



# **CORPORATE EMERGENCY RESPONSE & RECOVERY PLAN**

## **Part One**

**Issue Number: 8**

**August 2024**

The following internal documents should be read in conjunction with this plan:

- **Part Two – Contacts (Restricted document)**
- **Part Three - Aide Memoirs & Role Cards**
- **Weekly Orders Document**
- **Business Continuity Plan**
- **Concept of Operations (CONOPS) for Emergency Response & Recovery (Standardisation Project), London Resilience Group 2018**

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[For Plan Activation and Emergency Call-out instructions please see page 31](#)

## Introduction

Local authorities have a wide range of services to deliver when responding to an emergency. It is important to keep its core, critical services functioning if there are 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
- The ability to maintain essential services to the public.

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

- The integration of arrangements for a range of emergencies, whether natural or because of a hostile act. The principal emphasis is on the response to an emergency, not the cause, unless it calls for specific 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 Corporate Emergency Response & Recovery Plan deals with both major emergencies affecting the community and business continuity disruptions affecting Council services. It provides an integrated emergency management framework for managing all aspects of the Council’s emergency response.



This is now complemented by further work overseen by the London Resilience Group through the pan-London Standardisation Project. This is co-ordinated through the Concept of Operations (CONOPS) for Emergency Response & Recovery (Standardisation Project 2018) document. It sets out how all London Local Authorities (LLAs) support their communities and partners in the response to, and recovery from, an emergency.

This Plan shall be reviewed / updated at least every 2 years. It will also be reviewed following a significant major emergency or service disruption, post-exercise and following any change to the local or regional risk assessments.

## **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 (Emergency Planning) Regulations 2005
- Emergency Preparedness – statutory guidance on Part 1 of the Civil Contingencies Act 2004, 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 several Acts and Regulations that apply to emergency planning and response, including:

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

## **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 Risk Register maintained by the London Local Resilience Forum, which assess the risks within

the community and the likelihood of them occurring. Borough Risk Registers are also maintained.

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

## **Generic Strategic Priorities**

### **Emergency Response**

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

- Provide support to incident responding agencies as required
- Support the vulnerable
- Maintain continuity of council service provision
- Provide assistance and information to Hammersmith and Fulham's businesses and communities
- Provide community leadership
- Assist the return to normality

### **Recovery**

As provided by the London Local Authority Gold (LLAG) arrangements, the default, generic, strategic priorities for Hammersmith & Fulham in recovery will be to:

- Provide strong and visible leadership during the recovery phase
- Support the health and welfare of the borough's communities, prioritising the most vulnerable
- Assist in the restoration of the built and natural environment
- Assist communities and business to return to normality
- Monitor financial matters and pursue funding and other assistance

## **Purpose and Aims**

The purpose of emergency planning in the Borough of Hammersmith & Fulham 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 Corporate Emergency Response & Recovery Plan are to:

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

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

## **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.

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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. [For a definition of business continuity disruption and priority of Council services, please refer to page 39.](#)

## **Planning Assumptions**

### **Sudden Impact**

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

Full activation of the Corporate Emergency Response & Recovery 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.

### **Responsibilities**

It is the responsibility of the Councils' Emergency Services Section to write and maintain this Corporate Emergency Response & Recovery Plan, and to ensure that the contents are brought to the attention of those senior officers who might need to implement and use the Plan in the event of a major emergency.

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

It is the responsibility of Departments and Service Providers to write and maintain service emergency plans and procedures, and to ensure that the contents are

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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.



## **Training and Exercising**

This Corporate Emergency Response & Recovery 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 Centre (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 and the London Local Authority Co-ordination Centre arrangements.

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

## **Related Procedures and Other Documents**

### **National**

The Civil Contingencies Act 2004

- 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
- Emergency Response and Recovery, non-statutory guidance on response to and recovery from emergencies, Cabinet Office, June 2010, updated 2013
- Evacuation and Shelter Guidance, non-statutory guidance to complement *Emergency Preparedness* and *Emergency Response and Recovery*, Cabinet Office, updated January 2014
- Hot weather and health – guidance and advice  
[Hot weather and health: guidance and advice - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/hot-weather-and-health)
- Cold weather and health: guidance and advice

<https://www.gov.uk/government/collections/cold-weather-plan-for-england>

### **London Resilience Group**

- The London Resilience Group has various plans and protocols showing how London would deal with the impacts of different incidents. The latest versions of the publicly available plans are available for download.

<https://www.london.gov.uk/what-we-do/fire-and-resilience/london-resilience-partnership/planning-emergencies-capital>

### **Risk Assessments**

- National Risk Register for civil Emergencies, Cabinet Office

[National Risk Register 2023 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/collections/national-risk-register-2023)

- London Risk Register, London Local Resilience Forum

[London Risk Register | London City Hall](https://www.london.gov.uk/what-we-do/fire-and-resilience/london-risk-register)

- Hammersmith & Fulham Borough Resilience Forum Risk Register

### **Others**

- [London Local Authorities Gold Resolution](#).  
(page 30 of this document)

## Major Emergencies

Definition of a Major Emergency:

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

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

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

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

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

The Corporate Emergency Response & Recovery Plan is likely to be invoked when the response to an emergency involves more than two Departments, and when it becomes necessary to co-ordinate the Council’s response. However, the ERRP will never take the place of local arrangements for dealing with ‘routine’ minor emergencies.

