers of casualties, as defined in the London Emergency Services Liaison Panel (LESLP) Major Incident Procedures Manual¹. What constitutes a declaration of a “Major incident” for the fire brigade will differ to that of the police and ambulance services.

A clearer indication of a major incident or emergency that would require any of the emergency services or the local authority to implement their emergency plans is:

Any event or circumstance (happening with or without warning) that causes or threatens death or injury, disruption to the community, or damage to property or to the environment on such a scale that the effects cannot be dealt with by the emergency services, local authorities and other organisations as part of their normal day-to-day activities.

The Bi-Borough Contingency Management Plan (CMP) is likely to be invoked when the response to an emergency involves more than two Departments, and when it becomes necessary to co-ordinate the Council’s response. However, the CMP will never take the place of local arrangements for dealing with ‘routine’ minor emergencies.

Most major emergencies will be reported to the local authority by the emergency services, and the Council’s assistance formally requested. However, it is also possible for major emergencies to develop from minor emergencies, and originate from a Council employee who realises that the reported minor emergency has developed beyond minor proportions.

¹ www.leslp.gov.uk

Departments and Service Providers should therefore be aware that many minor emergencies require support beyond their own role. A fire in a block of flats, for example, entailing the evacuation of residents or tenants will probably also involve Housing, Adult Social Care and Children's Services for Emergency Rest Centre support, Building Control for dangerous structures advice, Environment Leisure and Residents Services for clearance of debris, Transport and Technical Services for highways management and environmental health support, and Corporate Services for a communications and public information strategy.

The emergency itself or provision of an emergency response may also impact on business continuity, and the Councils' business continuity plans may also need to be invoked. Examples of the type of event that either Council could be involved in include the following. [This list is not exhaustive, and a major emergency may include a combination of events.]

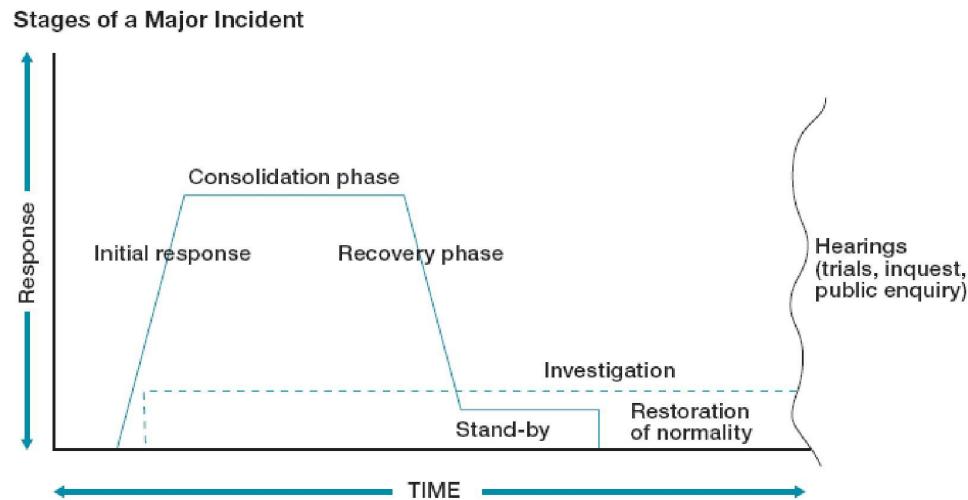
- Flooding – Tidal from the River Thames, a breach of the Grand Union Canal, Burst Water Main, Blocked Drains, or excess surface water run-off
- Transport Crash – Aircraft, Rail, or Major Road Crash
- Major Fire
- Evacuation of Housing Area, Schools, etc
- Transport Accident on the River Thames or Grand Union Canal
- Power Failures – Electricity or Gas
- Industrial Accidents, Escape of Dangerous Substances (toxic gases, radioactive material, petrol, chemical spillage)
- Terrorism, including Chemical, Biological, Radiological or Nuclear Attack, or attacks on crowded places
- Explosion (gas or other explosive substance, industrial accident, or bomb)
- Collapse of Structures (buildings, bridges, etc)
- Severe Weather - Storm Damage, Excessive Rainfall, Heatwave
- Death or injury to school pupils
- Outbreak of Disease and Epidemics, including Pandemic Influenza, Rabies and Legionella
- Accidents in Sports Grounds and Stadia, and places of entertainment.
- Avian Flu

2.2 Stages of a Major Emergency

Most major emergencies can be divided into five main stages. The Council's involvement may vary during each phase.

The stages are:

- **The Initial Response:** during which the incident happens and the emergency services are responding. The rescue of victims may be taking place by those immediately in the vicinity as well as by the emergency services.
- **The Consolidation Phase:** when the emergency services are in attendance and the joint response to the incident is being fully co-ordinated at the scene.
- **The Recovery Phase:** when the emergency services withdraw, and the Council's involvement shifts from a supporting role to the emergency services to providing services and support to the affected community. It is anticipated that the local authority will be most involved during this phase, which may last from several days to several years.
- **The Restoration of Normality:** normally after the reaction to the emergency has subsided and Departments continue to deal with the effects as part of their daily routine.
- **The Enquiry Phase:** trials, hearings, public enquiries and inquests may follow significant major incidents, particularly those with loss of life and/or large numbers of injured, but this phase can be superimposed on the previous four phases.



2.3 The Role of a Local Authority

The role of a local authority during a major emergency may be summarised as:

- Maintaining statutory services at an appropriate level, wherever possible.
- Supporting the emergency services and other organisations involved in the immediate response. This could include:
 - Clearance of debris and restoration of roadways, provision of engineering services and emergency signing.
 - Structural advice, and making safe or demolition of dangerous structures.
 - Assistance in the evacuation of the civilian population.
 - Provision of premises for Body Holding Centres, Survivor Reception Centres, Friends and Relatives Reception Centres, briefing and rest facilities for emergency services personnel.
 - Provision of a Temporary Mortuary.
- Providing support services for the community and others affected by the incident. This could include:
 - Provision of Emergency Rest Centres, with food and beverages, beds, and welfare services.
 - Provision of a Humanitarian Assistance Centre.
 - Provision of emergency sanitation and hygiene services.
 - Re-housing of those made homeless, in both the short and long term.
 - Inspection of and emergency repairs to housing.
 - Environmental health management.
 - Implementation of measures to control the spread of disease.
 - Establishing Community Assistance Centres for the dissemination of information and support to those affected by the emergency.
- Enabling the community to recover and return to normality as soon as possible.
- Providing Mutual Aid to other local authorities on request.

2.4 Main Functions of the Emergency Services

Rescue will most frequently be the prime function required of the emergency services. Responsibility for the rescues lies with the London Fire Brigade. The care and transportation of casualties to hospital is the responsibility of the London Ambulance Service. Police will ease these operations by co-ordinating the emergency services, local authorities and other agencies.

Police

The primary areas of police responsibility at a major incident are:

- The saving of life together with the other emergency services;
- The co-ordination of the emergency services, local authorities and other organisations acting in support at the scene of the incident;
- To secure, protect and preserve the scene and to control sightseers and traffic through the use of cordons;

Inner Cordon

Provides immediate security of the hazard area and potential crime scene.

Outer Cordon

Seals off an extensive area around the inner cordon

Traffic Cordon

Set up at or beyond the outer cordon to prevent unauthorised vehicle access to the area surrounding the scene.

- The investigation of the incident and obtaining and securing of evidence in conjunction with other investigative bodies where applicable;
- The collation and distribution of casualty information;
- The identification of the dead on behalf of Her Majesty's (HM) Coroner;
- The prevention of crime;
- Family Liaison; and
- Short term measures to restore normality after all necessary actions have been taken.

Fire Brigade

The primary areas of London Fire Brigade responsibility at a major incident are:

- Life-saving through search and rescue;
- Fire fighting and fire prevention;
- Rendering humanitarian services;
- Detection, identification, monitoring and management of hazardous materials and protecting the environment;
- Provision of qualified scientific advice in relation to HAZMAT (hazardous materials transportation) incidents via their scientific advisors;
- Salvage and damage control;
- Safety management within the inner cordon; and
- To maintain emergency service cover throughout the London Fire Brigade area and return to a state of normality at the earliest time.

Ambulance Service

The primary areas of London Ambulance Service responsibility at a major incident may be summarised as:

- To save life together with the other emergency services;
- To provide treatment, stabilisation and care of those injured at the scene;
- To provide appropriate transport, medical staff, equipment and resources;
- To establish an effective triage sieve and triage sort system to determine the priority evacuation needs of those injured and to establish a safe location for casualty clearing, i.e. triage sort area;
- To provide a focal point at the incident scene for all National Health Service (NHS) and other medical resources;
- To provide communication facilities for NHS resources at the scene, with direct radio links to hospitals, control facilities and any other agency as required;

- To nominate and alert the receiving hospitals from the official list of hospitals to receive those injured and inform the other agencies;
- To provide transport to the incident scene for the medical advisor (MA), the Mobile Emergency Response Incident Team (MERIT) and their equipment;
- To arrange the most appropriate means of transporting those injured to the receiving and specialist hospitals;
- To maintain emergency cover throughout the London Ambulance Service area, and return to a state of normality at the earliest time; and
- To act as a portal into the wider health services including the Public Health England advisors and in the event of a chemical, biological, radiological or nuclear (CBRN) incident advise on the convening of the Scientific and Technical Advice Cell (STAC), which will be able to advise and lead as far as health advice is concerned.
- To provide a Mobile Emergency Response Incident Team.

The Scientific and Technical Advice Cell (STAC)

The STAC is a strategic group chaired by Public Health England, composed of representatives from a range of organisations and specialities who are able to give coordinated authoritative advice on the health aspects of an incident to the Police Incident Commander, the NHS, the local authority and other agencies.

The National Health Service (NHS England)

For the NHS a major incident is defined as the following:

- When the number or type of casualties overwhelm or threaten to overwhelm normal services, special arrangements are needed to deal with them;
- When an incident may pose a threat to the health of the community;
- The Health Service itself may suffer serious internal disruption.

