Contingency Management Plan

For Major Emergencies and
Business Continuity Disruptions

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THE ROYAL BOROUGH OF
**KENSINGTON
AND CHELSEA**

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CONTENTS

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 Council's 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).

- Pubic 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 Council's 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 is to:

- Provide the Council's 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 Council's 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 the Council to any major incident or emergency that might arise in or affect the 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 Council's 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 for different incident tempos

Sudden Impact

An 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 for this Plan

Council's Contingency Planning Team is responsible for writing and maintaining this Plan, and for ensuring 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.

Departments and Service Providers have responsibility for:

- Ensuring that any part of the contents relating to their service is correct and up to date, ensuring any changes are immediately notified to the Contingency Planning Teams.
- Writing and maintaining service emergency plans and procedures
- Ensuring 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 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 Borough will participate in the regionally-organised exercises for the London Local Authority Gold (LLAG) and the London Local Authority Co-ordination Centre (LLACC) arrangements.

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

1.9 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, 2006
  http://www.cabinetoffice.gov.uk/resource-library/evacuation-and-shelter-guidance

- Heatwave Plan for England, Public Health England
  https://www.gov.uk/government/publications/heatwave-plan-for-england

- Cold Weather Plan for England, Public Health England
  https://www.gov.uk/government/publications/cold-weather-plan-cwp-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.

https://www.london.gov.uk/about-us/organisations-we-work/london-prepared/planning-emergencies-capital

- 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
  https://www.london.gov.uk/sites/default/files/london_risk_register_v7.pdf

- Kensington and Chelsea Borough Risk Register

Others

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

- Annexes of this Contingency Management Plan

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1.10 Plan Review and Governance Procedure

This plan will be reviewed and amended by the Contingency Management Team:

- no less than once every three years,
- and in the event of any significant changes within the organisation,
- and in the event of learning from exercises,
- and in the event of a significant incident or service disruption.

Minor amendments will be made by the Contingency Planning Team and signed off by the Contingency Planning Manager, if this does not constitute a substantive change to the emergency response arrangements. This will be recognised using version control. If the old version is V3.0, the new document will become V3.1.

The revised plan will be republished on KCNet.

Major amendments will be completed by the Contingency Planning Team and the Contingency Planning Manager will take it to the Executive Management Team for sign-off. This will be recorded in the Executive Management Team minutes.

Electronic copies will be provided to:

- Chief Executive
- Executive Directors
- Designated Council Silvers
- Resilience Advisers
- Borough Duty Officers
- Local Authority Liaison Officers
- Department Single Points of Contact (SPOC)

The revised plan will be available to all staff via the staff intranet KCNet, with a message in the staff briefing 'KC Briefly' alerting staff to the new version being available.

2. EMERGENCIES AND MAJOR INCIDENTS

2.1 Definitions

Emergency

An "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.

Major Incident

The emergency services may declare an event a "Major Incident" if the emergency is significant, if, due to the scale of incident and numbers of casualties, it requires a response and resources that exceed what they are normally able to provide. If an event is declared a major incident, it will almost certainly mean the local authority will need to implement their emergency plans is. What constitutes a declaration of a "Major incident" for the fire brigade will differ to that of the police and ambulance services.

A useful definition of Major Incident 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.

2.2 Examples of Incidents

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 taking place at the same time or as a consequence of the initial event.

- Avian Flu

- Collapse of Structures (buildings, bridges, etc)

- Death or injury to school pupils

- Evacuation of Housing Area, Schools, etc

- Events incidents in Sports Grounds and Stadia, and places of entertainment and at planned events.

- Explosion (gas or other explosive substance, industrial accident, or bomb)

- Flooding – Tidal from the River Thames, a breach of the Grand Union Canal, Burst Water Main, Blocked Drains, or excess surface water run-off

- Industrial Accidents, Escape of Dangerous Substances (toxic gases, radioactive material, petrol, chemical spillage)

- Major Fire

- Outbreak of Disease and Epidemics, including Pandemic Influenza, Rabies and Legionella

- Power Failures – Electricity or Gas

- Severe Weather - Storm Damage, Excessive Rainfall, Heatwave

- Terrorism, including Chemical, Biological, Radiological or Nuclear Attack, or attacks on crowded places

- Transport Accident on the River Thames or Grand Union Canal

- Transport Crash – Aircraft, Rail, or Major Road Crash

The emergency itself or provision of an emergency response may also disrupt the provision of Council services, requiring business continuity plans to be invoked.

Departments and Service Providers should be aware that many minor emergencies may 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 Management, Adult Social Care and Health and Children's Services for Emergency Rest Centre support, Building Control for dangerous structures advice, Environment and Communities for clearance of debris, , highways management and environmental health support, Resources and Assets for building and facilities management support, and Chief Executive team for a communications and public information strategy.

2.3   Stages of a Major Incident

Most major incidents and 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.

Stages of a Major Incident
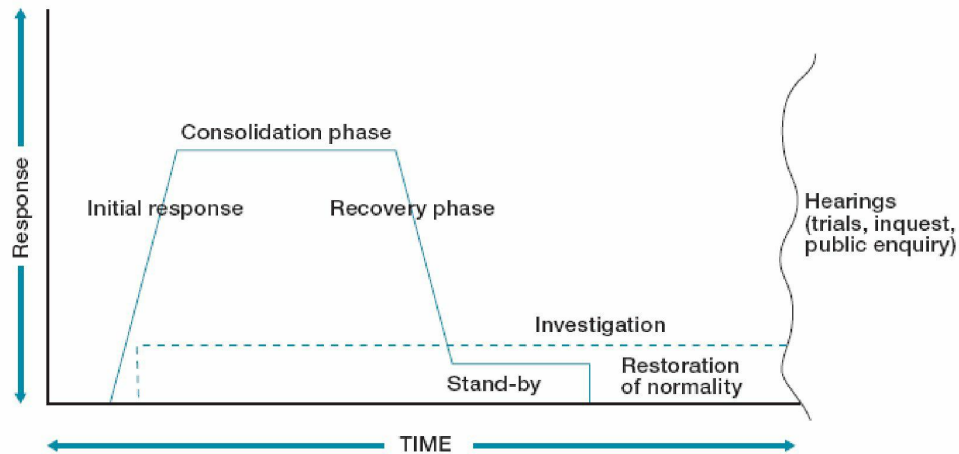
Stages of a major incident (LESLP)

2.4   Role of the Local Government

The role of local government 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:

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- 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.

2.5   Main Functions of the Emergency Services

Rescue will most frequently be the prime function required of the emergency services. Responsibility for the rescue of survivors lies with the London Fire Brigade (LFB). The care and transportation of casualties to hospital is the responsibility of the London Ambulance Service (LAS). Police will ease these operations by coordinating 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;
- The investigation of the incident and obtaining and securing of evidence in conjunction with other investigative bodies where applicable;
- The collection 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.

London Fire Brigade (LFB)

The primary areas of LFB 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 incidents via their Scientific advisors;
- Salvage and damage control;
- Safety management within the inner cordon; and
- To maintain emergency service cover throughout the LFB area and return to a state of normality at the earliest time.

London Ambulance Service (LAS)

The primary areas of responsibility for LAS 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 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 arrange the most appropriate means of transporting those injured to the receiving and specialist hospitals;
- To maintain emergency cover throughout the LAS area and return to a state of normality at the earliest time; and
- To act as a portal into the wider health services including Public Health England (PHE), 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 (MERIT)

The Scientific and Technical Advice Cell (STAC)

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

STAC is activated through Public Health England (PHE) via LAS Control.

The National Health Service (NHS)

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.

2.6   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 (Version 9.4, 2015), to which the following information relates.

The overall control of the scene of a major incident or emergency will by carried out by the Metropolitan Police Service, 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.

Cordons: Three cordons will be established. This will be done by the police in consultation with other agencies:

- **Inner cordon** – provides immediate security of the hazard area and potential crime scene;
- **Outer cordon** – seals off an extensive area around the inner cordon; and
- **Traffic cordon** – set up at or beyond the outer cordon to prevent unauthorised vehicle and cyclist   access to the area surrounding the scene.

The area inside the Inner Cordon may 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.

Forward Command Point (FCP): 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 Forward Command Point (FCP). The tactical commanders (colloquially referred to as '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 FCP.

SCENE ACCESS CONTROL
Provides focal point for support services prior to entering area.

CORDON ACCESS POINT

INNER CORDON
This secures the hazard and potential crime scene. Initially it will be cleared by police and LFB of all non-essential people.

Forward Command Point (FCP)

SCENE

Marshalling area

RVP

Pedestrian zone only

TRAFFIC CORDON
Prevents unauthorised vehicle access to the area.

OUTER CORDON
This forms a controlled area around the inner cordon. Only vetted people have access.

Locations to be determined by wind direction where appropriate

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.

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.

A **Multi Agency Marshalling Area (MAMA)**, 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.

2.7   Command Structures (Strategic, Tactical and Operational)

Command titles such as Strategic Commander and Tactical Commander are role, not rank, related. They are often referred to as Gold, Silver and Bronze colloquially.

Strategic Commander (Gold)

The Strategic Commander is in charge overall of their organisation, responsible for formulating the strategy for the incident. Each Strategic Commander controls the resources from their own organisation ad sets the strategic priorities for their resources and delegates tactical decisions to their respective Tactical Commanders. Strategic and Tactical Commanders will therefore be in frequent contact throughout the incident.

They normally operate away from the incident scene. The local authority Strategic Commander (Council Gold) will normally be the Chief Executive (or nominated deputy).

It may be necessary for Strategic Commanders from multiple agencies to meet together (in person or by teleconference) as a Strategic Coordinating Group (SCG), chaired by the Police. The SCG will consider joint strategic issues relevant to the incident.