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

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

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

- Flooding – Tidal from the River Thames
- Burst Water Main, Blocked Drains, or excess surface water run-off
- Transport Crash – Aircraft, Rail, or Major Road Crash
- Major Fire
- Evacuation of Housing Area, Schools, etc
- Transport Accident on the River Thames
- Power Failures – Electricity or Gas
- Industrial Accidents, Escape of Dangerous Substances (toxic gases, radioactive material, petrol, chemical spillage)
- Terrorism, including Chemical, Biological, Radiological or Nuclear Attack, or attacks on crowded places

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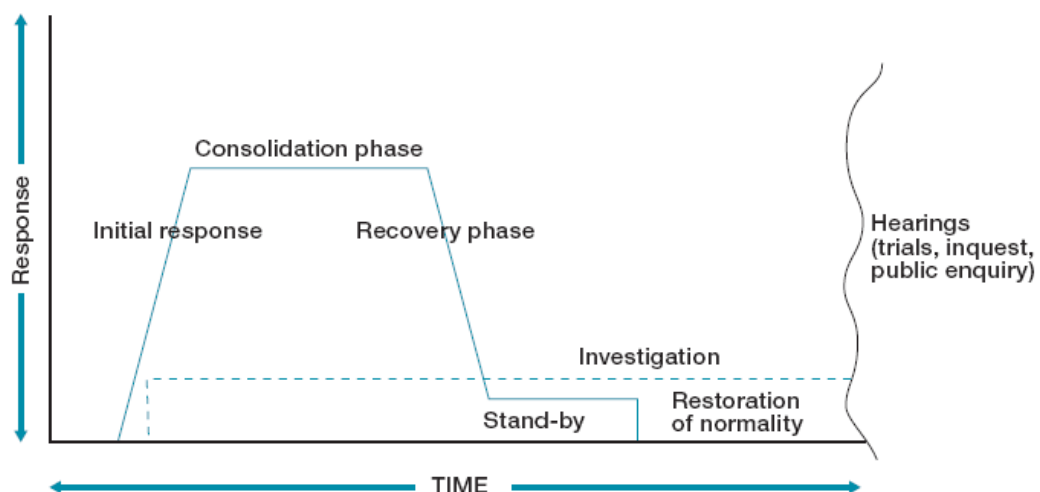
- Explosion (gas or other explosive substance, industrial accident, or bomb)
- Collapse of Structures (buildings, bridges, etc)
- Severe Weather - Storm Damage, Excessive Rainfall, Heatwave
- Death or injury to school pupils
- Outbreak of Disease and Epidemics, including Pandemic Influenza, Rabies and Legionella
- Accidents in Sports Grounds and Stadia, and places of entertainment.
- Avian Flu

## Stages of a Major Emergency

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

- **The Initial Response:** An 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



## **The Role of a Local Authority**

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

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

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- Enabling the community to recover and return to normality as soon as possible.
  
- Providing Mutual Aid to other local authorities on request.



## Main Functions of the Emergency Services

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

### Police

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

- The saving of life together with the other emergency services.
- The co-ordination of the emergency services, local authorities and other organisations acting in support at the scene of the incident.
- To secure, protect and preserve the scene and to control sightseers and traffic using cordons ([please see page 29 for details about scene management](#)):

#### ***Inner Cordon***

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

#### ***Outer Cordon***

Seals off an extensive area around the inner cordon

#### ***Traffic Cordon***

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

- The investigation of the incident and obtaining and securing of evidence in conjunction with other investigative bodies where applicable.
- The collation and distribution of casualty information.
- The identification of the dead, on behalf of Her Majesty's (HM) Coroner.
- The prevention of crime.
- Family Liaison:

- Short term measures to restore normality after all necessary actions have been taken.

### **Fire Brigade**

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

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

### **Ambulance Service**

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

- To save life together with the other emergency services.
- To provide treatment, stabilisation, and care of those injured at the scene.
- To provide appropriate transport, medical staff, equipment, and resources.
- To establish an effective triage sieve and triage sort system to determine the priority evacuation needs of those injured and to establish a safe location for casualty clearing, i.e. triage sort area.