HM Coastguard

HM Coastguard has primacy for the co-ordination of Search & Rescue (SAR) on the River Thames between Teddington Lock and Canvey Island. This involves the deployment and coordination of a civil SAR response to vessels or persons in need of assistance.

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2.5 Scene Management

The principles for the management of the emergency services and the local authority at the scene of a major incident or emergency are set out in the London Emergency Services Liaison Panel's Major Incident Procedures, from which the following paragraphs are taken.

The overall control of the scene of a major incident or emergency will be carried out by the Metropolitan Police, unless it is an incident on a railway in which case the British Transport Police will be in control of the Inner Cordon and matters on railway property.

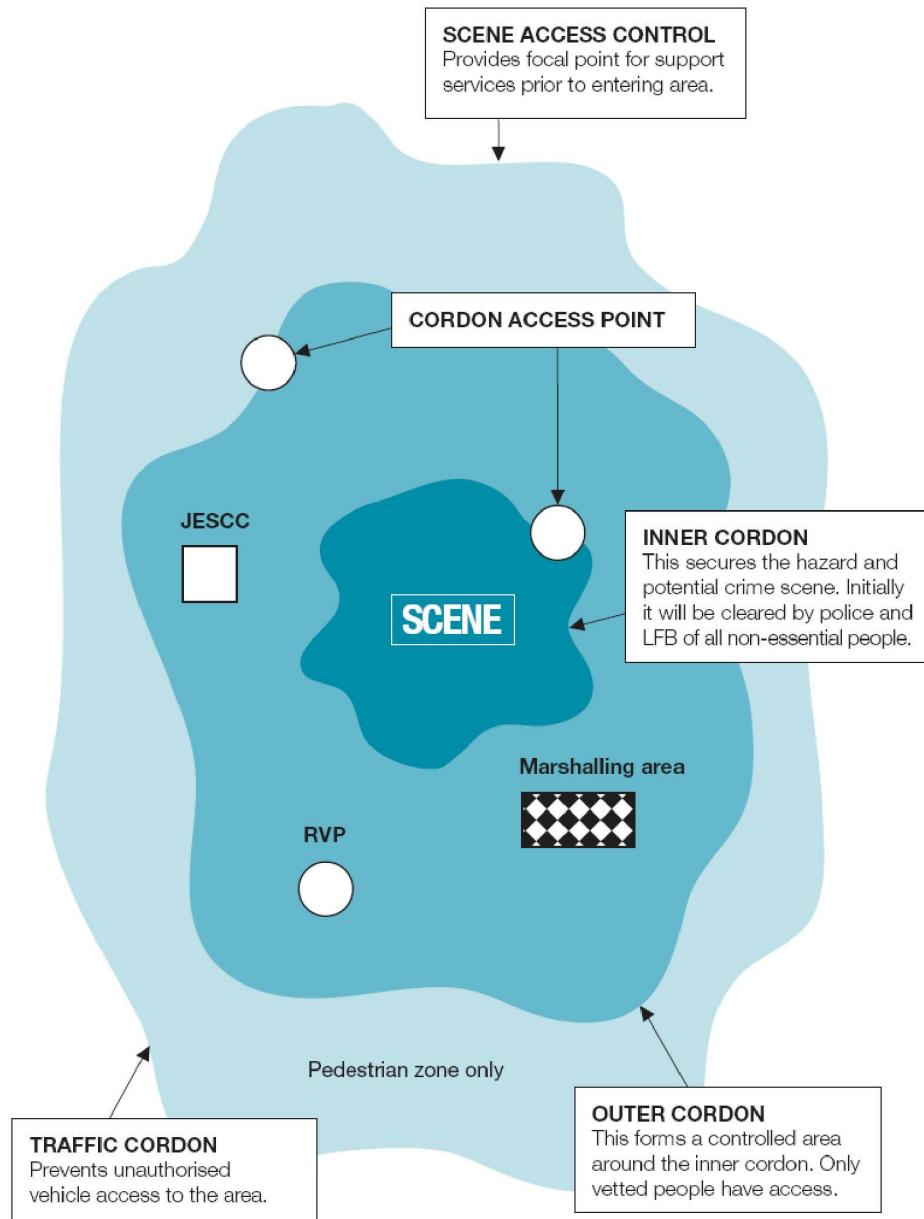
It may be that the area inside the Inner Cordon will be controlled by the London Fire Brigade while rescue of people and fire fighting activities are being carried out. In this case the LFB will be responsible for the safety of all persons within the Inner Cordon.

The main Police, Fire Brigade and Ambulance Service Control/Command Units will form the focus from which the major incident will be managed. These units, together with those of the public utilities and the Council, will be located close to one another and be known collectively as the Joint Emergency Services Control Centre or JESCC. The tactical commanders ('Silvers') will jointly exercise their authority from this point in a co-ordinated manner.

It is essential that upon arrival at the incident scene, the Local Authority Liaison Officer (LALO) finds the Incident Officer for each service present and informs that officer of the official presence of the Borough. If possible, the LALO's own vehicle should be co-located with the others at the JESCC.

A Rendezvous Point (RVP) will be established within the outer cordon under the control of a police officer wearing the appropriate reflective tabard. All emergency, specialist, Council and voluntary services attending the incident will be sent here in the first instance.

A Marshalling Area, under the control of an officer from each service, wearing appropriate reflective tabards, may be established between the RVP and the scene and may also be used to provide briefing/debriefing areas and recuperation of personnel involved in arduous work at the scene.



To aid identification, the blue, red or green identifying lights on each of the main control vehicles of the emergency services will be switched on. The identifying lights of all other vehicles will be switched OFF. All Council vehicles at the RVP and the scene MUST SWITCH OFF their orange lights, unless needed for safety reasons and for which the authority of the Police Incident Officer has been obtained for specific Council vehicles to use their orange lights.

2.6 Command Structure (Gold, Silver and Bronze)

Gold, Silver and Bronze are titles of functions and are role, not rank, related. These functions are equivalent to those described as ‘strategic’, ‘tactical’ and ‘operational’ in other documents about emergency procedures. In summary, the roles for each can be described as:

Gold (Strategic)

Gold is the commander in overall charge of each organisation, responsible for formulating the strategy for the incident. Each Gold has overall command of the resources of their own organisation, but delegates tactical decisions to their respective Silver(s).

Each Service Gold will probably operate from their respective Command Centres. The local authority Gold will normally be the Joint Chief Executive (or nominated deputy).

However, depending on the circumstances it may be necessary for the individual gold commanders to meet together as a Strategic Coordinating Group (SCG). The group, which will be chaired by the Police Gold, will consider strategic issues relevant to the incident and not the tactical issues, which will be dealt with by silver. However, Gold and Silver will need to be in frequent contact throughout the incident. If a local authority Gold representative is required to attend a Gold Co-ordinating Group meeting at, say, the Met Police Special Operations Room (SOR), Council Gold may be represented by an Executive Director or other senior representative and so allow the Chief Executive to remain in the borough to manage the Council's strategic direction.

Silver (Tactical)

Silver for each of the responding emergency services will attend the scene, take charge and be responsible for formulating the tactics to be adopted by their service to achieve the strategy set by Gold. Silver should not become personally involved with activities close to the incident but remain detached, and will normally operate from the Control/Command Units at the JESCC. The Police Incident Officer will be Police Silver. The Local Authority Liaison Officer (LALO) at the scene will represent the Council at Silver Coordinating Group meetings.

[If the Borough Emergency Control Centre (BECC) is *not* open, the LALO will be Council Silver. If the BECC is open it will operate at the Silver level for a whole-Council approach. Therefore, the officer in the role of Borough Emergency Controller will be Council Silver, supported by the BECC team and the LALO.

The LALO will thus become Council Bronze Scene Coordinator, and will represent Council Silver at Silver Coordinating Group meetings.]

Silver Coordinating Group meetings will usually be called by and chaired by the Police, although the London Fire Brigade may do in the initial stages of emergencies that have a significant fire brigade aspect. For convenience, the Silver Coordinating Group should initially meet close to the scene: it may be moved to premises which are better served, although further from the scene, as operations progress. The agenda for these meetings should, as far as practicable, be restricted to items that concern three or more of the relevant services as those matters concerning only two services can usually be resolved by direct two-way liaison. Some items, such as safety, situation reports, the establishment of priorities, the news media and future developments will always be necessary.

Bronze (Operational)

Bronze will control and deploy the resources of their respective service within a geographical sector or specific role and implement the tactics formulated by Silver. There are likely to be many Bronzes. The supervisors and leaders of teams of Council employees or contractors may be called Council Bronze. Department's will coordinate their Bronze services via their departmental management systems.

2.7 Mutual Aid

It is possible that the response required for a major incident or emergency will exceed the resources available to any one local authority. The need might be for material resources such as bedding for an Emergency Rest Centre, sand bags, specialist plant, etc., or for human resources such as social workers, translators, building control officers, press officers, etc.

Mutual Aid Agreements have been arranged to enable local authorities to quickly obtain support from each other. All London local authorities are signatories to a mutual aid memorandum of understanding.

Mutual aid may also be sought from local authorities outside of London.

Full details are contained in Part Two of this Contingency Management Plan.

2.8 Regional and National Co-ordination

An incident that affects or threatens to affect a number or all of London's boroughs may benefit from regional co-ordination of the response and recovery strategy. The London Strategic Emergency Plan contains details of the command and control system that will be used.

Strategic Co-ordination Centre (SCC)

A location provided by the Metropolitan Police Service at which the Gold representatives of all responding agencies shall determine the strategy for responding to the incident.

Gold/Strategic Co-ordinating Group (G/SCG)

Chaired by a senior Police officer, the primary role of the G/SCG is to set strategic aims for responding to the incident and to coordinate the responding organisations.

The SCG may also be known as the Regional Civil Contingencies Committee (RCCC).