If a local authority Gold representative is required to attend a SGC meeting at, say, the Met Police Special Operations Room (SOR), Council Gold may be represented by an Executive Director or other senior representative to allow the Chief Executive to remain in the borough to manage the Council's strategic direction.

Tactical (Silver)

The Tactical Commander's role is formulating the tactics to be adopted by their service to achieve the strategy set by the Strategic Commander. They 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 FCP if on scene or the Control Room if away from the scene. The tactical commander for the Council is Council Silver.

Tactical Commanders for each of the responding emergency services may attend the scene or they may be represented on scene by another officer. The Local Authority Liaison Officer (LALO) at the scene will represent the Council at Tactical Coordinating Group (TCG) meetings on behalf of Council Silver.

TCG meetings will usually be called by and chaired by the Police, although the London Fire Brigade may do this in the event of an ongoing hazardous scene. TCG meetings should initially meet close to the scene: but may be moved to more appropriate premises 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.

Operational (Bronze)

Operational managers will control and deploy teams of personnel and resources from their respective service within a geographical sector or specific role and implement the tactics formulated by the Tactical Commanders. There are likely to be many 'Bronzes'. The supervisors and leaders of teams of Council employees or contractors are in effect bronze commanders but are unlikely to use that term.

2.8 The Joint Decision Model (JDM)

The Joint Decision Model provides a common framework for decision making at incidents attended by multiple agencies. It establishes a common language to ensure that decisions are reached in a structured way and in a manner understood by all, i.e.

- What do we know?
- What do we need to do and the associated risks?
- What are the enabling or constraining powers, policies or procedures?
- What options are appropriate?
- Take action and check it is working?
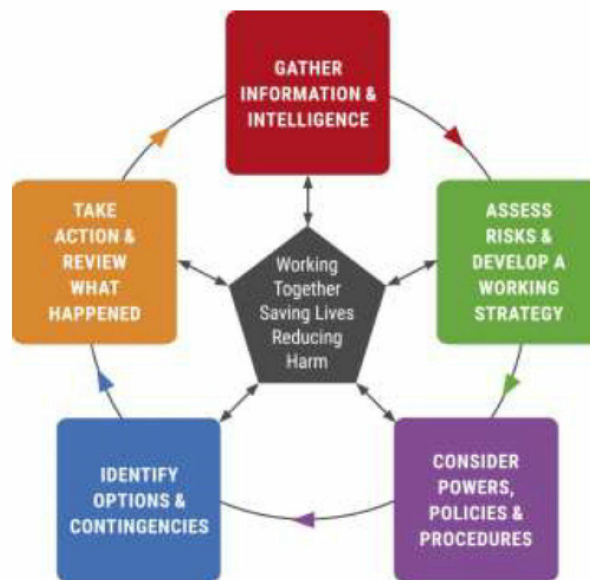
JESIP Joint decision model (JDM)

2.9 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 and this is coordinated via the London Local Authorities Coordination Centre (LLACC).

When the LLACC is operational and mutual aid is requested a Mutual Aid Request Form (available on shared folder available in the BECC) should always be used; it is designed to provide enough detail and reasoning about the mutual aid request to allow boroughs, the LLACC and the LLAG, to make decisions. It also allows for mutual aid requests to be shared with other boroughs without causing any delay in having to ask for further information. On the form boroughs will need to provide details on what actions have been undertaken to resolve issues locally prior to seeking support via the LLACC. The official template and supportive aide memoire for completion is held within the BECC templates folder in the collaboration site.

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

2.10 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.

Strategic Co-ordinating Group (SCG)

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

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 Council will be represented at meetings of the TCG by the Local Authority Liaison Officer.

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 Resilience Group and the London Fire Brigade, 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.

London Borough Emergency Control Centres (BECC)

All 33 London local authorities will open and staff their BECCs 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.

2.11 London Local Authority Gold Resolution (LLAG)

See over page for the wording of the London Local Authority Gold Resolution.

London Local Authority Gold Resolution (22 July 2011)

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 Incident

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."*   *CCA 2004*

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. A business continuity incident is:

> **'Any incident or event which either has caused, or has the potential to cause a significant impact on the delivery of an organisation's key services and activities'**   **ISO 22301**

The Council may be affected by a disruption to its 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 morning[1].

The Council 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 Council 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

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[1] A London borough Housing Benefits Team

- Industrial action

- Staff illness

- Pandemic Influenza

3.2   Service Response to Business Continuity 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 Tactical Management Group and the opening of the Borough Emergency Control Centre (BECC), 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 levels[2]:

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

A list of services and their priorities are provided in the RBKC Business Impact Analysis spread sheet held in the Contingency Planning Team shared folders. Those services which are designated as Priority 1 and Priority 2 services must all have business continuity plans in place, following a corporate template.

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[2] Tri-Borough

4. RBKC COMMAND, CONTROL AND COORDINATION

4.1 Command and Control Overview

During the response to an incident (internal Business Continuity (BC) or external emergency) affecting the community and/or Council services strategic command of the incident will come from the **Council Gold** (generally the Chief Executive) and Tactical level command will reside with the **Council Silver**.

Council Gold will be able to reach back to the **Council Group (CGG)** to assist them in strategic decision-making and disseminating strategic information and priorities as needed throughout Council departments. Council Gold will determine the best person to attend multi-agency Strategic Coordination Group (SCG) meetings.

Council Silver may be supported at a tactical level by the **Council Silver Group (CSG)**, which consists of service level managers from across the relevant departments. Council Silver will also be directly supported by the Borough Emergency Control Centre (BECC).

The BECC manages the coordination of the response provided by multiple council services. It is staffed by a dedicated BECC Manager and a team of BECC Officers. Also in the BECC will be representatives from the Communications Team and where necessary, representatives from specific relevant council services. In most circumstances, council services will continue to work from their normal locations and maintain liaison with the BECC to provide situational awareness.

The Council will be 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 to the BECC to maintain situational awareness. They may attend the multi-agency Tactical Coordination Group (TCG) on behalf of Council Silver.

The diagram on the following page depicts how all of these elements work together.

RBK00029962_0027

Local Authority Command Functions (at Incident Response level)
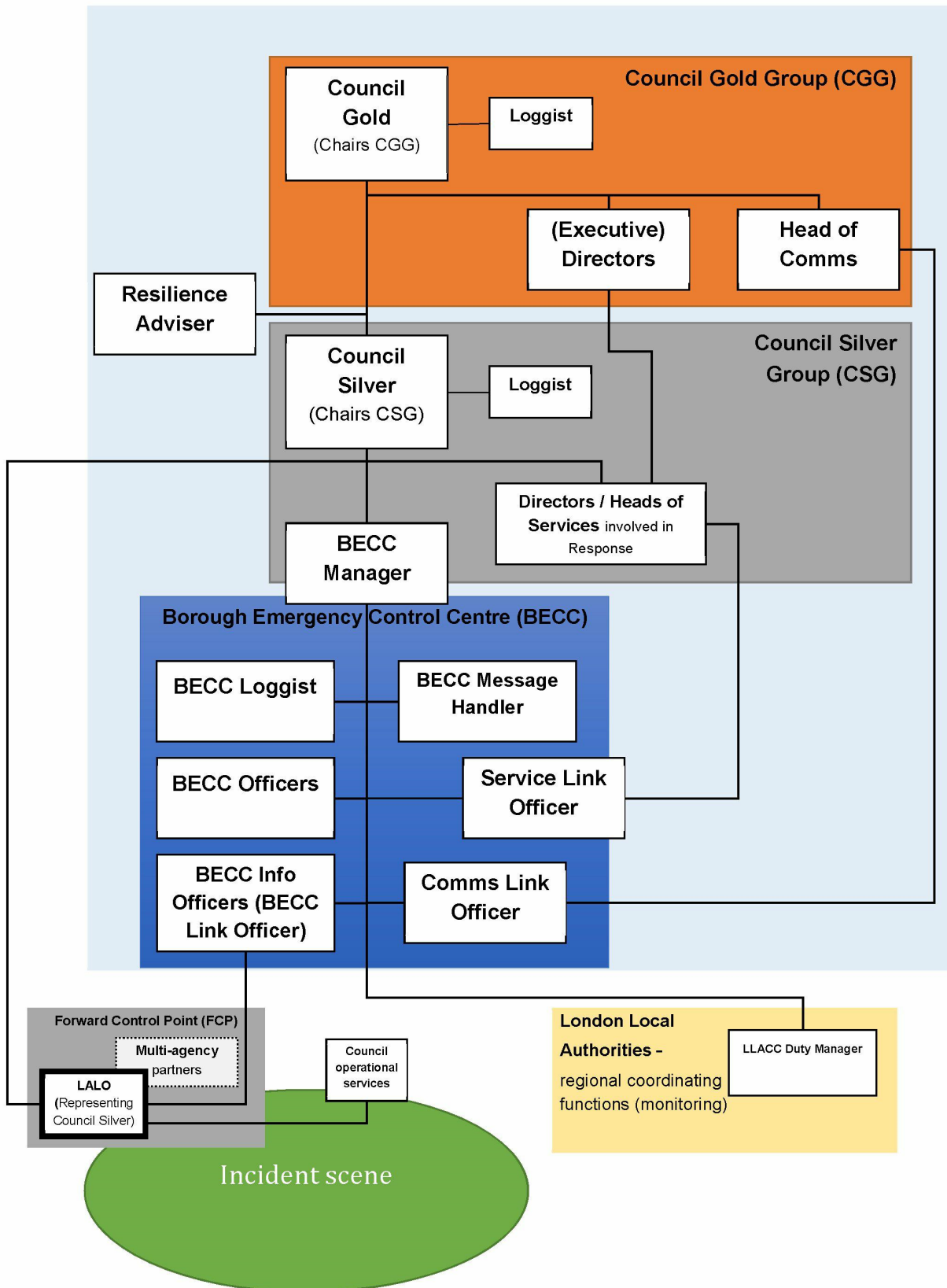
Communications through the LLAG Arrangements
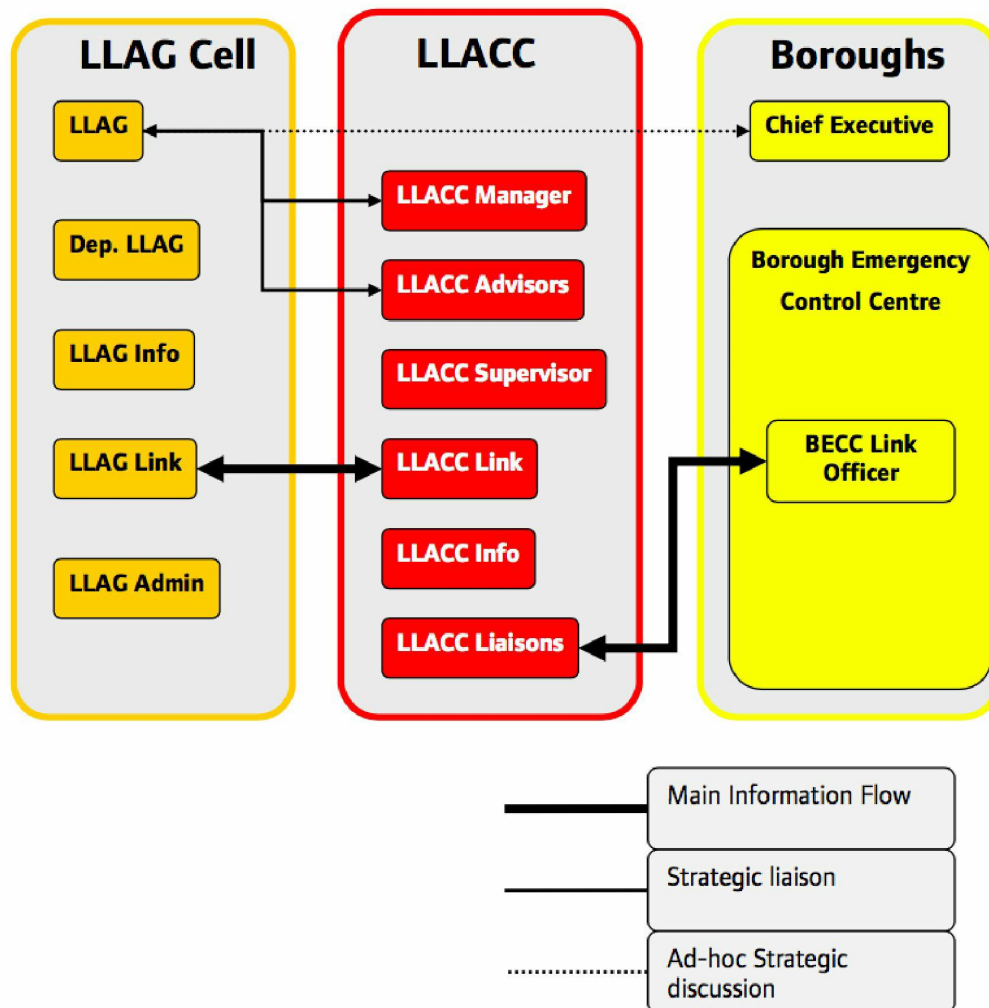
This diagram highlights the communication lines within the LLAG arrangements. In the case of an incident where the SCC is not established the principle remains the same although not all functions on the diagram below will operate.