- To provide a focal point at the incident scene for all National Health Service (NHS) and other medical resources.
- To provide communication facilities for NHS resources at the scene, with direct radio links to hospitals, control facilities and any other agency as required.
- To nominate and alert the receiving hospitals from the official list of hospitals to receive those injured and inform the other agencies.
- To provide transport to the incident scene for the medical advisor (MA), the Mobile Emergency Response Incident Team (MERIT) and their equipment.
- To arrange the most appropriate means of transporting those injured to the receiving and specialist hospitals.
- To maintain emergency cover throughout the London Ambulance Service area and return to a state of normality at the earliest time.
- To act as a portal into the wider health services including the Public Health England advisors and in the event of a Chemical, Biological, Radiological or Nuclear (CBRN) incident advise on the convening of the Scientific and Technical Advice Cell (STAC), which will be able to advise and lead as far as health advice is concerned.
- To provide a Mobile Emergency Response Incident Team.

### **The Scientific and Technical Advice Cell (STAC)**

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

### **The National Health Service (NHS England)**

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

- When the number or type of casualties overwhelm or threaten to overwhelm normal services, special arrangements are needed to deal with them.
- When an incident may pose a threat to the health of the community.

- The Health Service itself may suffer serious internal disruption.

### **HM Coastguard**

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

## **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 (LESLP), from which the following paragraphs are taken.

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

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

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

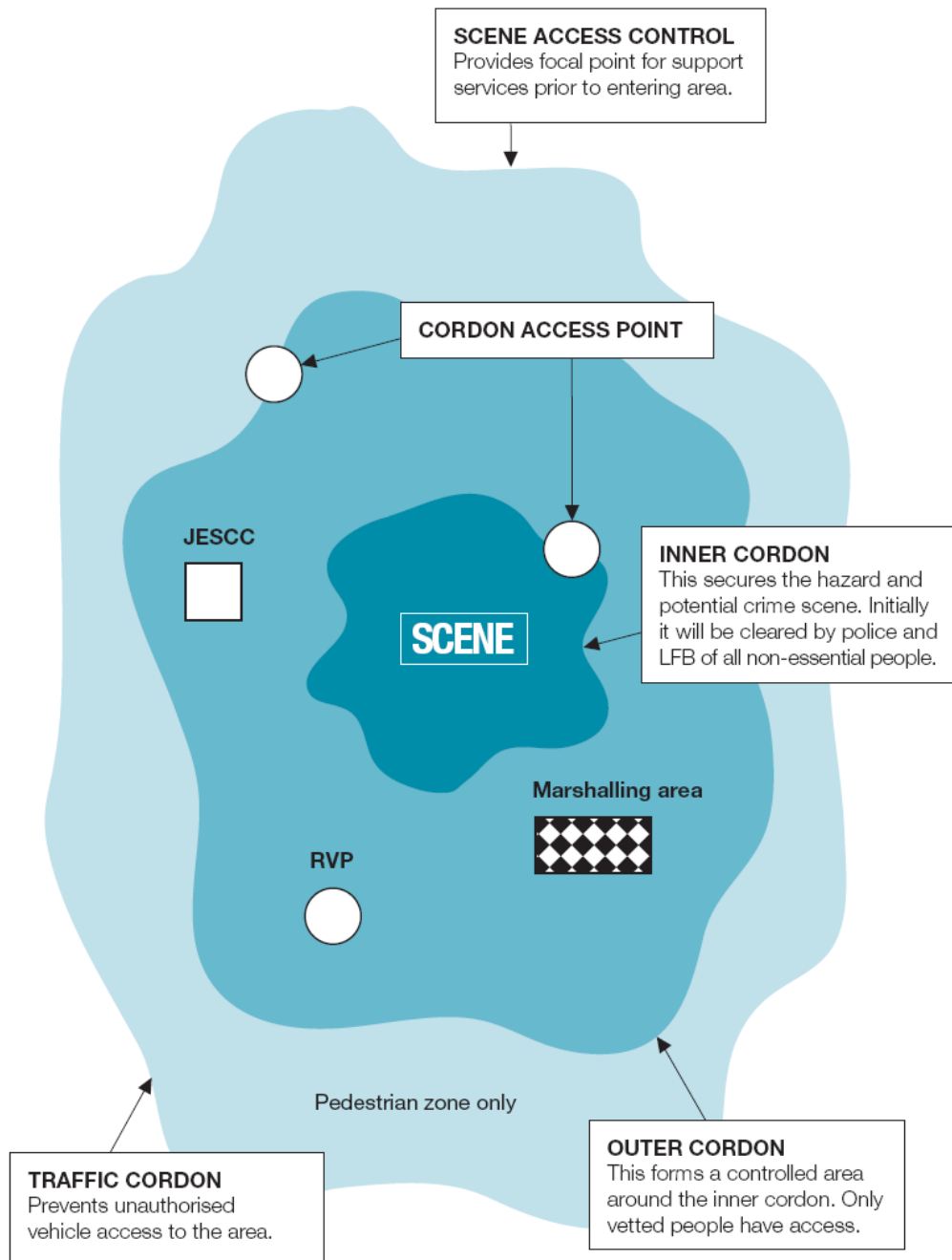
It is essential that upon arrival at the incident scene, the Local Authority Liaison Officer (LALO) finds the Incident Officer for each service present and informs that officer of the official presence of the Borough. If possible, the LALO's own vehicle should be co-located with the others at the JESCC.