London Local Authority Gold (LLAG)

A single Chief Executive, from an on-call rota and with a support team, who will attend the Strategic Co-ordination Centre (SCC) and represent all 33 London local authorities. LLAG is also empowered (by the London Local Authority Gold Resolution) to direct the activities of the local authorities and to commit their expenditure in support of the emergency response. [See the following page.]

London Local Authority Co-ordination Centre (LLACC)

Hosted and staffed by the London Fire Brigade Emergency Planning Department, the LLACC will be the conduit of information between the LLAG and the local authority BECC's, and will compile regular Situation Reports for LLAG from information provided by the boroughs.

Borough Emergency Control Centre (BECC)

All 33 London local authorities will open and staff their BECC's when activated by LLACC on the instructions of LLAG.

The BECC will regularly provide Situation Reports to the LLACC on the impact of the incident on the borough.

London Local Authority Gold Resolution

1. This resolution is made in accordance with section 138 Local Government Act 1972s section 101 Local Government Act 1972, section 19 Local Government Act 2000, Regulations 7 and 10 Local Authorities (Arrangements for the Discharge of Functions) Regulations 2000 and all other enabling powers. The resolution has regard to 'Emergency Response and Recovery' the non-statutory Guidance issued pursuant to the Civil Contingencies Act 2004.
2. As from the date of this resolution the Council's functions under section 138(1) Local Government Act 1972 (Powers of principal councils with respect to emergencies or disasters) are delegated to the Council which has appointed the Head of Paid Service as defined in paragraph 3 below in the circumstances set out in paragraphs 4-7 below.
3. The Head of Paid Service is the person appointed by one of the Councils under section 4 Local Government and Housing Act 1989 who, following the convening of the Strategic Coordinating Group ('Gold Command') to respond to an incident requiring a 'Level 2' response (as defined in paragraph 4 below) has agreed to discharge the functions under section 138(1) Local Government Act 1972 ('the functions') on behalf of the Councils.
4. An emergency requiring a Level 2 response is a single site of wide-area disruptive challenge which requires a coordinated response by the relevant agencies.
5. The functions hereby delegated shall not be exercised until resolutions delegating the functions have been made by all the Councils.
6. The powers hereby delegated to the Council which has appointed the Head of Paid Service shall not include any power to incur expenditure or to make grants or loans to any person unless either:
 - the Head of Paid Service has received confirmation from the Minister that expenditure reasonably incurred by the Head of Paid Service in taking immediate action to safeguard life or property or to prevent suffering or severe inconvenience will be reimbursed by HM Government; or
 - the Head of Paid Service has received confirmation on behalf of the Council(s) in whose area(s) the incident has occurred that expenditure reasonably incurred by the Head of Paid Service in taking immediate action to safeguard life or property; to prevent suffering or severe inconvenience and to promote community cohesion and a return to normality, will be met by the Council (or Councils in proportions to be agreed by them).
7. In the event the Minister has confirmed that expenditure will be reimbursed by HM Government, the Head of Paid Service shall, insofar as reasonably practical, consult with and inform the Council(s) in whose area(s) the incident has occurred regarding any action proposed to be taken.

3. BUSINESS CONTINUITY DISRUPTIONS

3.1 Definition of a Business Continuity Disruption

The Civil Contingencies Act 2004 requires local authorities and other Category 1 Responders to

"Maintain plans to ensure that they can continue to perform their functions in the event of an emergency, so far as is reasonably practical."

This duty relates to all functions, not just their emergency response functions. A key element is the requirement to maintain essential services to the public.

The Councils' may be affected by a disruption to their services, whether those provided directly, or by their contractors or suppliers, by incidents such as a power outage, industrial action, a fuel shortage, high levels of sickness absence, the loss of a building due to fire or flood, or a critical team winning several millions on the Lottery on Saturday and simply not turning up on Monday morning².

The Councils' may also face business continuity disruptions caused by a major emergency in the community. The incident itself may prevent access to premises or travel disruptions, and the response the Councils' make in support of the emergency services and the residents and businesses affected by the major emergency may have an adverse impact on staffing levels and use of resources.

Examples of the type of event that could cause business continuity disruptions to Council services include the following. (This list is not exhaustive, and disruption to business continuity may include a combination of events.)

- Impact on staff and services responding to a major emergency
- Loss of electricity, gas or water supply
- Loss of IT infrastructure
- Loss of the use of premises (in part or total)
- Disruption to the supply chain.
- Failure of contractors/suppliers of commissioned services
- Industrial action
- Staff illness
- Pandemic Influenza

² A London borough Housing Benefits Team

3.2 Emergency Response to Disruptions

Disruptions to individual services will be dealt with by their service managers in accordance with their Service Continuity Plans.

Disruptions that apply across a number of services or across the whole Council will see the activation of this Contingency Management Plan and the Service Resilience Group and the opening of the Borough Emergency Control Centre, so that priorities may be assessed and so that the response to the major emergency and business continuity elements of this plan may be fully integrated.

3.3 Service Criticality and Priority Ratings

Criticality is expressed as those functions that underpin the Council's emergency management/civil protection response to emergencies; the impact on human welfare, the environment and security; legal implications in respect of statutory requirements; financial implications, and reputation.

The criticality of individual Council services has been assessed against the following priority levels³:

Priority 1 – Service must be recovered within 24 hours

Priority 2 – Service must be recovered within 48 hours

Priority 3 – Service must be recovered within 7 days

Priority 4 – Resources available to support continuity of P1 and P2 Services

³ Tri-Borough

4. ACTIVATION OF THE CONTINGENCY MANAGEMENT PLAN

4.1 Duty Silver

Designated and experienced Council staff form the Duty Silver teams in each borough, and have responsibility for determining the level of initial Council response to an emergency and/or business continuity disruption and for initiating the call-out procedures. Their names and telephone contact numbers are in the contacts directory.

These officers are required to have at their desk and at home a copy of the Contingency Management Plan Parts One and Two, Action Cards, telephone call-out lists, and Incident Log Sheets, so that on receipt of an alerting call (in or out of hours) they can fully activate the emergency procedures.

4.2 Plan Activation Process

The local authority might be required to respond to a various incidents or emergencies:

- An emergency in the community, requiring the assistance and response of the Council in support of the emergency services and the affected community.
- A business continuity disruption within the Council, affecting its premises and/or employees with a consequent disruption to the continued provision of services.
- An emergency in the community that also disrupts the continued provision of Council services, either because of the emergency itself or in consequence of the provision of Council resources in supporting the community.

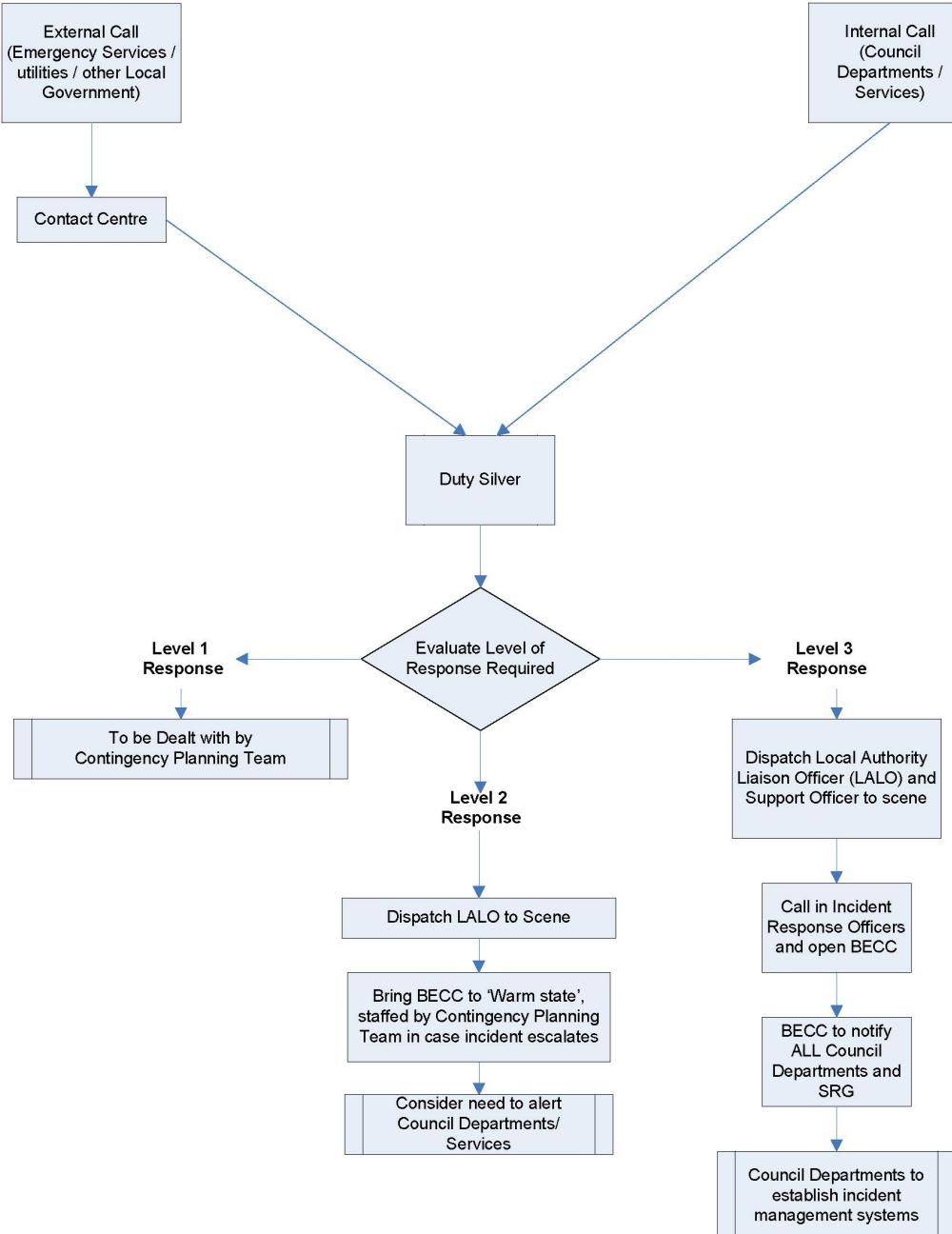
The level of Council response will be determined by the level of the impact of the emergency, and these levels are set out in Section 4.5 of this Plan.