RBK00029962_0029

4.2   Default Gold Strategy

As provided by the London Local Authority Gold (LLAG) arrangements, the default, generic, strategic priorities for any emergency will be:

- **To provide support to incident responding agencies as required**

- **To support the vulnerable**

- **To maintain continuity of council service provision**

- **To provide assistance and information to Kensington and Chelsea's businesses and communities**

- **To provide community leadership**

- **To assist the return to normality**

These should be referred to as standard and amended by Council Gold in consultation with the Council Gold Group (CGG) once the details of the specific incident become clear.

4.3 Incident Response Levels

RBKC has three levels of incident. The response required will be determined by the level of incident.

Response Levels	Impact on the Community (examples)	Council Response (examples)
1. MINOR (Limited)	• 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.	• Council Silver informed. • Contingency Planning Team deals with incident without need for BECC to be activated. • LALO if there is a scene. • Support from key services.
2. MEDIUM (Disruptive)	• 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.	• 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 Contingency Planning Team.
3. MAJOR (Severe)	• 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.	• 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 informed. • Consideration given to calling a Tactical Management Group. • Strategic Management Group is established.

RBK00029962_0031

4.4   RBKC Roles and Responsibilities

During an emergency, some council staff will be need to perform specific functions which are outside of their day-to-day role in order to support the response.

ROLE: Council Gold

Council Gold is the strategic manager of the local authority, its services and resources in response to the incident. The role of Council Gold is fulfilled by the Chief Executive (or nominated Deputy). It is the responsibility of Council Gold to:

- Define the Gold Strategy in response to the incident
- Consider the long-term impact that the incident could have on the provision of council services
- Provide strong leadership to staff
- Be a visible representative of the Local Authority alongside the Leader of the Council
- Lead the Council Gold Group (CGG) when activated
- Liaise with and keep the Leader of the Council and other Members appraised of the situation
- Attend, or be represented at, multi-agency Strategic Coordinating Group meetings
- Liaise with London Local Authority Gold in the event that LA Mutual Aid is requested

ROLE: Council Silver

Council Silver is the tactical manager of the local authority response to the incident. They determine the best way to achieve the strategic priorities as determined by Council Gold. The role of Council Silver is performed by nominated individuals who have been trained to undertake this role. It is the responsibility of Council Silver to:

- Receive initial notification of the incident
- Liaise with the Resilience Advisor for advice and guidance on emergency management arrangements
- Assess incident and activate the Council's initial response as required
- Inform and liaise regularly with Council Gold
- Develop the response Tactical Plan for responding to the emergency in line with the strategic intent provided by Council Gold
- Determine the best place from which to manage the incident response
- Activate the Borough Emergency Control Centre (BECC)
- Activate and chair the Council Silver Group (CSG) where necessary

Individuals who perform this role are required to have at their desk and at home a copy of the Contingency Management Plan, Aide Memoire, 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.

ROLE: Resilience Adviser

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

The Resilience Adviser will be one of the Contingency Planning Team and their role is to:

- Provide tactical advice to council management on emergency management arrangements in place across the council

- Provide tactical advice about regional plans and arrangements

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

- Assist Council Silver and Council Gold with decision making

ROLE: Local Authority Liaison Officer (LALO)

The LALO is the council representative at the scene of the incident. They represent and report to Council Silver.

It is the responsibility of the LALO to:

- Attend the scene of the incident (without putting themselves in danger)

- Establish and maintain contact with emergency services at the scene

- Receive and find out information about the on-going incident response

- Provide the BECC with regular updates on the incident

- Ensure that responding agencies are clear about what the Council is able and not able to provide in response to the incident – provide information about council resources

- Represent Council Silver in multi-agency Tactical Coordinating Group (TCG) meetings

ROLE: Crisis Support Team

The Crisis Support Team (CST) is a team of trained volunteers from across the council. They have been trained to assist the response to the incident in short term welfare and assistance centres (e.g. Rest Centres, Survivor Reception Centre and Family and Friends Reception Centre).

Further details on those centres is CMP Annexe 14 Assistance Centre Manual.

4.5   Responsibilities for Substantive Posts during Incidents

Chief Executive Responsibilities

It is the responsibility of the Chief Executive (or appropriate nominated deputy) to:

- Oversee the Council's support to the Emergency Services during the initial phase of the incident, working closely with the Council Silver

- Establishing and chairing Council Gold Group (CGG) meetings

- Determining overall strategy

- Coordinate the Council's response during the recovery stage

- Appoint a lead officer to chair the Recovery Coordinating Group (RCG), which will include developing a Council strategy to assist in the rehabilitation of the community and the economy of the areas affected by the incident

- Ensure that the Leader, Lead Members and Ward Members are kept informed of the incident and its impact and the response and actions being taken

- Keeping council members, committees and Members of Parliament informed of decisions and action taken (with particular regard to financial implications)

- Participating in any inter-agency Strategic (Gold) Command Group meetings

- Liaising with emergency services representatives and London borough counterparts at a strategic level to ensure a coordinated response

- Authorising media arrangements, press statements and information services on behalf of the Council in consultation with the Director of Communications and Community Engagement

- Establish and chair any Council Disaster Appeal fund, as required

- Ensuring that the authority's normal services are maintained during the emergency

- Maintain a log of all actions and decisions taken

The Chief Executive may also participate in the response to incidents outside the Borough, via the London Local Authority Gold (LLAG) arrangements

- **Director of Communications and Community Engagement (or appropriate nominated deputy):**

  - Ensure a communications officer attends and participates in the BECC

  - Establish a news and information service and media management facilities to deal with the Council's press and media coverage

  - If needed, attend and participate at a joint media centre if one is set up

  - If needed, ensure a press officer attends and participates at any emergency reception centre

- Liaise with partner agency's press officers to ensure that the media message is consistent

- Align our incident communications response with the multi-agency top lines, and other third parties/partners where relevant

- Ensure internal and external reputational considerations are factored into the way the overall incident process makes operational, commercial, legal and financial decisions

- Arrange the dissemination of an extensive and wide-ranging collection of guidance, advice and information bulletins to support and help those affected by the incident

- Execute the delivery of proactive and reactive communications to all internal and external audiences, via all relevant communications channels, leveraging our key relationships and contacts and including on-site support where necessary and appropriate

- Monitor local and national press, media and social media coverage to ensure any such coverage is addressed with an appropriate response if required