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

A Marshalling Area, under the control of an officer from each service, wearing appropriate reflective tabards, may be established between the RVP and the

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scene, and may also be used to provide briefing/debriefing areas and recuperation of personnel involved in arduous work at the scene.



Locations to be determined by wind direction where appropriate

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

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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.

## **Command Structure (Gold, Silver and Bronze)**

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

### **Gold (Strategic)**

Gold is the strategic commander who has overall responsibility for the Local Authority response to an incident/emergency. Each Gold has overall command of the resources of their own organisation, but delegates tactical decisions to their respective Silver(s).

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

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

### **Silver (Tactical)**

Silver for each of the responding emergency services will attend the scene, take charge and be responsible for formulating the tactics to be adopted by their service to achieve the strategy set by Gold. The Local Authority Liaison Officer (LALO) at the scene will represent the Council at Silver Coordinating Group meetings.



If the Borough Emergency Control Centre is open the response will be co-ordinated from there, supported by the Council's team of Incident Response Officers and the LALO from the scene. The LALO will thus become Council Bronze Scene Coordinator and will represent Council Silver at Silver Coordinating Group meetings.

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

### **Bronze (Operational)**

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

The "Emergency Contacts" document (Part 2, Emergency Contacts – OFFICIAL-SENSITIVE) contains contact details for all Key Emergency Responders. Details of on-call Emergency Responders can be found in the OFFICIAL-SENSITIVE "Weekly Orders" document, circulated every Wednesday. The distribution email for the Weekly Orders also contains a link to this plan.

### **Mutual Aid**

All London Local Authorities have a Mutual Aid agreement in place. The agreement allows for participating authorities to actively, wherever possible, aid

another participating Local Authority in the form of provision of personnel and/or equipment in the event of, or in the reasonable anticipation of, an emergency or other disruptive or rising tide incident when asked to do so. The Local Authority requesting aid will undertake to reimburse the Local Authority providing it on a cost recovery basis.

The northwest London boroughs have a 'Mutual Aid agreement between Brent, Ealing, Harrow, Hillingdon, Hounslow, Royal Borough of Kensington & Chelsea, Westminster and H&F.

Although local authorities may agree bilateral mutual aid, the circumstances in which mutual aid is required often involves the activation of London Local Authorities (LLAs) regional coordination arrangements (i.e. the London Local Authority Co-ordination Centre (LLACC) and London Local Authority Gold (LLAG) – definitions in section 2.8). In such circumstances, the LLACC coordinates requests for mutual aid where it is more effective to do so.

In all circumstances, LLAs follow an agreed Mutual Aid process, part of which is the requirement for requests to be made on a standardised Mutual Aid request form.

When sending staff to other boroughs to fulfil Emergency Response Roles via mutual aid, for example Borough Emergency Control Centre (BECC), LALO and Emergency Centre staff, training records for these staff will need to be accessed by the BECC. The location of these records and how to access them is detailed in the BECC procedures, Annex A to the standardised BECC Procedures.

During a major incident, there is a presumption that LLAs will use mutual aid as the route to augment their own response capabilities, making requests at the earliest opportunity, to ensure the optimum support is provided to their communities and partners. Subject to the nature of the request, LLAs default position will always be to release their staff and other resources to the requesting authority and without delay.

## **Regional and National Co-ordination**

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

### **Strategic Co-ordination Centre (SCC)**

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

### **Gold/Crisis Executive Management Group (G/Crisis EMT)**

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

### **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.

### **London Local Authority Co-ordination Centre (LLACC)**

Hosted and staffed by the London Resilience Team, the LLACC will be the conduit of information between the LLAG and the local authority BECC's and will compile regular Situation Reports (SitReps) for LLAG from information provided by the boroughs.

### **Borough Emergency Control Centre (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.

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The BECC can be physically stood up in the specified location of a Council building. However, if staff are prevented access to the location due to the emergency, a virtual BECC will be stood up via an IT network.

## **London Local Authority Gold Resolution**

1. This resolution is made in accordance with section 138 Local Government Act 1972 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

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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.

## Business Continuity disruption

Definition of a Business Continuity disruption:

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

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

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

The Councils' may be affected by a disruption to their services, whether those provided directly, or by their contractors or suppliers, by incidents such as a power outage, industrial action, a fuel shortage, high levels of sickness absence, the loss of a building due to fire or flood, or a critical team winning several millions on the Lottery on Saturday and simply not turning up on Monday morning<sup>1</sup>.