Calls for Council assistance in an incident or emergency in the community will generally originate from the emergency services, the Met Office or National Flood Forecasting Centre, from the London Local Authorities Coordination Centre (LLACC) or from another local authority seeking mutual aid. Calls may also originate from a Council department or Service Provider.

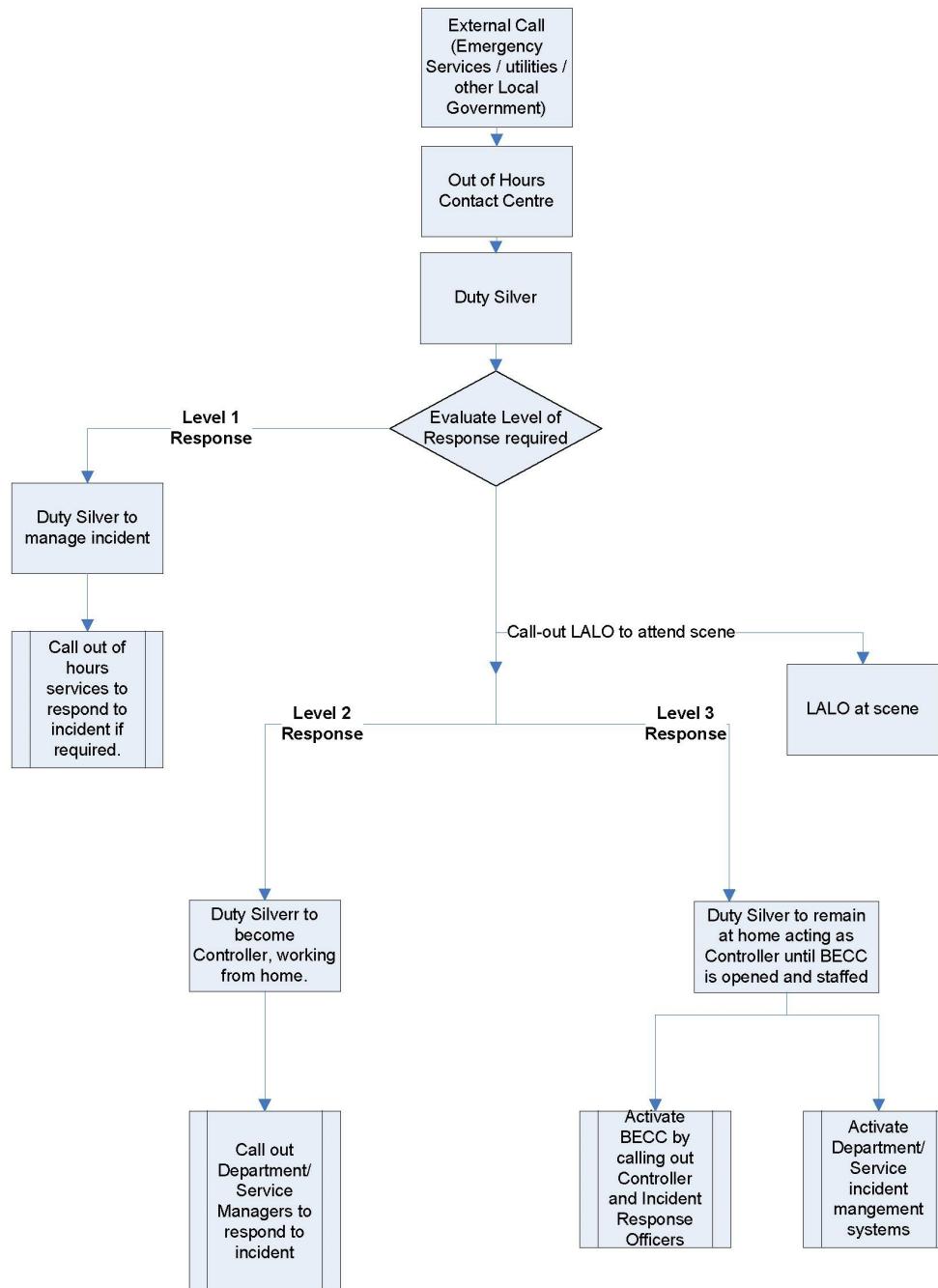
Activation of this Contingency Management Plan in either borough will involve the following roles within that borough:

Council Contact Centre (in-hours or out-of-hours) Call-Agent	Will receive initial call from emergency services, another Category 1 or 2 Responder, the LLACC, a Council Officer or department, and pass details to the Duty Silver.
Duty Silver	Will determine the level of response required and call-out the necessary response staff from the Council Departments.
Local Authority Liaison Officer (LALO)	Will represent the Council at the scene of the emergency as 'Council Silver'. Will liaise with the emergency services, determining the initial response and calling forward resources via the Borough Emergency Control Centre (BECC) if opened or via the Duty Silver.
Borough Emergency Controller (Silver)	Will co-ordinate the Council's overall response from the BECC during working hours, and also for a Level 3 emergency out of hours.
Council Departments and Services, including commissioned/contractor provided services	Will take responsibility for managing the provision of their services in response to the emergency or disruption and will maintain liaison with the Duty Silver or Borough Emergency Controller.

4.3 Initial Call – in office hours



4.4 Initial Call – out of office hours



4.5 Scale and Impact

The type and scale of emergency will dictate the level of response required. Duty Silver should use the criteria below to determine the level of response.

Levels of Plan Activation and Response			
Response Levels		Impact on the Community (examples)	Council Response (examples)
1	MINOR (Limited)	<ul style="list-style-type: none"> Short-term evacuation of low numbers of residents with no/few special needs for 3-6 hours. Shelter rather than full Emergency Rest Centre. Severe weather warnings requiring assessment and dissemination to council services. Early stages of a 'rising-tide' emergency, such as fuel supply disruption, pandemic flu, etc. 	<ul style="list-style-type: none"> Duty Silver informed. Contingency Planning Team deal with incident without need for BECC to be activated. LALO if there is a scene. Support from key services.
2	MEDIUM (Disruptive)	<ul style="list-style-type: none"> Evacuation of housing block or a wide residential area requiring low to medium level shelter. Low levels of injuries or fatalities. Evacuation of care home or hospital. Internal failure of IT infrastructure or telecoms, or an electricity failure affecting the servers, with some impact on business continuity for critical council services. 	<ul style="list-style-type: none"> LALO at scene. BECC in 'warm' state, being staffed mainly by Contingency Planning Team staff, but ready for full activation if the incident escalates to Level 3. There may be a small amount of response or support activity in individual services within departments, and contact with the LALO and CPT.
3	MAJOR (Severe)	<ul style="list-style-type: none"> Major disruption to residents and businesses. Local incident resulting in high levels of fatalities. Large-scale and long-duration evacuation of residents. Water or electricity supply failure affecting multiple wards for over 24 hours. Complete wide-area telecoms failure. Wide-area flooding (including surface and groundwater). Severe and prolonged severe weather. Terrorist incident in borough. Support to Cat 1 Responders required. LLAG/LLACC Activation for a pan-London emergency. Business continuity disruption being experienced by multiple services across many Council departments. 	<ul style="list-style-type: none"> LALO at scene. BECC fully activated and staffed by Duty Silver and Incident Response Officers. Resources from many or all Departments may be required, and for which mobilisation and coordination will be necessary. All Departments' senior management teams informed. Chief Executive of affected borough informed. Consideration given to calling a Tactical Coordinating Group. Consideration given to establishing the Strategic Coordinating Group.

4.6 Levels of Plan Activation and Response

Minor (Limited)		
Definition	Low-level impact on residents and council services.	
Example Incidents	<ul style="list-style-type: none"> • Short-term evacuation of low numbers of residents with no/few special needs for 3-6 hours. Shelter rather than full Emergency Rest Centre. • Severe Weather Warnings requiring assessment and dissemination to council services. • Early stages of a 'rising tide' emergency, such as a fuel supply disruption, pandemic flu, etc. 	
Response		Required?
Key Roles	Activate Duty Silver	YES
	Activate LALO	Potentially
	H&F: Activate Welfare Bronze	Potentially
	Use of Housing Options	Potentially
	H&F: Activation of Reception Centre Bronze	Potentially
	RBKC: Activation of British Red Cross	Potentially
	BECC Team	No
	Duty Press Officer	Potentially
	Activate Council Gold	No
Council Management	Activation of BECC and BECC Team	No
	Activation of Tactical Coordinating Group	No
	Activation of Strategic Coordinating Group	No
Communications	Text Alert to Council Emergency Responders and partners	Potentially
	Text Alert to TCG and BECC Team	No
	Text Alert to Members	No
	Staff Information Line	No
	Public Information Campaign	No
	Day and Night Contact Centre Involvement	Potentially
Multi-Agency Arrangements	Multi-agency Gold Meetings	No
	Silver Coordinating Meetings	Potentially
	Health and Wellbeing Group	No
	London Local Authority Coordination Centre	No

Medium (Disruptive)		
Response		Required?
Key Roles	Activate Duty Silver	YES
	Activate LALO	YES
	H&F: Activate Welfare Bronze	Potentially
	Use of Housing Options	Potentially
	H&F: Activation of Reception Centre Bronze RBKC: Activation of British Red Cross	Potentially
	BECC Team	Potentially
	Duty Press Officer	YES
	Activate Council Gold	YES
Council Management	Activation of BECC and BECC Team	No
	Activation of Tactical Coordinating Group	No
	Activation of Strategic Coordinating Group	No
Communications	Text Alert to Council Emergency Responders and partners	Potentially
	Text Alert to TCG and BECC Team	Potentially
	Text Alert to Members	Potentially
	Staff Information Line	Potentially
	Public Information Campaign	Potentially
	Day and Night Contact Centre Involvement	Potentially
Multi-Agency Arrangements	Multi-agency Gold Meetings	No
	Silver Coordinating Meetings	YES
	Health and Wellbeing Group	Potentially
	London Local Authority Coordination Centre	No