- Ensure all external and internal communications activity remains coordinated and consistent across all channels, including digital, social media and customer care and with all audiences

- Provide incident information to, liaise with and support elected members, including support for members engaging with the press

Executive Directors – General Responsibilities

It is the responsibility of all Executive Directors (or appropriate nominated deputy) to:

- Ensure a member of the department management team is identified prior to any incidents to manage the response and recovery should an incident occur when the Director is not available

- Ensure that the services within their Department have plans in place to deliver their part of the council's response

- Ensure that their department's normal services are maintained during the emergency so far as is reasonably practicable, by activating Business Continuity Plans

- If appropriate, activate departmental emergency and business continuity plans, the departmental response team, and appoint a senior manager to co-ordinate their activities and liaise with the Borough Emergency Control Centre (BECC) and to attend meetings of the Council Silver Group

- Ensure all staff are accounted for and report back to the HR in the event that a member of staff is unaccounted for

- Ensure all staff within the department receive regular updates on the decisions and actions taken by the Council, taking into consideration those staff that don't have access to email

- Attend Council Gold Group (CGG) and provide departmental updates as required and requested

- Maintain a log of all actions and decision taken

- Ensure appropriate Lead Members are kept informed in coordination with the Council Gold

Executive Director Children's Services Responsibilities

It is the responsibility of the Executive Director for Children's Services (or appropriate nominated deputy) to:

- Consider and make arrangements for children's social care as appropriate, including any unaccompanied children involved in an incident (work with the Executive Director of Adult Social Care and Health)

- Provide business continuity support to affected educational establishments

- Ensure social work staff attend and participate, as appropriate, at any emergency reception centre

- Work with the Humanitarian Assistance Lead Officer (HALO) (see Executive Director of Adult Social Care and Health responsibilities above) to define the strategy for the provision of humanitarian assistance

- Liaison with educational establishments which are within RBKC, but not under local authority control, where children and young people are affected by the incident / emergency

- Provide advice and support to school management teams, governors, parents, students and other client groups on changes or disruption to normal services as a result of the incident

Executive Director Adult Social Care and Health Responsibilities

[Where a specific Director or head of service has been identified, the overall responsibility for the provision of the point identified remains with the Executive Director]

It is the responsibility of the Executive Director of Adult Social Care and Health (or appropriate nominated deputy) to:

- Consider and make arrangements for adult social care as appropriate (work with the Executive Director of Children's Services to include children as well)

- Ensure social work staff attend and participate, as appropriate, at any emergency reception centre

- Establish arrangements for the support of affected people in an emergency

- Undertake the role of Humanitarian Assistance Lead Officer (HALO) as outlined in the London Humanitarian Assistance Plan in ensuring that a humanitarian response is provided in a timely manner

- [See actions listed for the HALO in the London Humanitarian Assistance Plan]

- The HALO will, in consultation with the Local Authority representative at the Strategic Coordinating Group, activate the Humanitarian Assistance Plan

- Establish and manage a Humanitarian Assistance Centre (HAC), if this is required

- Liaise with the HR Director regarding a consistent approach to psychological support and arrangements for staff

- Ensure that a consistent approach to psychological support and arrangements for the community is provided

- Identify temporary accommodation for the shelter of people affected

- Receive and deal with referrals for the temporary accommodation of people affected

- Liaise with Director of Public Health to ensure a coordinated inter-departmental emergency response to the shared roles and responsibilities for public health related incidents that impact on adult social care community services

- Provide and coordinate any passenger transport services needed, for vulnerable people related to the incident. Liaise with appropriate suppliers to provide additional vehicles and drivers

- Liaise with other partners in the provision of after-care arrangements

- **Director of Public Health (or appropriate nominated deputy):**
    - Establish the RBKC Public Health Emergency Group and lead on the response to public health related incidents

    - Provide specialist advice / services (e.g. health information, infection control advice, etc.) in response to incidents with a public health implication

    - Liaise with communications team to provide public health information and advice to the public and front line services

    - Liaise with key health-related partners (e.g. NHS England and Public Health England) in response to public health related incidents

Executive Director Resources and Assets Responsibilities

[Where a specific Director or head of service has been identified, the overall responsibility for the provision of the point identified remains with the Executive Director]

It is the responsibility of the Executive Director Corporate Services (or appropriate nominated deputy) to:

- Notify the authority's liability insurers of the incident and advise departments/ directorates on the accounting procedures required

- Provide specific business advice on contract management, purchasing and distribution arrangements, as required and advise departments on the procedures required

- Lead the Council's involvement in any social cohesion activities

- **Director of Customer Access (or appropriate nominated deputy):**

    - Ensure additional personnel are deployed to assist with reception and switchboard (expected rise in volume of calls)

- **Director of Human Resources (or appropriate nominated deputy):**

    - If appropriate, coordinate a Council wide staff roll call

    - Provision of advice and guidance to Council Gold Group about any changes or amendments needed to Council policy relating to pay and working conditions

    - Ensure that a consistent approach to psychological support and arrangements for staff is provided

    - Coordinate any activities related to accounting for people following an incident which could may lead members of staff to need to be accounted for

    - Advise departments on matters relating to conditions of service for personnel involved, including changes in function, working patterns and hours

    - Oversight of the registration and recruitment of non-local authority staff who offer their services

    - Monitor the welfare of Council staff, and establish and supervise any support or counselling arrangements, which may be necessary either during or after the incident

- **Director of Financial Management (or appropriate nominated deputy):**

    - Provide advice on all financial matters in connection with the emergency

    - Establish the necessary accounting procedures (including any emergency expenditure codes) to ensure that all costs are identified and correctly charged

    - In conjunction with the Director for Law and Chief Executive, assist with the establishment and operation of a Disaster Appeal Fund, where appropriate

    - Prepare claims in connection with the Bellwin Scheme or similar procedure

- **Chief Information Officer (or appropriate nominated deputy):**

    - Ensure that an information and technology support service is available to meet the needs of the incident and advise departmental IT services of these arrangements – such a service should be able to deliver technical advice and solutions to resolving telecommunication or IT difficulties

    - Support the contact centres around higher volumes of calls coming in

- Support additional numbers of home workers in the event of an increased need for such a provision during business disruption

- Provide the Borough Emergency Control Centre (BECC) with maps and plans (GIS, CAD etc.)

- **Director for Corporate Property (or appropriate nominated deputy):**

  - Provide advice on all property matters in connection with the emergency

  - Chair any Tactical Management Group responding to any significant disruption of a Council office hub

- **Director for Law (or appropriate nominated deputy):**
  It is the responsibility of the Director for Law (or appropriate nominated deputy) to:

  - Provide specific legal and procedural advice as required

  - In conjunction with the Chief Executive and Executive Director Corporate Services, establish and administer a Disaster Appeal Fund, where appropriate

  - Instruct directorates to suspend any document destruction procedures, where appropriate

  - Consider the need to prepare for any future public enquiry or legal action

Executive Director Environment and Communities Responsibilities

[Where a specific Director or head of service has been identified, the overall responsibility for the provision of the point identified remains with the Executive Director]

It is the responsibility of the Executive Director for Environment and Communities (or appropriate nominated deputy) to:

- Ensure that the Council has appropriate arrangements to meet the requirements of the Civil Contingencies Act 2004

- Organise the acquisition and deployment of vehicles, plant, equipment, machinery, tools, material resources and labour

- Support the needs and requirements of the mortuary in a major emergency

- Sensitively manage the removal of floral tributes

- Clearance and removal of debris from the incident

- Provide specialist advice / services (e.g. technical information, waste removal, etc.) in response to Hazardous Materials (HAZMAT) or Chemical, Biological & Radiological (CBR) related incidents

- Determine any remediation strategy of contaminated waste or the environment required following a HAZMAT or CBR incident

- Ensure any event based command and control is able to link in with the emergency response command and control to coordinate allocation of council resources

- Maintain an overview of and where possible communication links with planned events taking place in the borough

- Ensure that any highways network damaged by the incident is repaired as required

- Ensure that any street lighting damaged by the incident is repaired as required

- Provide specific information as required on the safety of food at retail outlets, warehouses, open-air markets and manufacturing premises

- Support emergency services in establishing and maintaining access and exit routes and the setting up of traffic diversions

- Manage in conjunction with Transport for London (TfL) and the Police any diversions and appropriate traffic management orders needed for traffic management

- Provide advice on health and safety issues to managers and staff in respect of any response

- **Executive Director for Planning and Borough Development Responsibilities**

  - Provide an appropriately staffed Building Control service, to provide advice regarding dangerous structures

  - Provide arboricultural assistance if trees are involved

  - Provide the Lead Local Authority Flood Risk Management service

  - Determine any remediation strategy of contaminated buildings required following a HAZMAT or CBR incident

Executive Director Grenfell Responsibilities

[Where a specific Director or head of service has been identified, the overall responsibility for the provision of the point identified remains with the Executive Director]

It is the responsibility of the Executive Director for Grenfell (or appropriate nominated deputy) to:

- Provide Housing Management duty officers and senior managers to respond to the needs of residents made temporarily or permanently homeless by the incident

- To support affected residents at emergency rest centres and humanitarian assistance centres

- To engage with and provide support to communities and people

All Service Managers – General Responsibilities

It is the responsibility of all service managers to:

- Account for their staff in the event of an incident

- Ensure that their service continues to be delivered (and that they have appropriate business continuity plans prepared tested and exercised to support this action)

- Respond promptly to requests for information from the BECC during an incident

- Liaise with the BECC staff and BECC manager

- Consider their teams' welfare

- Where appropriate provide resources to deal with the incident

All staff – General Responsibilities

It is the responsibility of all staff to:

- Know what their role is in delivery of their service level response to a major incident

- Respond to any reasonable request for their assistance in an emergency situation

- Refer the media to RBKC communications service / press office if they have any requests for information

Contingency Planning Team Responsibilities

It is the responsibility of the Contingency Planning Team:

- In hours, to receive initial calls regarding any significant incidents (including major incidents)

- To activate Council Silver and if necessary deploy a Local Authority Liaison Officer on behalf of Council Silver, before performing the role of Resilience Adviser

Borough Duty Officer Responsibilities

It is the responsibility of the Borough Duty Officer:

- Out of hours, to receive calls from the out of hours Contact Centre about a range of issues, including notifications of major incidents in the borough

- To activate the Resilience Adviser in the event of a major incident notification

- To attend the scene as a Local Authority Liaison Officer (see associated role) on behalf of Council Silver if requested

Elected Members Responsibilities

It is the responsibility of elected members to:

- Consider and represent the interests of their constituents

- Provide local knowledge to the Council services responding to the incident

- Support the flow of information to residents as necessary

- Assist Council Officers, where appropriate, in response to the incident

- Assist in the handling of the media by liaising with the Communications team

- Authorise additional financial and material resources if required

4.6 Borough Emergency Control Centre (BECC)

The Borough Emergency Control Centre (BECC) will oversee and coordinate the Council's incident response as defined in this plan. The BECC is the single point of contact and source of information for Council Gold, Council Silver, external agencies, and other council services. It is does not line manage directly staff that have been deployed by Council departments to respond to the incident.