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

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

- Impact on staff and services responding to a major emergency
- Loss of electricity, gas, or water supply
- Loss of IT infrastructure
- Loss of the use of premises (in part or total)

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<sup>1</sup> A London borough Housing Benefits Team

- Disruption to the supply chain.
- Failure of contractors/suppliers of commissioned services
- Industrial action
- Staff illness
- Pandemic Influenza

### **Emergency Response to Disruptions**

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

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

*For more detailed information on managing Business Continuity disruptions please refer to the H&F Corporate Business Continuity Plan*

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## Activation of the H&F Corporate Emergency Response & Recovery plan

### Duty Silver

Designated and experienced Council staff form the on-call Duty Silver team in the borough have responsibility for determining the level of initial Council response to an emergency and/or business continuity disruption, and for initiating the call-out procedures. Their names and telephone contact numbers are in the Corporate Emergency Response & Recovery Plan, Part Two – Emergency Contacts (RESTRICTED). The on-call and standby Duty Silver name and contact details are circulated weekly to other key emergency responders, the CCTV Control Room and the Council's Contact Centre in a document called the Weekly Orders (RESTRICTED).

These officers are required to have copies of the Corporate Emergency Response & Recovery Plan Parts One (this document), Two - Emergency Contacts, and Three - Aide Memoirs & Role Cards, plus the Weekly Orders document so that on receipt of an alerting call (in or out of hours) they can fully activate the emergency procedures.

In addition to Silver, depending on the nature and scale of the incident, the decision to stand up a **Resilience Adviser** may also be made. The Resilience Adviser is a brought in under the new CONOPS protocol and must be an emergency planning professional (in our Borough it is the H&F Emergency Planning & Resilience Manager) who will undertake this role as part of their normal duties as and when there is a requirement and availability to do so. Please note that this is NOT a retained/on-call role.

### Plan Activation Process

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

- An emergency in the community, requiring the assistance and response of the Council in support of the emergency services and the affected community.

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

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

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

Activation of this Corporate Emergency Response & Recovery Plan will involve some or all the following roles ([please click here for more details about roles](#)):

<b>Council Contact Centre (in-hours or out-of-hours) Call-Agent</b>	Will receive initial call from emergency services, another Category 1 or 2 Responder, the LLACC, a Council Officer or department, and pass details to the on-call Duty Silver.
<b>On-call Duty Silver</b>	Will determine the level of response required and call-out the necessary response staff from the Council Departments. They will co-ordinate the Council's overall response both during working hours and out of hours, from whatever location is appropriate. The council has a Duty Silver on call 24/7, 365 days a year.
<b>Resilience Adviser</b>	Provides advice and guidance to commanders on emergency management arrangements to enable them to access the right information and networks of support. They work most closely with and on behalf of Council Gold and Council Silver.