Major (Severe)		
Definition	Serious impacts for a local area, potentially across the whole borough or the London region. Activation and coordination of a wide range of council services is likely, with services possibly working in a way that has not been pre-planned.	
Example Incidents	<ul style="list-style-type: none"> • Major disruption to residents and businesses. • Local incident resulting in high levels of fatalities. • Large-scale and long-duration evacuation of residents. • Water or electricity supply failure affecting multiple wards for over 24 hours. • Complete wide-area telecoms failure. • Wide-area flooding (including surface and groundwater). • Severe and prolonged severe weather. • Terrorist incident in borough. • Support to Cat 1 Responders required. • LLAG/LLACC Activation for a pan-London emergency. • Business continuity disruption being experienced by multiple services across many or all Council departments. 	
Response		Required?
Key Roles	Activate Duty Silver	YES
	Activate LALO	YES
	H&F: Activate Welfare Bronze	YES
	Use of Housing Options	Potentially
	H&F: Activation of Reception Centre Bronze	Potentially
	RBKC: Activation of British Red Cross	
	BECC Team	YES
	Duty Press Officer	YES
	Activate Council Gold	YES
Council Management	Activation of BECC and BECC Team	YES
	Activation of Tactical Coordinating Group	YES
	Activation of Strategic Coordinating Group	Potentially
Communications	Text Alert to Council Emergency Responders and partners	YES
	Text Alert to TCG and BECC Team	YES
	Text Alert to Members	YES
	Staff Information Line	YES
	Public Information Campaign	YES
	Day and Night Contact Centre Involvement	YES
Multi-Agency Arrangements	Multi-agency Gold Meetings	Potentially
	Silver Coordinating Meetings	Potentially
	Health and Wellbeing Group	Potentially
	London Local Authority Coordination Centre	Potentially

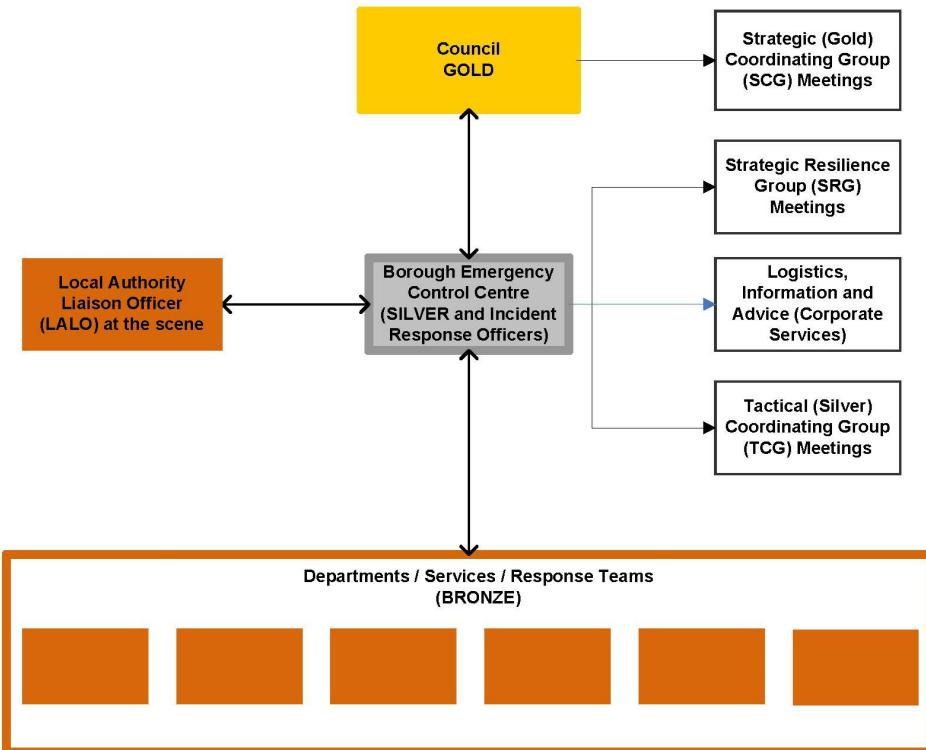
5. COMMAND, CONTROL AND COORDINATION (C3)

5.1 Emergency Management Overview

The response to an emergency affecting the community and/or a business continuity disruption to Council services, whether Sudden Impact or Rising Tide, will be managed from the **Borough Emergency Control Centre** (BECC).

Command, Control and Coordination of the Council's response will be conducted by the team in the BECC consisting of a **Borough Emergency Controller** (Silver) and **Incident Response Officers** dealing with the services listed below. The Council will be represented at the scene of the emergency or business continuity disruption by a **Local Authority Liaison Officer** (LALO).

The **Incident Response Officers** will liaise with the **responding departmental services** (Bronze) and will co-ordinate their responses. Sitting above in a strategic management role will be the **Strategic Coordinating Group (Gold)** (extended Joint Management Team, chaired by the Chief Executive of the affected borough).



5.2 Roles and Responsibilities (summary)

During an emergency, council staff and resources will be used outside of their day-to-day role in order to support the response.

Role / Service	Responsibilities / Functions
Council Gold (Strategic)	<ul style="list-style-type: none">Determine the Council's strategic course of action.Lead the Strategic Coordinating Group.Liaison with Leader and other Members.Attend, or be represented at, multi-agency Strategic Coordinating Group meetings.
Council Strategic Coordinating Group (SCG)	<ul style="list-style-type: none">Support Council Gold in creating the response Strategy.Oversee and coordinate the Council's response strategy to internal service disruptions and to external emergencies.Provide directorate leadership and liaison.
Council Silver / Borough Emergency Controller (Tactical)	<ul style="list-style-type: none">Assess incident and activate the Council's response.Develop the response Tactical Plan for responding to the emergency.Become Borough Emergency Controller if BECC is opened, supported by Incident Response Officers.Liaise with Council Gold/SCG.
Borough Emergency Control Centre (BECC)	<ul style="list-style-type: none">The place from which the Council's response to a major emergency or business continuity disruption is coordinated and managed.Coordinate the Council's response, liaising with Council Gold, Council Bronze services, and external agencies.
Council Service Resilience Group (SRG)	<ul style="list-style-type: none">Departmental and key service representatives will support the BECC in responding to service disruption and in developing and delivering the Tactical Plan.
Tactical Coordinating Group (TCG)	<ul style="list-style-type: none">Either a 'Silver Coordinating Group' at the scene, attended by the LALO for the Council; orA multi-agency group that might meet away from the scene to discuss the tactical plan for dealing with the incident.
Local Authority Liaison Officer (LALO)	<ul style="list-style-type: none">Liaison with the emergency services at the scene of the emergency.Represent Council Silver in multi-agency Silver Coordinating Group meetings.
Council Services Bronze (Operational)	<ul style="list-style-type: none">Responding Council departments/services.Council supplied resources at the scene and in support (e.g. Rest Centres)

5.3 Role of the Service Resilience Group (SRG)

The Borough Emergency Control Centre (BECC) will oversee and coordinate the Council's response to a major emergency affecting the community and an internal business continuity disruption or an emergency affecting many services across the Council.

A meeting of the SRG will be called whenever an incident affects a range of services or when a response to an emergency requires the combined efforts of a range of council services. The SRG will advise and support the BECC in the development and coordination of the tactical response to the disruption, coordinating departmental actions and communications on behalf of and reporting to the BECC.

Composition of the Service Resilience Group

The SRG will be chaired by the Borough Emergency Controller (Duty Silver), or by an appointed Recovery Manager.

The SRG will be attended by a representative of each department or key service. The standing SRG membership is:

<u>Shared Services Departments</u>	<u>Single Borough Departments/Services</u>
• Environment, Leisure and Residents Services	• Media and Communications
• Transport and Technical Services	• Housing
• Human Resources	• Planning and Borough Development
• Adult Social Care	• IT and Telecoms
• Children's Services	• Corporate Property
	• Finance

A minute-taker (Loggist) should be appointed to keep a record of decisions taken at meetings, and to keep a log of the actions and decisions of the Chair of the SRG outside of meetings.

The initial activities of the SRG will include:

- Assessing the extent of the disruption and the impacts on the Borough's services.
- Supporting critical services (P1 and P2) to ensure they are maintained in accordance with their Service Continuity Plans.

- Prioritising the restoration of services and identifying those required to respond to a Major Emergency.

Service Resilience Group Meeting

SRG members should undertake an impact assessment for their department/services prior to the first SRG meeting taking place.

First Meeting Agenda

1	Receive situation briefing from the Borough Emergency Controller or Duty Silver about the nature and scale of the emergency: <ul style="list-style-type: none">• Internal Business Continuity impact Issues• Major Emergency response issues• Impact on the Community (residential and business)
2	Departments/key services to provide briefing about the impact of the emergency or disruption on their Departments and individual services.
3	Determination of critical services and prioritisation for support/restoration.
4	Identification and allocation of resources (available and/or required) to support critical services; including: <ul style="list-style-type: none">• IT and networks requirements.• Office space and furniture requirements.• Equipment requirements.
5	Consider the longer-term resource requirements if the disruption may continue beyond a few days.
6	Consider the communications strategy for staff and Members.
7	Consider the longer-term welfare and support issues for staff.
8	Consider financial arrangements.
9	Consider legal issues.
10	Consider role of elected members.
11	Formulate a business recovery and/or community recovery strategy.
12	Any Other Business.
13	Clarify actions from meeting.
14	Set programme of future meetings and situation reports/updates.

5.4 Role of the Gold (Strategic Coordinating) Group (Gold or SCG)

The Strategic Coordinating Group will meet when the nature of the emergency or business continuity disruption requires oversight of the emergency response and determination of the Council's medium and long-term strategy for recovery.

The SCG should not become involved in the direct management of the Council's emergency response, but work away from the BECC to ensure that resources will be available for the response and to develop a strategy for returning the community and/or Council services to normality as soon as possible.