The BECC Management Procedures outlines how this Centre will be managed and the staffing structure employed.

ROLE: BECC Manager

This person is in charge of running the BECC. Full details are provided in the BECC Management Procedures.

ROLE: BECC Officers

The term 'BECC Officer' incorporates a number of specific roles needed to enable the BECC to run smoothly – this includes BECC Information Officers and BECC Service Link Officers. Full details are provided in the BECC Management Procedures.

4.7 Council Incident Management Groups

During an emergency, a number of council meetings may be called to support decision making and response activity at strategic and tactical levels. The three key groups which may need to convene are:

ROLE: Council Gold Group

The role of the Council Gold Group (CGG) is to support Council Gold to determine the strategic priorities for the medium to long-term in support of the incident response and recovery and the impact this will have on business as usual.

The CGG must not become involved in the direct management of the Council's emergency response. This support is likely to only be needed in a formal manner in significant incidents. The CGG may provide support virtually (by phone or email) or meet in person.

Council Gold and Council Silver will determine whether to activate the CGG and appropriate composition according to the nature of the incident. This is generally going to be the Executive Management Team supported by relevant senior managers.

A guide for this Group's meetings is available` in the APPENDIX A.

ROLE: Council Silver Group

The role of the Council Silver Group (CSG) is to support Council Silver to deliver the tactical response to the incident, in so far as their services' contribution to the response as coordinated in the BECC. Council Silver will determine whether to activate the CSG as a regular meeting and appropriate composition according to the nature of the incident. Council Silver will chair any meetings of the CSG.

A guide for this Group's meetings is available in the APPENDIX B.

ROLE: Recovery Coordination Group

The role of the Recovery Coordination Group (RCG) is to work with the affected residents, businesses and communities affected by the incident to meet their longer-term welfare needs, and to facilitate remediation of sites affected by the incident.

A guide for this Group's meetings is available in the APPENDIX C.

5.   ACTIVATION

5.1   Notification and First Steps

Step 1
- Incident/Emergency Occurs
- On-call Resilience Adviser calls on-call Council Silver
- Initial assessment of Council responses to the incident made by Council Silver and Resilience Adviser

Step 2
- **Decision made to activate Council Contingency Management Plan**
- Local Authority Liaison Officer (LALO) deployed to incident scene
- If required, Borough Emergency Control Centre (BECC) is activated

Step 3
- Council Silver informs Council Gold
- Resilience Adviser calls-out or puts on standby Council Department SPOCs
- Council Silver liaises with Comms Team

Step 4
- **Department response activated**
- Department SPOC notifies Executive Director, senior managers, and all involved teams/services

1. The Council will be notified of a major incident by the police or fire services, by another Council service, or by London Local Authority Gold. A significant business continuity disruption will sometimes be immediately apparent. Council services experiencing a significant disruption should contact the on-call Resilience Adviser (a Contingency Planning Officer). Council Silver and the Resilience Adviser will assess the scale of the incident and initiate response.

2. The Local Authority Liaison Officer (LALO) will go to the scene of the incident and liaise with the emergency services, representing the Council and communicating information back to the BECC if open, or Resilience Adviser if not. The BECC or Resilience Adviser will provide a coordination and communications hub between all Council responders to the incident.

3. Council Silver will ensure that Council Gold and Department Single Points of Contact (SPOC) are notified of the incident. Some departments may need to make an immediate response; others may be placed on stand-by in case of subsequent need.

4. Responding departments will activate their plans and inform senior managers.

5.2 Information Gathering

Information about a major incident or emergency is most likely to come from a telephone call from the Police or Fire Services, or possibly from a Council colleague. The Emergency Services use the METHANE mnemonic to pass information and situational awareness between responders in a consistent way.

M	MAJOR INCIDENT	Has a major incident or standby been declared? (Yes / No - if no, then complete ETHANE message)	Include the date and time of any declaration.
E	EXACT LOCATION	What is the exact location or geographical area of the incident?	Be as precise as possible, using a system that will be understood by all responders.
T	TYPE OF INCIDENT	What kind of incident is it?	For example, flooding, fire, utility failure or disease outbreak.
H	HAZARDS	What hazards or potential hazards can be identified?	Consider the likelihood of a hazard and the potential severity of any impact.
A	ACCESS	What are the best routes for access and egress?	Include information on inaccessible routes and rendezvous points (RVPs). Remember that services need to be able to leave the scene as well as access it.
N	NUMBER OF CASUALTIES	How many casualties are there, and what condition are they in?	Use an agreed classification system such as 'P1', 'P2', 'P3' and 'dead'.
E	EMERGENCY SERVICES	Which, and how many, emergency responder assets and personnel are required or are already on-scene?	Consider whether the assets of wider emergency responders, such as local authorities or the voluntary sector, may be required.

JESIP Image of METHANE Report

5.3 Community Impact Assessment

Council Silver and Resilience Adviser will consider the following aspects of impact on the community.

- **Social:** the social consequences and effect on residents
- **Health:** direct health impacts on the borough
- **Environment:** impact of contamination or pollution on the borough
- **Economic:** economic cost or losses to businesses
- **Infrastructure:** impact on local transport, buildings and services

5.3   Initial Assessment Process

Council Silver must determine the actual or potential scale, duration and impact of the incident. This initial assessment will assist the Council Silver to activate the right level of response for the incident. Use the information from any METHANE reports and Community Impact Assessment to consider the impact of the incident:

Initial key questions to consider:

- Who is affected by the incident and how?
    - Council services / Residents / Businesses
- Has more than one council service been impacted?
    - Have business continuity or response arrangements been activated?
    - Could this affect another service?
- Who may need to respond?
    - Does the BECC need to open now or later?
    - Does the full council response structure need to be activated?
    - Which council services might be needed now or later?
- How significant could the impact be on health, finance or reputation?
- How long could this go on for? Do I need to put resources on standby now, for a response later?

Initial key decisions to be made:

Council Silver will use the information gathered using the information and assessment tools listed in the above to determine:

- What level of incident this is (Minor, Medium or Major)
- Whether the BECC needs to open
- Whether the LALO need to be sent to the scene
- How much of the command and control structure needs to be activated
- Which resources need to be activated now or put on standby
- Who needs to be informed about the incident

6. RESPONSE

6.1   Types of Emergency Welfare Centre

During or following an emergency, it is likely that there may be displaced or injured persons, and that those impacted by the incident will wish to see or visit a central point to access information and support. A variety of different centres may be provided; the local authority in some cases is expected to lead the provision and in some cases supports the lead agency.

Centre Type	Description[3]	Location	Lead
Survivor Reception Centre (SuRC)	An SuRC is to provide 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.	A pre-determined or a dynamic venue or place, depending on the location of the major incident. CMP Annex 41 provides SuRC locations adjacent to London Underground stations.	Police
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. Personnel from the local authority and voluntary agencies will staff the rest centre, which will provide security, welfare, communication, shelter, catering and medical facilities as required. Accommodation including overnight may be required.	Location made in conjunction with LA where possible. A community place will often spontaneously open as a rest centre. CMP Annex 14a provides details of premises across the borough identified for use as rest centres.	Local Authority
Friends and Relatives Reception Centre (FRRC)	A FRRC provides a secure comfortable area where friends and relatives of casualties and missing persons can be directed for information. It helps people to be reunited, and a place for practical and emotional support including response arrangements.	A secure comfortable area.	Police

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[3] Taken from London Emergency Services Liaison Panel (LESLP) Major Incident Procedure Manual

Casualty Bureau	Casualty Bureau may be established to collate details on all dead, casualties, survivors and evacuees. Telephone enquiries from friends and relatives are also taken. All casualty figures are routed through here for accuracy.	Police location.	Police
Humanitarian Assistance Centre (HAC)	An HAC acts as a focal point for humanitarian assistance to bereaved individuals and families, survivors and impacted communities. It offers access to a range of facilities that will allow people to make informed choices according to their needs. The HAC is generally used following the immediate aftermath of an incident with specific purposes and a broader remit.	No pre-determined HAC sites in Kensington and Chelsea, so refer to Rest Centre Plan, CMP Annex 14a.	Local Authority
Community Assistance Centre (CAC)	A CAC provides advice and support to affected people and to support the recovery of the community in a local setting. A CAC may be used when an HAC has not been activated, and is used where people are affected significantly but the intensity of the impact is of a lower order (e.g. there are not mass fatalities)	Appropriate publicly accessible building within easy reach of the affected people.	Local Authority

6.2   Council Services Support to Incident response

This Section provides an overview of the main support roles of each of the Council's departments as regards to incident response.