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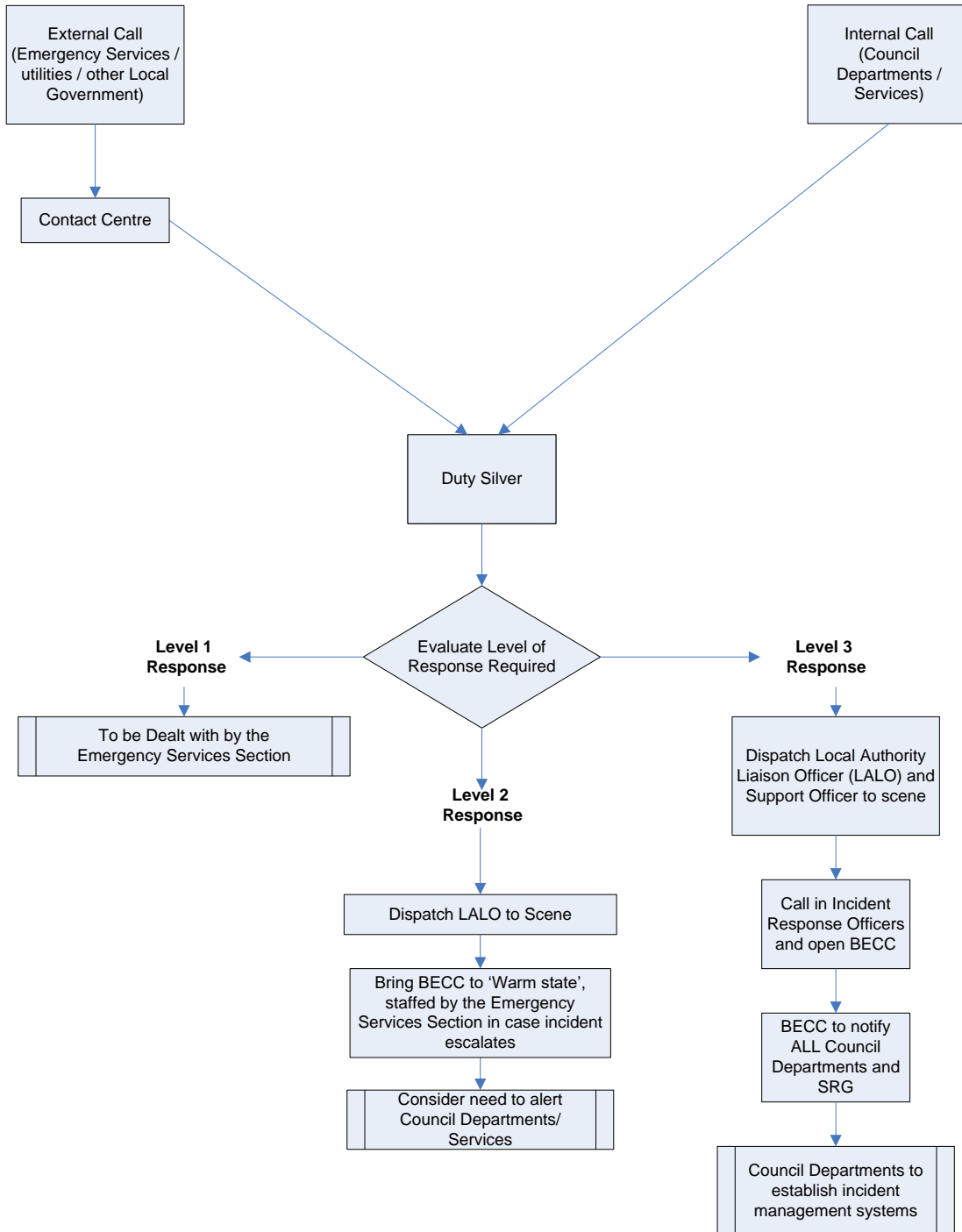
<b>Welfare Bronze</b>	Will endeavour to ensure that the welfare needs of residents (specifically vulnerable) are identified and managed during an incident within the Borough. The council has a Bronze Welfare on call 24/7, 365 days a year.
<b>Local Authority Liaison Officer (LALO)</b>	Will represent the Council at the scene of the emergency. Will liaise with the emergency services, determining the initial response and calling forward resources via the BECC if opened or via the Duty Silver. Reports to Duty Silver and maintains situational awareness.
<b>BECC Officers (various updated roles under the Standardisation project)</b>	Will assist the Duty Silver by running all operational aspects of the BECC and helping to co-ordinate the Council's emergency response by liaising with all the agencies involved.
<b>Emergency Rest Centre Managers</b>	Will set up and manage the operation of a variety of types of Emergency Centre – most frequently a Rest Centre. Emergency Rest Centre Managers will assemble a team of Emergency Rest Centre Offices to assist in the running of the centre. The council has an Emergency Rest Centre Manager on call 24/7, 365 days a year.
<b>Scientific &amp; Technical Advice Cell Officer</b>	Will represent the Council at Scientific & Technical Advice Cell Meetings (STAC). These meetings are convened when specialist and coordinated scientific advice is required to advise incident commanders. This may be, for example, following a Chemical, Biological or Radiological incident.
<b>Housing Emergency Response</b>	Will lead the Housing response to incidents on H&F property. The Housing Emergency Response Officer will lead the response to minor incidents and will work with Housing Gold and Silver for any major incidents or emergencies affecting Council property.