The Chief Executive will be informed of the emergency by the Borough Emergency Controller (Silver). Together, they will consider the need for a meeting of the SCG, and the potential involvement of Members. A BECC Officer will organise any meetings required, with the help of the Chief Executive's staff and Governance Services. A suggested agenda for the first SCG meeting is on the next page.

Composition of the Strategic Coordinating Group

The Chief Executive of the affected borough will determine the composition of the SCG according to the nature of the incident or business continuity disruption. A large impact incident or disruption is likely to require the following:

Chief Executive	Director of Human Resources
	Director of Legal Services
Executive Director, Environment, Leisure and Residents Services	Executive Director of Planning and Borough Development
Executive Director, Transportation and Technical Services	Director of Strategy and Local Services
Adult Social Care Lead	Head of Financial Services
Children's Services Lead	Head of Media and Communications

A member of the SCG will be appointed to attend any multi-agency Strategic Coordinating Group meetings called by the Police.

The Chief Executive will chair meetings of the SCG.

A minute-taker (Loggist) should be appointed to keep a record of decisions taken at meetings, and to keep a log of the actions and decisions of the Chief Executive outside of meetings.

Gold (Strategic Coordinating) Group Meeting

First Meeting Agenda	
1	Receive situation briefing from the Borough Emergency Controller about the nature and scale of the emergency: <ul style="list-style-type: none">• Major Emergency response issues• Internal Business Continuity impact Issues• Impact on the Community (residential and business)
2	Formulate and promulgate an initial Gold Strategy for responding to the incident.*
3	Receive briefings from Executive Directors about the impact of the emergency or disruption on their Departments.
4	Consider forward resources (people and materiel) needs, including mutual aid assistance from other local authorities.
5	Consider any community cohesion and community reassurance issues.
6	Consider any humanitarian assistance needs.
7	Consider the media and communications strategy for: <ul style="list-style-type: none">• Media and Public, including Community Groups and Businesses• Staff
8	Consider the longer-term welfare and support issues for staff.
9	Consider financial arrangements, including the Bellwin Scheme.
10	Consider legal issues.
11	Consider the role of elected members and any wider political issues.
12	Formulate recovery strategy.
13	Any Other Business
14	Clarify actions from meeting.
15	Set programme of future meetings and situation reports/updates.

* Default Gold Strategy

The default, generic, Gold Strategy for any emergency will be:

- To work with other agencies to save and preserve life.
- To provide humanitarian assistance to those in distress.
- To protect the environment and critical infrastructure.
- To speed the return to normality.

5.5 Role of the Tactical Coordinating Group (TCG)

Depending on the scale and scope of a major incident or emergency, the responding agencies may establish a Tactical (Silver) Coordinating Group. At the scene of an incident, this will include the tactical commanders and coordinators of all responding agencies. The BECC will be represented at meetings of the TCG by the Local Authority Liaison Officer.

A TCG may also be formed to assist in the development of the responding agencies tactical response plan, particularly if the incident does not involve a specific 'scene'. This group may include managers from key responding Council services, and also representatives from other agencies (such as the Police, Environment Agency, Public Health England and others).

5.6 Retention of Evidence/Documentation

Major incidents are often followed by calls for a public enquiry, and violent deaths bring Coroner's inquests. Investigations by enforcement authorities are certain and claims for compensation will be made early on in the incident.

Many of the reports, memoranda, letters and records relating to Council activities prior to an emergency or disaster (planning decisions, risk assessments, service provision decisions, etc.), may turn out to be crucial after the event. The historical background to a major incident will play a large part in determining responsibility and therefore legal liability to the victims.

The checklist shown below will be a good measure of protection against post-incident allegations that parts of the crucial historical background have gone astray. The Duty Silver should consult with the Director of Legal Services to ensure that measures to preserve evidence/ documentation are put in place in the first few hours of the initial response.

Immediate Action Checklist - Evidence and Documentation Preservation

- Suspend all document destruction and archiving procedures.**
- Notify all staff of their obligations to locate, preserve and safeguard documents.**
- Emphasise the continuing nature of those obligations.**
- Nominate an officer to co-ordinate preservation of documentary evidence.**
- Draw up a list of personnel able to assist with location and collation of documents.**
- Give advice on the conditions of legal professional privilege.**
- Notify all offices to collate and report files held.**
- Print relevant computer data (including electronic mail) on disc or tape.**
- Set in train procedures to retrieve potentially relevant files from archive.**
- Initiate recovery and safe custody of originals and all copies of internal documents.**

5.7 Stand Down

It will be the responsibility of the Duty Silver to decide when it is appropriate to stand-down the BECC and the management of the emergency response via this Contingency Management Plan. The LALO, if deployed to or still at the scene, will be consulted.

There are no set criteria for this decision. However, in most cases the decision to stand-down will follow a reduction of liaison and co-ordination activity between the BECC if opened, the responding services and departments and (if deployed) the LALO, to an extent that it is practical to continue with normal management arrangements.

If the Gold Group has been sitting, either a final meeting with the Gold Group or a discussion between the Borough Emergency Controller and the Chief Executive should be held to confirm the status of the emergency before the decision to stand-down is taken.

If the nature and scale of the incident requires a Recovery Management Group to oversee the medium to long-term recovery, the BECC will segue from being the incident management control centre to the recovery co-ordination centre. This will enable a seamless transition between the two phases.

6. RECOVERY FRAMEWORK

6.1 Introduction

As the emphasis moves from response to a major emergency to recovery, the local authority will take the lead in facilitating the rehabilitation of the community and the restoration of the environment. It will play an enabling role in close collaboration with a wide range of bodies who are not routinely involved in emergency response (e.g. Regional Development Agency, building proprietors and land owners), and the residents of the communities affected.

Recovery is an integral part of the emergency management process. It can be characterised as the process of rebuilding, restoring and rehabilitating the community following an emergency. In particular, the local authority will work with partners to:

- Meet the longer-term welfare needs of survivors (e.g. social services support and financial assistance from appeal funds) and the community (e.g. anniversaries and memorials, help lines and drop-in centres); and
- Facilitate the remediation and reoccupation of sites or areas affected by the emergency.

A major business continuity disruption may have long-lasting effects and may need a structured recovery programme to restore all services fully. In particular, the local authority may have to:

- Relocate displaced services by renting additional accommodation, increased home working, and shared use of remaining office space.
- Work with telecoms and IT providers to reinstate systems.
- Seek staff with specialist skills from other local authorities via mutual aid.

There are three different aspects of emergency recovery the Council might be involved in:

1. Council Business Recovery: internal business continuity disruption.
2. Borough Emergency: affecting the community, and for which there is likely to be a multi-agency response.
3. Pan-London: an emergency affected London as a region, for which recovery will be led by a multi-agency group in the Strategic Coordination Centre.

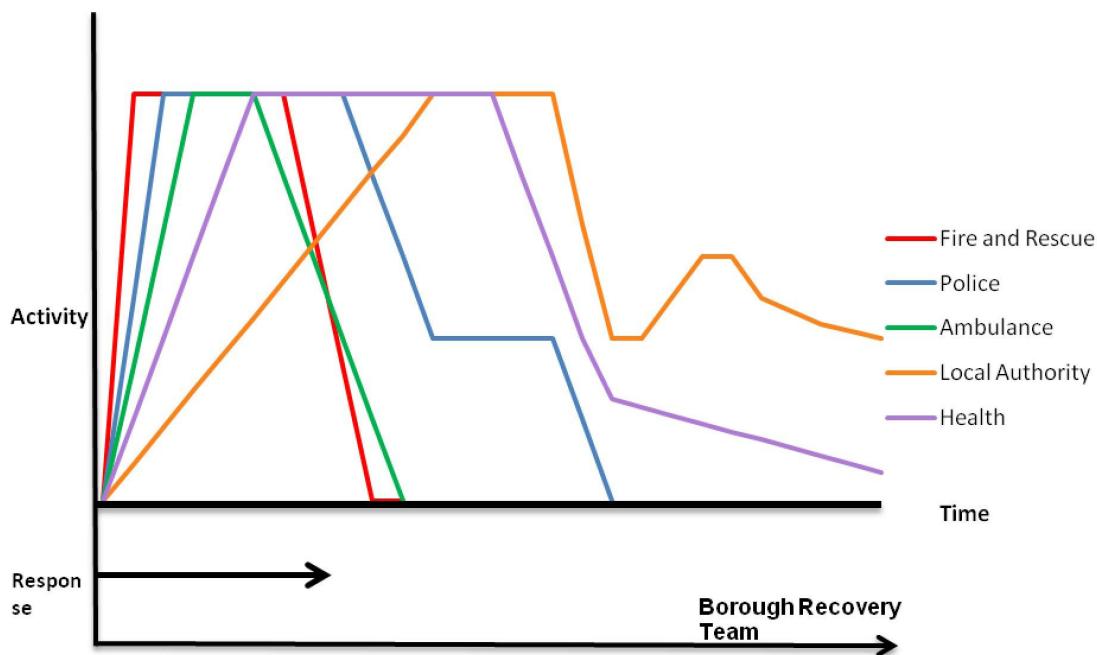
6.2 Recovery – Definition of Terms⁴

Recovery: the process of rebuilding, restoring and rehabilitating the community following an emergency.

Response: recovery is distinct from, but will usually overlap with, the Response phase which can be defined as the actions taken to deal with the immediate effects of an emergency.

Regeneration: Transformation and revitalisation – both visual and psychological. The transformation can be physical, social and economic, achieved through building new homes or commercial buildings, raising aspirations, improving skills and improving the environment whilst introducing new people and opportunities to the area.