CHIEF EXECUTIVE	
Governance and Coordination	• Governance Services • Economic Development – support to affected businesses • Civic and Mayor's Office
Communications and Community Engagement (Grenfell)	• Crisis Communications Plan • Coordination of internal and external communications • Member liaison • Community engagement

RESOURCES AND ASSETS	
Corporate Property	• Facilities Management and support • Provision of office accommodation • Civic Porters and catering • Security of premises and staff • Strategic property management
Human Resources	• HR advice and support in business continuity disruptions • Contacting staff • Welfare for staff • Electoral Services for data to assist with evacuations

ICT Shared Services	- Provision of computers - Provision of telecoms - Provision of mobile phones for people affected by the emergency - Web services
Financial Services	- Emergency codes for emergency response expenditure - Emergency money - Bellwin Scheme
Legal Services	- Legal advice and support - Appeal fund
Customer Access	- Customer Service Centres - Council telephone contact centres - Benefits

ADULT SOCIAL CARE AND HEALTH

- Providing a management role in the staffing and/or support for:
  - Survivor Reception Centre
  - Friends and Relatives Reception Centre
  - Emergency Rest Centre
  - Humanitarian Assistance Centre
  - Community Assistance Centre
- Liaison Crisis Support Team (emotional support to survivors and residents in assistance centres)
- Mental health support
- Social work support for affected people and communities
- Public Health information and support to affected individuals and communities

CHILDRENS' SERVICES

- Humanitarian assistance support (see also Adult Social Care)
- Child protection and safeguarding
- Provision of social care and support workers for children and families affected by a major incident
- Liaison with Schools and other education settings
- Provision of advice and support to school management teams and governors on changes or disruptions to normal services as a result of the incident

GRENFELL

- Temporary accommodation / B&B services
- Homelessness advice and assistance
- Housing needs and supply
- Housing management
- Communities and people (Grenfell)

ENVIRONMENT AND COMMUNITIES

Residents Services Environmental Health	• Commercial
	   ○ Food Safety and Infectious Disease
	   ○ Health and Safety
	   ○ Pest Control
	• Residential
	   ○ Environmental Quality
	   ○ Noise and Nuisance

Transport, Highways, Parks and Leisure	• Parking Services
	   ○ Suspension of parking bays
	   ○ Removal of parked vehicles
	• Transport Policy and Network Management
	   ○ Licensing – Crane Operations, Skip/Building Materials
	   ○ Roadworks
	   ○ Traffic Management
	   ○ Highways Maintenance
	• Liaison with Transport for London and Met Police re: disruptions to major traffic routes
	• Traffic management and road closures/diversions
	• Parks and Open Spaces, Allotments
	• Leisure Centres

Waste Management and Street Enforcement	• Commercial waste / waste removal services • Site clearance/removal of debris • Hazardous waste management and removal • Graffiti Removal • Street Scene Enforcement
Planning and Borough Development	• Provision of Building Control Officers to provide dangerous structures advice to the emergency services and building owners • Provision of Aboricultural Officers to respond to dangerous trees • Flood risk and flood management information in respect of groundwater and surface water flooding
Community Safety	• Parks Police Service • CCTV • Prevent • Contingency Planning
Libraries and Registration Services	• Registrar services (issue of death and burial certificates) • Liaison with Libraries Service

6.3 Managing Donations

Certain incidents are likely to generate a significant volume of donations from members of the public and businesses. The council is expected to take the lead in collecting, managing and distributing donations in most incidents, though support may be available from the Red Cross Disaster Appeal Scheme. Council Gold will appoint a senior manager to direct this work. A central point for donation management will initially be the Kensington Town Hall.

6.4 Stakeholder Communication

The council must be able to quickly and effectively communicate with a range of stakeholders during an incident. Stakeholders include (list is not exhaustive):

- Staff
- Members
- Residents
- Business
- Emergency responders
- Borough Resilience Forum
- Media and Press (including social media)

There are a range of communications means which could be used, including but not limited to:

- Sending broadcast texts to staff
- Updating KCNet, the staff intranet
- Displaying information on the Council's website
- Council social media accounts
- Putting a pre-recorded message staff information telephone line
- Putting a pre-recorded message on the public information telephone line
- Putting pre-recorded message at the start of the Contact Centre call triage system.
- Using Members to disseminate messages within their communities
- Using members of staff to door knock
- Providing drop in centres
- Holding community meetings
- Providing press statements
- Sending out regular updates in the form of newsletters/ bulletins in paper or electronic form

6.5 Keeping a record during an incident

Logs and records are needed for a variety of reasons – most importantly as a reference for what activity or decision took place when. Logs and records may be required at a later date to give an accurate account/evidence in court or in a review of Camden

Council's employees' involvement in an incident. A log can also be a useful tool when providing someone with a handover briefing.

Writing a log can be time consuming, so if additional help is needed a Loggist can be employed.

The BECC is expected to maintain a central log overall of the incident – preferably an electronic log. It is recommended that key officers (Contingency Planning Officers, Local Authority Liaison Officers (LALOs), Council Silver etc.) keep blank log books with them at work and at home.

Guidance for logging (on paper):

- Write your log knowing that it may be called as evidence in court
- Start writing a log as soon as notification is received of an incident
- Include all actions, inactions and decisions (more below) taken and not taken
- Include key information and who communicated it
- Information should be noted in time order
- Use the 24hr clock
- Write as legibly as possible (someone else may need to read it later)
- Avoid acronyms- or make a note of the full phrase on every page if one is used
- If using names- include the full name (both first and surname)
- If noting emergency service personnel details, include call signs / ID numbers
- Anyone involved in an incident should write their own personal log
- Specific roles may have a central log to pass on to the next officer (such as Rest Centre Manager who may have a log for the Rest Centre as a whole)
- Errors should be crossed out with one line and initialled
- Only write on one side of the page
- Number each page

Decisions

Council officers recording key decisions made should consider recording all the information available at the time of the decision- as this may not be apparent in hind sight. This might include:

- incident status
- problem requiring a decision
- the options considered
- the decision made
- why that decision was made
- its impact, who has been informed of that decision
- action taken and also action not taken

Remember: Deciding to take no action is an acceptable option- just note why.

If it isn't written down – it didn't happen.

7. STAND DOWN

7.1 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.

❑ Prepare to take detailed proofs of evidence from principal witnesses.

7.2 Stand Down

It will be the responsibility of the Council 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 Council Gold Group has been sitting, either a final meeting with the Council Gold Group or a discussion between the Council Silver 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 Coordination Centre. This will enable a seamless transition between the two phases.

7.3 Post Incident Debriefs

A review of the response to an incident by all agencies giving assistance is essential. This provides an opportunity to evaluate efficiency, to learn from experience gained and also offers a source of information to assist in ensuring investigation/inquiries. This process can be best achieved by a series of debriefs at all levels within all agencies involved, and concluding with a multi-agency debrief. The methods of debriefing with personnel involved in a major incident may vary within each individual service.

It will be beneficial to conduct a debrief in any service if consideration is given to the following:

- Debriefing to start as soon after the incident as is practicable
- Everyone to be involved, including personnel remote from the area of operations (e.g. BECC Staff) should contribute to debriefing at some stage
- The need for additional debriefing sessions for personnel involved in specific or specialist operations. Records made at the incident, particularly video recordings/ photographs, along with written reports will assist in debriefs. The debriefing process should culminate in a multi-agency forum that includes not only the Emergency Services but also any other agency that may have assisted in the overall response. It is important that each service is represented by personnel actually involved in operations, as it will be necessary to give first-hand accounts of events. Officers conducting debriefs must be aware of any disclosure implications, which may affect any future legal hearings

8. RECOVERY FRAMEWORK

8.1 Recovery Overview

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.

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 (Emergency Response & Recovery Guidance, HM Government). 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 aspects of emergency recovery the Council might be involved in:

- Council Business Recovery: internal business continuity disruption

- Borough Emergency: affecting the community, and for which there is likely to be a multi-agency response

- 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

8.2 Generic Recovery Activities

The recovery process usually begins during the response phase and comprises the following overlapping activities:

- Incident response / situation assessment

- Restoration of the well-being of individuals, communities, and the infrastructure which supports them

- Exploiting opportunities afforded by the incident - such as regeneration

8.3 Local Authority Responsibilities for Recovery

Local Authorities will:

- Ensure that the Recovery Coordinating Group (RCG) is convened as early as possible during the actual response phase to an emergency/major incident in consultation with London Local Authority Gold
- Chair the Recovery Coordinating Group (RCG) and provide other officers to assist if required
- Lead on providing support to the local community working with community groups and residents
- Deal with any highways issues involved (in conjunction with the Highways Agency as required) such as road closures, clean up, etc.
- Implement, with the support from other agencies, a communications strategy
- Deal with the implications of any school closures or school children that have been affected by the emergency
- Provide Environmental Health advice
- Lead on the waste management for the recovery process including sourcing specialist contractors to dispose of toxic waste
- Coordinate the support from the voluntary agencies
- Coordinate the local political involvement

8.4 Key recovery issues for the Council

The bullet points below summarise some of the key issues that are likely to be faced in the recovery process, and with which council departments are likely to be required to assist in delivering the function.