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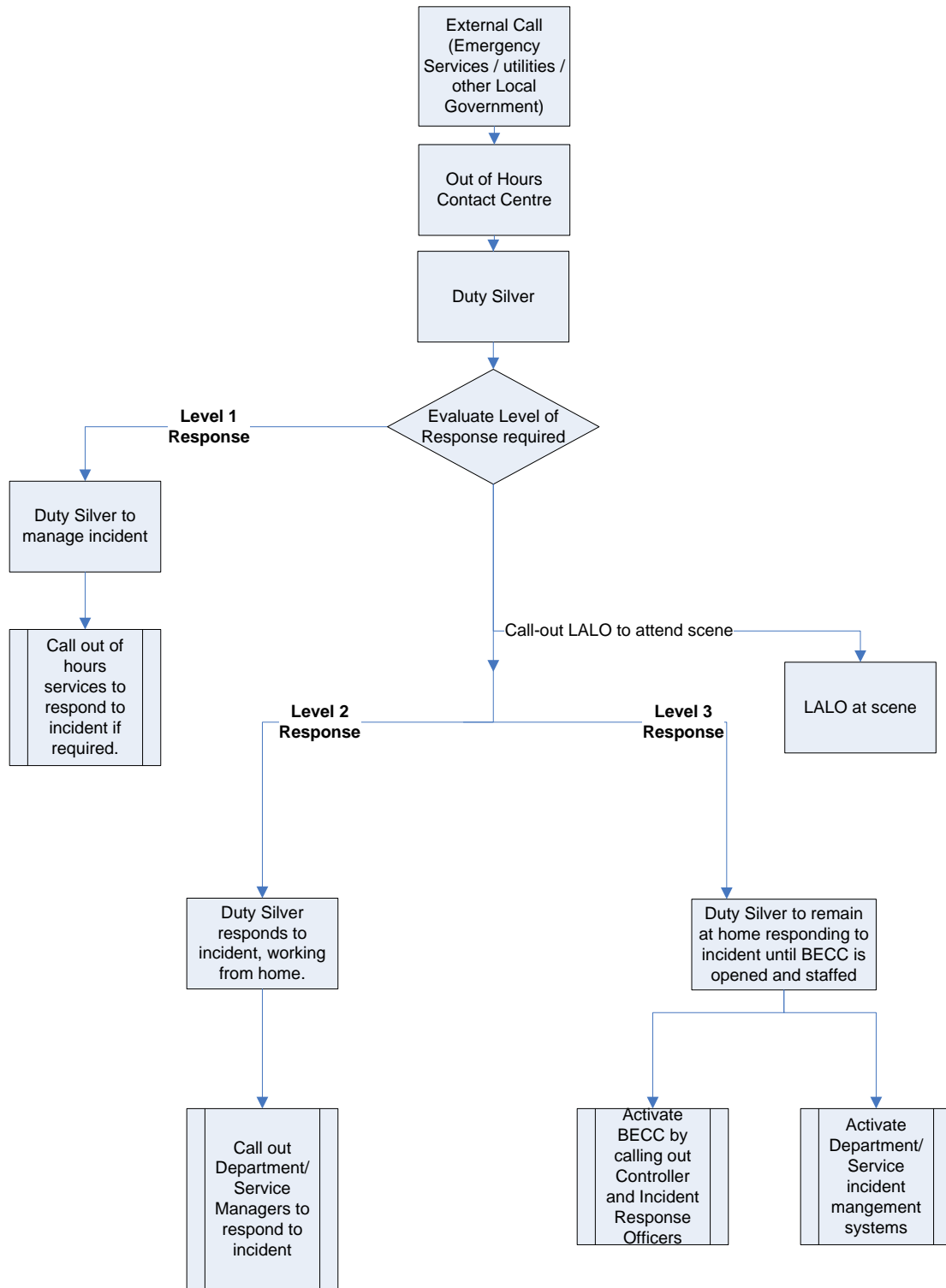
	The Council has a Housing Emergency Response Officer and a Housing Gold on call 24/7, 365 days a year.
<b>Loggists</b>	There is a team of x09 trained Loggists available to support Council GOLD (and SLT if necessary) during an incident. Loggists record actions taken, and decisions made, to ensure an accurate document is held as part of a legally acceptable record of key decisions.
<b>Council departments and services, including commissioned &amp; contractor provided services</b>	Will take responsibility for managing the provision of their services in response to the emergency or disruption and will maintain liaison with the Duty Silver and/or BECC if activated.

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**Initial Call – during office hours**



**Initial Call – outside of office hours**



### Scale and Impact

The type and scale of emergency will dictate the level of response required.

Duty Silver should use the criteria below to determine the level of response.

Levels of Plan Activation and Response		
Response Levels	Impact on the Community (examples)	Council Response (examples)
<b>1</b>	<p><b>MINOR (Limited)</b></p> <ul style="list-style-type: none"> <li>• Short-term evacuation of low numbers of residents with no/few special needs for 3-6 hours. Shelter rather than full Emergency Rest Centre activation.</li> <li>• Severe weather warnings requiring assessment and dissemination to council services.</li> <li>• Early stages of a ‘rising tide’ emergency, such as fuel supply disruption, pandemic flu, etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Duty Silver informed.</li> <li>• Emergency Services Section deal with incident without need for BECC to be activated.</li> <li>• LALO if there is a scene.</li> <li>• Support from key services.</li> </ul>
<b>2</b>	<p><b>MEDIUM (Disruptive)</b></p> <ul style="list-style-type: none"> <li>• Evacuation of housing block or a wide residential area requiring low to medium level shelter.</li> <li>• Low levels of injuries or fatalities.</li> <li>• Evacuation of care home or hospital.</li> <li>• Internal failure of IT infrastructure or telecoms, or an electricity failure affecting the servers, with some impact on business continuity for critical council services.</li> </ul>	<ul style="list-style-type: none"> <li>• LALO at scene.</li> <li>• BECC in ‘warm’ state, being staffed mainly by Emergency Services Section staff, but ready for full activation if the incident escalates to Level 3.</li> <li>• There may be a small amount of response or support activity in individual services within departments and contact with the LALO to maintain situational awareness.</li> </ul>

<b>3</b>	<p><b>MAJOR (Severe)</b></p> <ul style="list-style-type: none"> <li>• Major disruption to residents and businesses.</li> <li>• Local incident resulting in high levels of fatalities.</li> <li>• Large-scale and long-duration evacuation of residents.</li> <li>• Water or electricity supply failure affecting multiple wards for over 24 hours.</li> <li>• Complete wide-area telecoms failure.</li> <li>• Wide-area flooding (including surface and groundwater).</li> <li>• Severe and prolonged severe weather.</li> <li>• Terrorist incident in borough.</li> <li>• Support of other Category 1 Responders required.</li> <li>• LLAG/LLACC Activation for a pan-London emergency.</li> <li>• Business continuity disruption being experienced by multiple services across many Council departments.</li> </ul>	<ul style="list-style-type: none"> <li>• LALO at scene.</li> <li>• BECC fully activated and staffed by Duty Silver and BECC Officers.</li> <li>• Resources from many or all departments may be required, and for which mobilisation and coordination will be necessary.</li> <li>• All departments' senior management teams informed.</li> <li>• Chief Executive of affected borough informed.</li> <li>• Consideration given to calling a Tactical Coordinating Group.</li> <li>• Consideration given to establishing the Strategic Coordinating Group.</li> </ul>
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**Levels of Plan Activation and Response**

<b>Definition</b>	<b>Minor (Limited):</b> Low-level impact on residents and council services.