6.3 Graphic: Multi-Agency Response through to Recovery



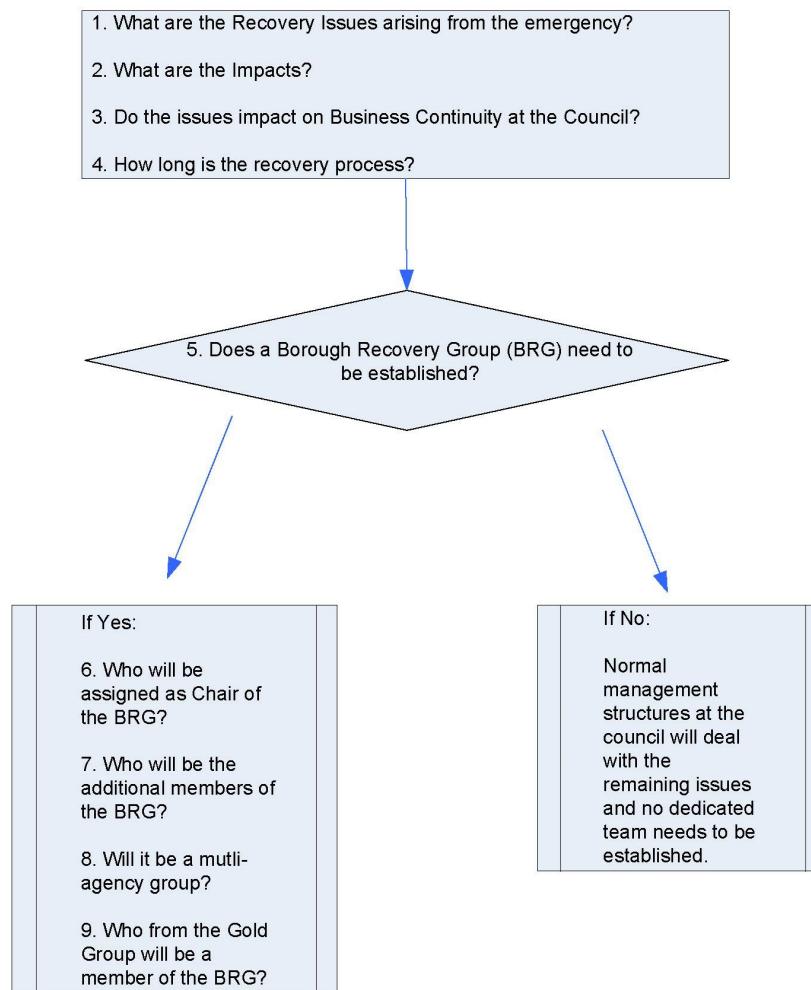
⁴ HM Government, Emergency Response and Recovery, Version 2, July 2009

6.4 Recovery Process

- Recovery is an integral part of any emergency management strategy and will often involve more stakeholders than the initial response. It is also important to note that recovery will often overlap with the Response phase of an emergency.
- Recovery is a co-ordinated process of supporting affected communities in the reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical well-being.
- Recovery is, however, more than simply the replacement of what has been destroyed and the rehabilitation of those affected. It is a complex social and developmental process rather than just a remedial process. The manner in which recovery processes are undertaken is critical to its success. Recovery is best achieved when the affected community is able to exercise a high degree of self-determination.
- Local communities may also look upon an emergency as an opportunity to regenerate an area. Again, this regeneration phase may overlap with the recovery phase.
- In many scenarios, the response phase to an emergency can be relatively short in contrast to the recovery phase. Recovery can take months or years to complete as it seeks to address the enduring human, physical, environmental, and economic consequences of emergencies.
- In accordance with the Civil Contingencies Act (2004), the Local Authority will take the lead in the recovery phase following a major emergency.
- A successful recovery phase is vital to all stakeholders within the borough and this plan sets out the policies and procedures for organising the response.
- The importance of involving the community has been recognised in previous major emergencies by the emergency planning community and this plan therefore involves key representatives from the community in this process.

6.5 Role of the Gold Group in the Recovery Phase

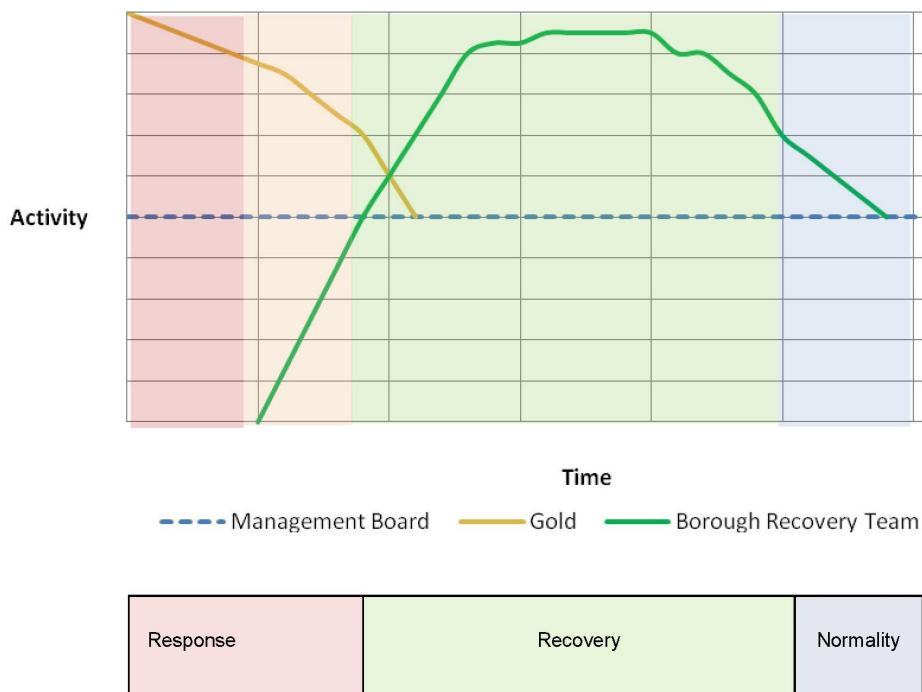
The Councils' Gold Group will have the pivotal role in forming the Recovery Strategy for the Borough. The Gold Group should be thinking about the Recovery Process from the start of the Response stage of an incident. The diagram below provides an overview of the issues that need to be considered by the Gold Group in terms of recovery from the start.



6.6 Timeline – Response to Recovery

The Councils' Gold Group is essentially the corporate Joint Management Team with additional advisers. During the height of the emergency the Gold Group may be convened specifically to address the forward strategy for responding to the emergency, and it is the Gold Group that will determine the initial requirements for recovery. After the initial burst of recovery activity and coordination, there will come a point when the Borough Recovery Group can report more routinely to the Management Board.

Response to Recovery



6.7 Borough Recovery Group (BRG)

The Borough Recovery Group is the decision making body for the Borough's recovery phase. Its primary function will be the development and maintenance of a recovery strategy and its subsequent implementation in the Borough.

The Local Authority will chair the BRG meetings and determine which agencies are to be represented as appropriate to the incident. The Group will be formed as soon as possible and its establishment should be considered at the start of the Response phase of the incident.

The Borough Emergency Control Centre will continue to be the link between all parts of the Council's response and recovery arrangements and the Gold Group.

6.8 Membership of the Borough Recovery Group

Membership will be dependent on the nature of the incident or emergency. A major business continuity disruption to Council services may require the participation of Facilities Management, Human Resources, Finance, Legal, Property, ISD, Networks, etc. A major emergency affecting the community may require the participation of, for example, housing, health, adult social care, children's service, Director of Public Health, environmental health and communications, together with representation from the emergency services, the health sector, the utilities, the business sector and the community.

6.9 Location of the Borough Recovery Group

The BRG will ideally meet in close proximity to the Borough Emergency Control Centre. The BRG will maintain direct contact with the BECC, which in turn will maintain contact with the Gold Group to ensure consistency of the recovery approach.

6.10 Frequency of Meetings

The Chair of the BRG should determine the frequency of meetings, allowing for response times from those tasked with actions and the frequency of sub-group meetings (again allowing for feedback from these groups). These meetings may become less frequent as the recovery strategy is delivered.

6.11 Borough Recovery Group First Meeting Agenda

1 st Meeting Agenda	
1	Introductions.
2	Briefing / progress report, including the latest impact assessment and the Gold Group strategy (brief overview, keep concise).
3	Agree membership of the Borough Recovery Group (BRG).
4	Agree Terms of Reference for the BRG.
5	Agree recovery strategy (including objectives and targets as necessary).
6	Agree immediate actions and/or urgent issues related to the emergency.
7	Formulate initial recovery action plan and delegation of tasks (including deciding on what sub-groups may be required).
8	Frequency/schedule of future meetings.
9	Any Other Business.

Notes or minutes of the meeting should be taken as well as the maintenance of a key decision/action log. Local Authority support staff may be brought in for this function.

6.12 Recovery Sub-Groups

The Borough Recovery Group will decide if the formation of sub-groups is appropriate to handle specific elements of the Borough's recovery, and if so, will take advice from these sub-groups (the Chairs of which will form part of the Borough Recovery Group). Potential sub-groups that could be applicable are:

- Community Recovery Committee
- Health and Welfare Recovery Group
- Business and Economic Recovery Group
- Communications Recovery Group
- Finance and Legal Recovery Group

Other/alternative sub-groups should be formed if deemed appropriate. These sub-groups would meet wherever most appropriate as decided by the Chair.