- Which schools are affected – do they need temporary accommodation?
- Support for staff and pupils - Information and support to schools and young persons via forums and trauma support systems (where appropriate)
- Inclusion of whole education community including private schools
- Aftercare and psychosocial support / signposting for survivors, bereaved relatives and affected communities
- Provision of humanitarian assistance
- Temporary accommodation or permanent rehousing for residents
- Vulnerable adults
- Health Centre closures
- Safety of buildings and structures
- Coordinate clear-up operations – including disposal of dangerous / hazardous materials
- Contract liaison with waste management contractor – street cleansing & wider street scene including special procedures for visiting dignitaries
- Re-establish infrastructure affected by the incident
- Community Cohesion
- Manage building issues and associated costs

- Council staff exclusion from multi-agency discussions due to nature of the incident
- Coordinate the setting up and running of a Humanitarian Assistance Centre (where required) or provision of humanitarian assistance.
- Repair and restore Council housing and premises affected by the incident
- Assess the impact on businesses and provide support and information on restoration
- Coroner liaison issues
- Management of floral tributes and their sensitive disposal
- Residents benefits and cash desk opening times
- Coordinate memorial services, VIP visits, and anniversary events
- Costs & funding – members may want to commit additional resources to the response and recovery
- Disaster Relief Fund
- Liaison with members via the communications team
- Manage media interest in the recovery effort
- Provide information and signposting for the community via leaflets, internet, information centres, telephone helpline
- Positive communications
- Redeployment of staff to support key recovery tasks
- Arrange/communicate the appropriate psychosocial care
- Liaison with trade unions
- Staff HR issues – time off, payment, potential future loss of staff (forced restructures, stress)
- Provide financial assistance via grants, relief funds and emergency payments
- Insurance issues
- Emergency Response and Recovery Plan
- Damage/repair work to IT infrastructure
- Registrars – postponing marriages, registering of deaths, burials and mindful of religious sensitivity.
- Handover of incident site from Police to Local Authority
- Monitor issues associated with the democratic process
- Participation or hosting of an inquiry

8.5   Recovery management structure

The recovery management structure outlined in the London Recovery Management Protocol is provides the basis for a flexible strategic framework for managing the recovery phase of the incident and is depicted on the next page.

The recovery effort should be led by a multi-agency Recovery Coordinating Group (RCG) and chaired by the Chief Executive. The sub-groups should be chaired by appropriate Directors or Senior Managers.

Whilst the Council will be expected to lead on the recovery work following an incident, the RCG and sub-groups must adopt a multi-agency format. This should include representation from a range of appropriate voluntary and community organisations, utility and transport companies, and regional and local government.

In some emergencies with a less widespread impact, it may be possible for the RCG to coordinate the recovery effort from within one group. However, where there is a range of different challenges to be addressed, it may be appropriate to establish a number of sub-groups that can be tasked with managing specific aspects of the recovery work.

It is important to recognise that as the needs of the community evolves following a major incident, so should the structure of the recovery effort. For example, it is likely that the work of some sub-groups (e.g. infrastructure restoration) will be completed within a matter of weeks, whilst the work of community and welfare support is likely to go on for a number of months or possibly years.

The remit of the RCG and sub-groups should be under constant review with consideration given to their exit strategy from the inception. The frequency of recovery meetings, which are likely to be at least 2-3 times a week in the immediate stages of the recovery phase, will occur less often as 'normality' is restored and outstanding projects are integrated into the mainstream work of participating agencies. It is also likely that there will be an overlap

Recovery Co-ordination Group

Possible sub-groups/ work streams

- Finance and Legal
- Public Communication – London Resilience Communication
- Environment and Infrastructure
- Business and Economic
- Health and Welfare - link to HASG
- Community Recovery

Science and Technical Advice Cell (STAC)

Local Recovery Groups
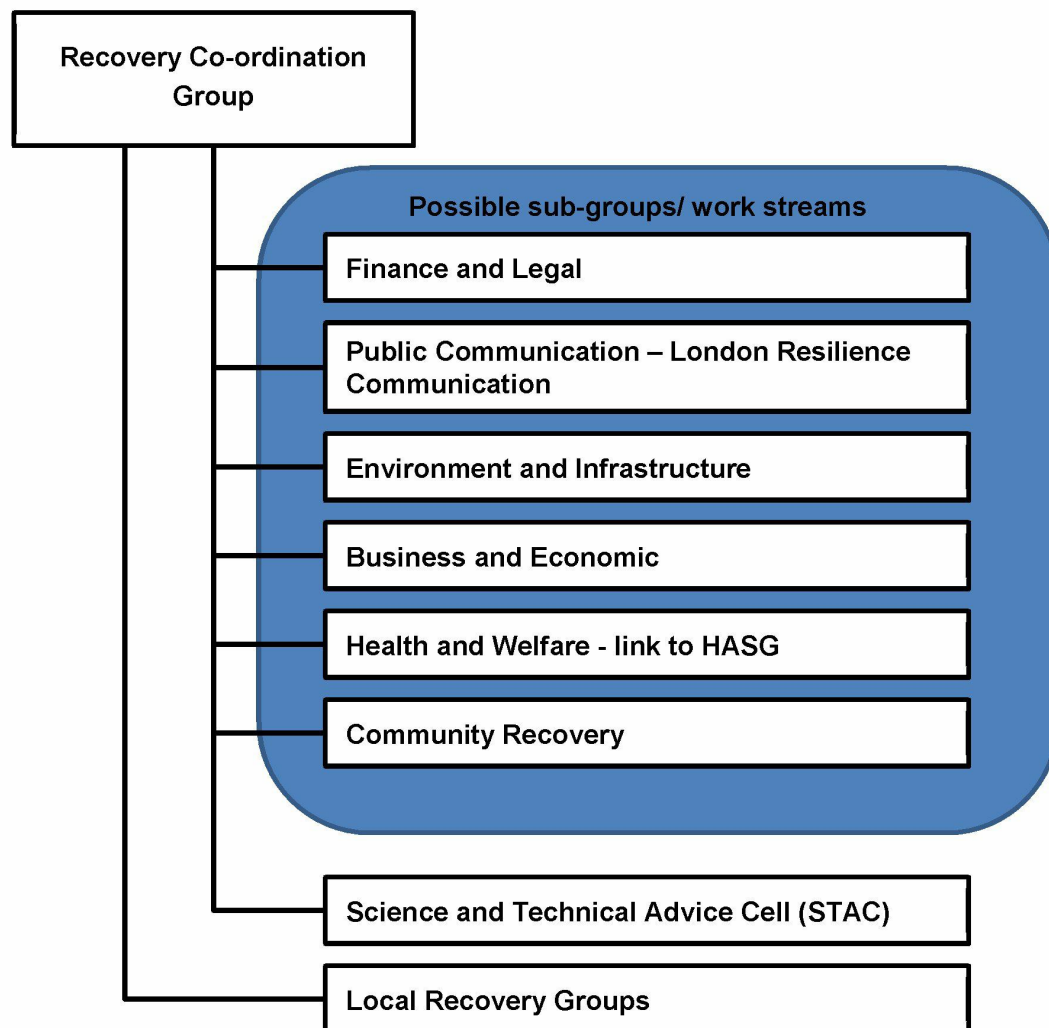
Recovery Management Structure proposed in London Recovery Management Protocol

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between the work of sub-groups in some areas and therefore strong communication links between groups are required.

The national recovery guidance provides range of online resources and topic sheets developed by the Cabinet Office. This is constantly updated and provides greater detail on various aspects of recovery than space allows within this document. It can be found at: https://www.gov.uk/national-recovery-guidance

8.6   Successful Recovery

Experience from previous incidents highlight several key factors that underpin a successful recovery effort:

- Clear leadership, robust management and long-term commitment
- Community engagement –providing information to enable self-determination
- Enabling the private sector

A suggested Terms of Reference for the Recovery Coordinating Group is in Appendix C. Terms of reference for the other suggested groups can be found in the **London Resilience Partnership Recovery Management Protocol**. The Terms of Reference may require amending to meet the specific needs of the incident in question.

8.7   Generic Recovery Timeline

In an incident managed at Regional level, as set out in the London Resilience Partnership Recovery Management Protocol, a Recovery Management Cell (RMC) will sit in parallel with the Strategic Coordinating Group (SCG), which coordinates the response to the incident.

Once the response phase of the emergency has passed, primacy for dealing with the consequences of the incident passes to the Recovery Coordination Group (RCG), which will incorporate any Recovery Management Cells set up during the response phase.

At local level, the Council will be expected to lead the recovery of the community and its restoration to normality. The challenges posed by the recovery process will depend on the nature, scale and severity of the emergency.

The Council's role will encompass the management of a wide range of recovery issues, including clear-up operations, community information, memorials and anniversaries. Senior officers should consider these potential longer-term impacts from the outset of the incident.

The transition from the response phase into recovery cannot be defined within set time-scales. In some cases, it may be a number of days before there is no further risk to life and control is passed to the Council. However, the Council may be expected to take the lead role in managing the incident from one of the emergency services, within a number of hours of it occurring.

See diagram over page for a generic timeline of recovery management activity.

RESPONSE:
Deal with the immediate effects of an emergency to protect life, contain and mitigate the impacts of the emergency and create the conditions for a return to normality (hours to few days)

Emergency occurs requiring strategic coordination

Strategic Coordinating Group (SCG) take decision to establish the Recovery Coordinating Group (RCG)

Duty London Local Authority Gold (LLAG) nominates a Local Authority Chief Executive or suitable representative to Chair the group

Invited agencies nominate senior strategic level representatives to attend the RCG

Initial Impact Assessment is collated

First RCG meeting takes place

Activities become more related to recovery than response

Coordination of multi-agency response transferred from SCG to RCG

RCG tasks:
- Assesses long term impacts and needs and develops a suitable action plan.
- Informs strategic response on long term recovery.
- Initiates the recovery process.

RECOVERY:
Process of rebuilding, restoring and rehabilitating the community following an emergency. (weeks to months or longer as required)

RCG stands down, no further need for regional multi-agency coordination

Local recovery groups continue / finalise recovery efforts on the local level

RCG tasks:
- Implementation and strategic coordination of the recovery process.

Recovery Timeline as Suggested in the London Resilience Partnership Recovery Management Protocol

8.8 Community Impact assessment

The work of deciding what recovery structure to use should be informed by a Community Impact Assessment which presents a picture of the disaster's impact, the needs it has created, and the ability of the community to meet those needs. The Community Impact Assessment is likely to be coordinated by the local authority although input should be a multi-agency response, for example the police will lead on community cohesion issues.

There are four interlinked categories of impact that individuals and communities will need to recover from:

Humanitarian Assistance (Inc. Health)	Physical impacts (Inc. individuals' health, shelter, financial needs) Psychological impacts Deaths Community displacement Community cohesion
Economic	Job losses, reputational damage, supply chain interruption
Infrastructure	Disruption to daily life (e.g. educational establishments, welfare services, transport systems) Utilities/essential service failure/transport disruption Damage to residential properties and security of empty properties
Environmental	Pollution and decontamination Waste Natural resources

It is important the assessment is carried out as soon as possible to gauge the initial scale of the effect the incident has had on the community. It is vital to include businesses in this assessment as their state will have an enormous impact on the community as a whole. However, it should be recognised that the needs of businesses are often significantly different to residents, so it may be appropriate to produce a separate business impact assessment alongside the wider community impact assessment.

Although the needs of the community will depend on the type of incident, learning from previous emergencies suggests a number of common challenges that the recovery effort will need to plan for.

8.9 Role of Elected Members in Recovery

The Elected Members of the affected community have an important role to play in assisting with the recovery process. They have a duty as the community representatives to gather and make known the concerns of their community and feed them into the recovery process mainly through the Community Recovery Committee. They also have a very important role in disseminating credible information and advice back to the community.

As civic leaders, elected members are usually involved with many other aspects of community life through such things as School Governing bodies, local charities and various community groups. They can be a valuable source of help and specialist advice.

As such, the Chief Executive chairing the Recovery Co-ordinating Group (RCG) and/or the Chief Executive(s) of the affected borough(s) would liaise with / brief the Leader of the borough. In case of a significant / pan-London incident, the RCG Chair would facilitate a briefing of London Councils Lead Member and Chair via London Councils.

Communications with Elected Members and their role in the recovery process should be established early on by each individual Borough.

Elected members have a role as:

- The focus for community concerns and enhancing local community liaison
- Identifying problems and vulnerabilities of their community that may require priority attention and feeding them back to the relevant recovery group
- The knowledge bank of local personalities and resources
- Encouragement and support to recovery teams working within their community
- Visiting people affected to be a listening ear and to give them reassurance
- Consultation on rebuilds or modernisation
- Assisting with the media in getting messages to the community (following established policy guidelines)
- Assisting with VIP visits
- Liaising with other elected representatives (MPs/MEPs/other LA's representatives etc.)
- Assisting (and possibly chairing) debrief sessions with the community

Through their normal duties as committee members, elected members give the authority strategic direction and decide policy. They will scrutinise decisions of officers and other committees and suggest improvements. They will ultimately authorise actions affecting the Local Authority's functions, so they will need to be kept well informed with accurate and up to date information to enable them to make credible and well informed judgements.

Note: The normal political processes and structures will still apply in the recovery phase. Some Members may sit on both the Community Recovery Group and on their normal committees.

8.10 Financial Implications

Emergencies can place significant strain upon the council's resources and, if not controlled, can have lasting impacts upon budgets. It is the responsibility of the Executive Director Corporate Services to liaise with the Chief Executive to ensure all expenditure is properly recorded and managed. The multi- agency Recovery Coordination Group will need to establish which organisations will be responsible for funding particular aspects of the recovery effort, engaging with insurance companies and loss adjustors where appropriate. Effective liaison is needed with SMG or any internal Council Recovery Group that has been set up to agree levels of expenditure and avoid duplication of effort.

Reimbursement of costs incurred by the Council may be possible from a variety of sources, such as the central government Bellwin Scheme or other grant payments. However, this support is not always provided and will not be immediately forthcoming following the incident.

APPENDICES

Appendix A: Council Gold Group (CGG) Guide

The following guide relates to the Council Gold Group and how it may best serve the incident response:

- Council Gold and Council Silver will determine whether the CGG is to be activated 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 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 Council Gold outside of meetings
- A suggested agenda for the first CGG meeting is on the next page
- Information from this meeting will inform the CGG meetings taking place and vice versa

It is the responsibility of the CGG (where activated) to:

- Support Council Gold to review and adapt the default Strategic Priorities and adapt them to meet the needs of the specific incident

- Nominate (for approval by Council Gold) a representative to attend any multi-agency Strategic Coordinating Group meetings called by the Police

- Oversee and coordinate the Council's response strategy to internal service disruptions and to external emergencies

- Provide departmental leadership and liaison

Council Gold will chair any meetings of the CGG and Council Silver **must** be invited and allowed to attend.

CGG membership will be the Corporate Board plus senior managers:

- Chief Executive
- Executive Director, Environment and Communities
- Executive Director, Adult Social Care and health
- Executive Director, Children's Services
- Executive Director, Resources and Assets
- Executive Director, Grenfell
- Other relevant services such as Legal, HR, Corporate Finance and Housing

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

- **To provide support to incident responding agencies as required**
- **To support the vulnerable**
- **To maintain continuity of council service provision**

- **To provide assistance and information to Kensington and Chelsea's businesses and communities**
- **To provide community leadership**
- **To assist the return to normality**

The Council Silver must be invited and allowed to attend the SMG meetings.

CGG First Meeting Agenda	
1	Receive situation briefing from Council Silver about the nature and scale of the emergency: • 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 – see default list provided as a starter.
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: • Media and Public, including Community Groups and Businesses • Staff • Members
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.

Appendix B: Council Silver Group (CSG) Guide

The following guide relates to the Council Silver Group and how it may best serve the incident response (in particular the Council Silver):

- Council Silver will determine whether the CSG is to be activated and which directors (or nominated deputies) are required
- A BECC Officer will organise any meetings required
- A minute-taker (loggist) should be appointed to keep a record of decisions taken at meetings
- A suggested agenda for the first CSG meeting is provided on the next page
- CSG members should consider the impact of the incident on their services/departments before the meeting takes place
- Information from this meeting will inform the CSG meetings taking place and vice versa

It is the responsibility of the CSG (where activated) to:

- Provide departmental and key service representatives to support the BECC in responding to service disruption and in developing and delivering the Tactical Plan

- 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

A meeting of the CSG will be called if an incident impacts or requires a response from multiple council services. The CSG 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.

The CSG will be attended by a representative of each department or key service as determined by Council Silver.

CSG First Meeting Agenda	
1	Receive situation briefing from Council Silver about the nature and scale of the emergency: • 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: • 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
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.

Appendix C: Recovery Coordinating Group (RCG) Guide

The Council's Recovery Management Group (RCG) will be chaired by Council Gold and meet in the Petrie Room, Freeman Suite, Kensington Town Hall, Hornton Street, W8 7NX. Dial-in details will be given for teleconference facilities.

Purpose of Group

- The strategic decision making body for the recovery phase, able to give the broad overview and represent each agency's interests and statutory responsibilities
- Provides visible and strong leadership during the recovery phase
- Takes advice from the sub-groups, decides the strategy and ensures implementation of the   strategy and the rebuilding of public confidence
- Ensures the coordination and delivery of consistent messages to the public and media.

Role of Group

- To feed in recovery issues whilst the SCG is convene
- To decide the overall recovery strategy, including communications, clean-up, health, welfare, economic and business recovery
- Ensure that relevant stakeholders, especially the communities affected, are involved in the development and implementation of the strategy
- To jointly agree appropriate sub-groups as required by the emergency and commensurate to organisation's resources
- To produce an impact assessment on the situation
- To co-ordinate the recommendations and actions of the sub-groups and monitor progress
- To monitor financial matters and pursue funding and other assistance
- To agree exit strategy criteria and timescale
- Decide the final "state" of the physical infrastructure and natural environment affected by the emergency
- Deal with other issues that fall outside the scope of the working groups
- To provide reassurance and advice to the public to facilitate recovery

Chair and Secretariat

Chaired by Local Authority Chief Executive/Director as nominated by London Local Authority Gold (LLAG). The Chair should appoint a Secretariat to maintain records of all minutes of all RCG meetings, monitor completion of actions and co-ordinate a master record of all sub-group meetings.

Membership

Senior representatives attend as relevant from:

- Affected Local Authority/Authorities
- Chair of Community Recovery Committee (if formed)
- Recovery Liaison Officer (RLO)
- Greater London Authority
- Environment Agency
- Food Standards Agency
- NHS England
- Social Care Representative
- Public Health England
- Animal Health
- Utility Companies
- Telecommunications companies
- Transport for London
- Network Rail
- British Airways Authority
- Port of London Health Authority
- Port of London Authority
- Maritime and Coastguard Agency
- Police
- London Fire Brigade
- Ministry of Defence
- Natural England
- Site Operator (if relevant)
- Site Owner(s)
- Insurers
- Health and Safety Executive
- Chairs of sub-groups including the chair of the STAC
- Business Sector Panel
- Voluntary Organisation Representative
- Faith Representative
- Government Decontamination Service (if contamination issues)
- other organisations as appropriate

The following is a list of points that could be put on an initial agenda for an RMG meeting.

	RCG First Meeting Agenda
1	Introductions.
2	Situation Update
3	Agree Terms of Reference for the RCG.
4	Agree membership - responsibilities and authority/ other agencies required.
5	Briefing / progress report, including the latest impact assessment and the Strategic Management Group strategy (brief overview, keep concise).
6	Agree recovery strategy (including objectives and targets as necessary).
7	Agree immediate actions and/or urgent issues related to the emergency.
8	Formulate initial recovery action plan and delegation of tasks (including deciding on what sub-groups may be required).
9	Priorities for Action
10	Any Other Business.
11	Frequency/schedule of future meetings.

Recovery Strategy
Refer to Appendix C of the London Recovery Management Protocol.