6.13 Developing a Recovery Strategy

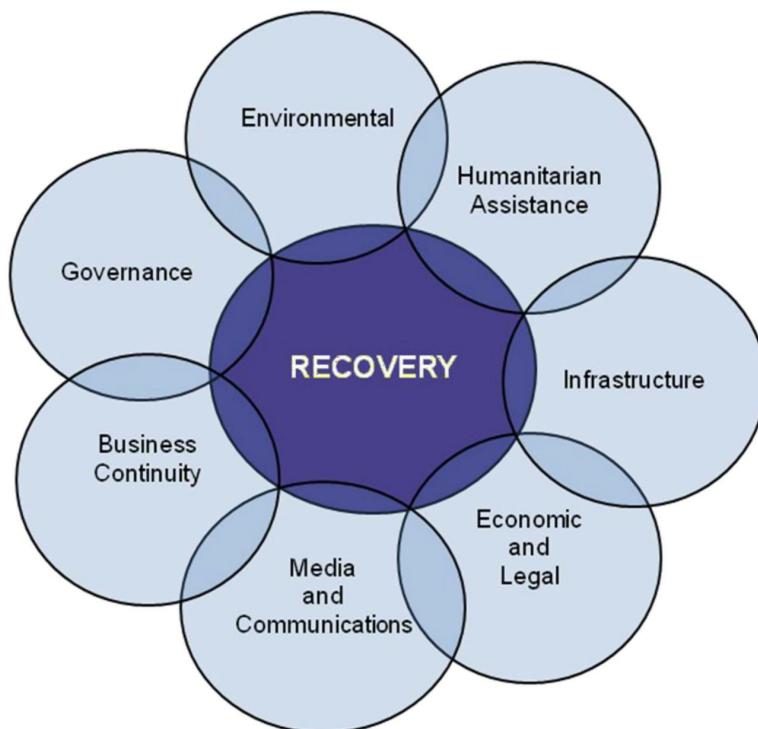
At the beginning of any recovery process it is important to ensure there is a clear strategy in place to achieve a coordinated and integrated approach by all stakeholders. It is important that the recovery strategy remains flexible to allow for the indeterminate nature of emergency incidents and changing priorities. The recovery strategy set will be reviewed and reassessed at pre-determined intervals (agreed by the Borough Recovery Group) to ensure that milestones are being met and resources allocated appropriately.

6.14 Impact Identification

The first stage of the recovery strategy is to identify the impacts caused by the emergency incident. Emergencies affect communities in a wide variety of ways extending well beyond those directly affected, eg. through injury, bereavement, loss of property, evacuation, interruption to business.

They may adversely affect, for example, onlookers, family and friends of victims or survivors, response and recovery workers, and the wider community, as well as the economy and businesses, physical infrastructure, and the environment.

All emergency incidents will have different components and priorities. However, the following diagram identifies seven key components which need to be considered when determining the Recovery Strategy for the incident.



6.15 Key Components of Recovery

The following table highlights the key considerations that should be focussed on by the Gold Group and Borough Recovery Group when formulating the Recovery Strategy.

Humanitarian Assistance	<ul style="list-style-type: none">• Needs of People – Health• Displaced communities• Foreign nationals• Community engagement• Commemoration• Community cohesion• Needs of People – Non Health• Environmental pollution and decontamination• Finance support for individuals• Investigations and prosecutions• UK residents affected by overseas emergencies• Non-resident UK nationals returning from overseas• Mass fatalities• Dealing with insurance issues
Infrastructure	<ul style="list-style-type: none">• Access to and security of sites• Utilities• Repairs to domestic properties• Historic environment• Site clearance• Dealing with insurance issues• Damaged school buildings• Transport
Economic and Legal	<ul style="list-style-type: none">• Economic and business recovery• Financial impact on the local authority• Legal impacts on the local authority
Media and Communications	<ul style="list-style-type: none">• PR management• Warning and informing the public• Warning and informing staff
Business Continuity	<ul style="list-style-type: none">• Impacts on council services• Premises availability• Staff welfare
Governance	<ul style="list-style-type: none">• Liaising with Members• Media strategy• Political implications
Environmental	<ul style="list-style-type: none">• Environmental pollution and decontamination• Dealing with waste• Animal health and welfare

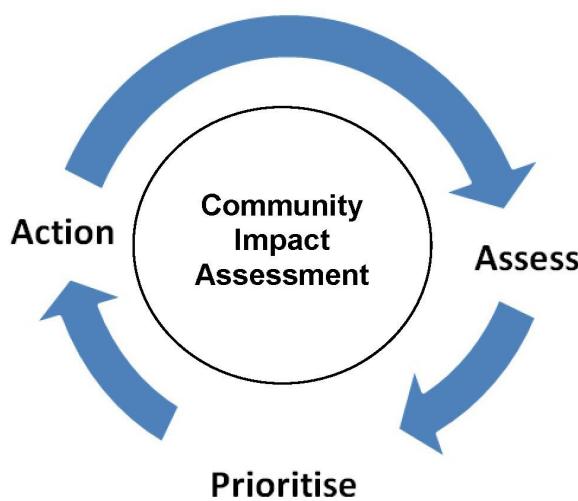
When the initial recovery strategy has been set by the Gold Group, the BRG can conduct a Community Impact Assessment and determine the tactics to be employed that will meet the requirements of the Gold strategy. The impact assessment will also consider the impact on Council services in addition to the impact on the community.

6.16 Community Impact Assessment

Once the key areas of consideration have been determined a Community Impact Assessment can take place to ascertain the full impact and effect of the emergency in order to scope, prioritise and deliver the Borough's recovery effort. The method and focal points for any impact assessment will be determined on a case-by-case basis. A guide to the main areas to be considered follows.

The impact on businesses in the affected area(s) should be included in the assessment, so that economic recovery may be aided. However, it is important to recognise that the needs of businesses will be very different to the humanitarian assistance needed by residents and others affected by the emergency, and it may therefore be appropriate to produce separate Business and Community Impact Assessments.

The BRG should decide what action is needed and monitor the progress of these actions. The actions need to be SMART (Specific, Measurable, Achievable, Realistic and Time-based). The Community Impact Assessment is a continual cycle until the community has returned to normal or as close to normal as can be expected. The frequency of reassessment will gradually become longer until there is no longer any further benefit to be gained, or that the situation has been accepted or fully resolved.



If appropriate, the various recovery sub-groups many need to carry out specific community impact assessments focussing on their topic area. These assessments should then be brought together to form a fully comprehensive assessment.

6.17 Business Impact Assessments for Council Services

Business Impact Assessments should be carried out for any Council services that have been affected by the emergency, whether suffered directly by the services or in consequence of responding to the affected community. Business Continuity Plans for individual services, and for Departments, will be activated to respond to disruption, with particular emphasis on maintaining critical services.

It is important at this stage to link business continuity of Council services to the community recovery strategy, and so ensure that the Council is able to meet the demands of that strategy whilst still maintaining services at as near normal-state as possible. If there has been a significant disruption to Council services the Tactical Coordinating Group may have been established – see Section 5.3 of this plan.

6.18 Targets and Milestones

Every emergency situation will have differing priorities and will have a number of complex factors that may make it difficult to prioritise response efforts. It is therefore important to set targets linked to delivering the recovery strategy. Targets will not only provide the means to measure progress but also assist in deciding when particular activities may be scaled down. It is important to involve the affected community in setting and monitoring the targets. Suggested targets include:

- Demands on responding Council services are returned to normal levels and Business Continuity Plans can be stood down.
- Demands on other public services (including health) are returned to normal levels.
- Utilities are again fully functional.
- Transport is running normally.
- Local businesses are trading normally.
- Tourism in the area has been re-established.

However, the targets and milestones will ultimately be set on a case by case basis, depending on the particular circumstances of the incident or emergency.

6.19 Community Involvement

The most important aspect of any recovery strategy is to ensure that the Community are completely involved and consulted at all stages. If an area has been damaged or destroyed, or people harmed, it will not be possible to “return to normality”; normality will have to be redefined.

The recovery strategy should if possible also aim to encourage improvement through regeneration if the community approves. To achieve a successful recovery strategy the community needs to be involved to ensure that their needs and beliefs are fully considered during the decision making process. The community can be engaged through the formation of a Community Recovery Committee as mentioned in 6.12 above.

6.20 Documenting the Recovery Process

It is vital that records are kept of every decision and resulting action that was undertaken during the recovery phase of each group.

Each Borough Recovery Sub Group that is formed will maintain a Recovery Action Plan (see 6.21 below) for which the Chair will have the responsibility for preparing and maintaining. These are then all pulled together for review at the Borough Recovery Group meetings.

To aid the review of recorded information, it is recommended that each recorded action is given a Priority Rating where:

Priority Rating Categorisation:



This will assist in focussing the efforts of the myriad of partners who will be involved in the recovery process, and will enable the Borough Recovery Group meetings to focus on the *Essential* (E) and *Important* (I) actions if time is limited.

The “Status / Progress” column is colour coded (*Red / Amber / Green*) to quickly highlight how each action is progressing. This will enable the Borough Recovery Group meetings to focus on the *Red* and *Amber* actions, in accordance with time restrictions.

Status/Progress Categorisation:

-  • Outstanding
-  • In Progress
-  • Complete

6.21 Recovery Action Plan Template

6.22 Exit Strategy

The Chair of the Borough Recovery Group will determine in consultation with the Gold Group and the BECC when the group and the use of this framework will be stood-down.

These events will be formally communicated and documented, ensuring that the community needs have been satisfied, and that there is consensus from all participating agencies.

The final stand-down of the Borough Recovery Group could be many months or even years after the incident, depending upon the nature and scale of the emergency (e.g. continuing health monitoring or environmental cleanup).

Part of the stand-down process should be a formal debrief and evaluation of the incident and the actions, decisions and activities of the Borough Recovery Group and other elements of the recovery phase. This evaluation should be used to enhance plans for future incidents.

6.23 Formal Debrief and Identification of Further Action

The Borough Recovery Group will hold a formal debrief after the cessation of activities in order to identify and deal with issues that arose.

This debrief will involve key personnel from the organisations that were involved in the groups responsible for the recovery programme.

Each sub-group will hold their own separate debrief, and forward these findings to the Chair of the Borough Recovery Group. These debrief sessions will be the final meeting of the group and their timing and location will be arranged by the group Chair.

The chair of the Borough Recovery Group will produce a final report which captures all the issues that arose. The report will be sent to the Joint Chief Executive and the Gold Group for the purpose of identifying any further action required.

Issues of regional and national significance, or requiring regional or national action, will be passed to the London Local Resilience Forum (via the Local Resilience Team) for resolution or onward transmission to the relevant government departments.

Opportunities should also be taken to share the debrief report widely amongst responders (if possible) so that many may benefit from the learning. Consideration should also be given to producing case studies (with links to the full debrief report) for inclusion in the London Recovery Management Protocol and National Recovery Guidance.

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