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

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	Humanitarian Assistance Steering Group	No
	London Local Authority Coordination Centre (LLACC)	No

<b>Definition</b>	<b>Medium (Disruptive):</b> Significant impact on residents and council services, usually across a limited area. Activation and coordination of a range of council services is likely, with some services operating outside of normal operating parameters.	
<b>Example Incidents</b>	<ul style="list-style-type: none"> <li>• Evacuation of housing block or a wide residential area requiring low to medium level shelter.</li> <li>• Low levels of injuries or fatalities.</li> <li>• Evacuation of care home or hospital.</li> <li>• Internal failure of IT infrastructure or telecoms, or an electricity failure affecting the servers, with some impact on business continuity for critical council services.</li> </ul>	
<b>Response</b>		<b>Required?</b>
<b>Key Roles</b>	Activate Duty Silver	<b>YES</b>
	Activate LALO	<b>YES</b>
	Activate Welfare Bronze	Potentially
	Use of Housing Options	Potentially
	Activation of Emergency Centre Manager	Potentially
	Activate BECC	Potentially
	Activate Duty Comms Officer	<b>YES</b>
	Activate Council Gold Stand up Loggist	<b>YES</b> Potentially
<b>Council Management</b>	Activation of BECC	Potentially
	Activation of Tactical Coordinating Group	No
	Activation of Strategic Coordinating Group	No

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<b>Communications</b>	Text Alert to Council Emergency Responders and partners	Potentially
	Text Alert to TCG and BECC Team	Potentially
	Text Alert to Cabinet Members	Potentially
	Staff Information Line	Potentially
	Public Information Campaign	Potentially
	Day and Night Contact Centre Involvement	Potentially
<b>Multi-Agency Arrangements</b>	Multi-agency Gold Meetings	No
	Silver Coordinating Meetings	<b>YES</b>
	Humanitarian Assistance Steering Group	Potentially
	London Local Authority Coordination Centre (LLACC)	No

<b>Definition</b>	<b>Major (Severe):</b> Serious impacts for a local area, potentially across the whole borough, or pan-London. Activation and coordination of a wide range of council services is likely, with services possibly working in a way that has not been pre-planned.
<b>Example Incidents</b>	<ul style="list-style-type: none"> <li>• Major disruption to residents and businesses.</li> <li>• Local incident resulting in high levels of fatalities.</li> <li>• Large-scale and long-duration evacuation of residents.</li> <li>• Water or electricity supply failure affecting multiple wards for over 24 hours.</li> <li>• Complete wide-area telecoms failure.</li> <li>• Wide-area flooding (including surface and groundwater).</li> <li>• Severe and prolonged severe weather.</li> <li>• Terrorist incident in borough.</li> <li>• Support of Cat 1 Responders required.</li> <li>• LLAG/LLACC Activation for a pan-London emergency.</li> <li>• Business continuity disruption being experienced by multiple services across many or all Council departments.</li> </ul>

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<b>Response</b>		<b>Required?</b>
<b>Key Roles</b>	Activate Duty Silver	<b>YES</b>
	Activate LALO	<b>YES</b>
	Activate Welfare Bronze	<b>YES</b>
	Use of Housing Options	Potentially
	Activation of Emergency Rest Centre Manager	Potentially
	Activate full BECC Team	<b>YES</b>
	Activate Duty Comms Officer	<b>YES</b>
	Activate Council Gold	<b>YES</b>
	Activate Loggist/s	<b>YES</b>
<b>Council Management</b>		
<b>Council Management</b>	Activation of BECC	<b>YES</b>
	Activation of Tactical Coordinating Group	<b>YES</b>
	Activation of Strategic Coordinating Group	Potentially
<b>Communications</b>		
<b>Communications</b>	Text Alert to Council Emergency Responders and partners	<b>YES</b>
	Text Alert to TCG and BECC Team	<b>YES</b>
	Text Alert to Cabinet Members	<b>YES</b>
	Staff Information Line	<b>YES</b>
	Public Information Campaign	<b>YES</b>
	Day and Night Contact Centre Involvement	<b>YES</b>
<b>Multi-Agency Arrangements</b>		
<b>Multi-Agency Arrangements</b>	Multi-agency Gold Meetings	Potentially
	Silver Coordinating Meetings	Potentially
	Humanitarian Assistance Steering Group	Potentially
	London Local Authority Coordination Centre (LLACC)	Potentially

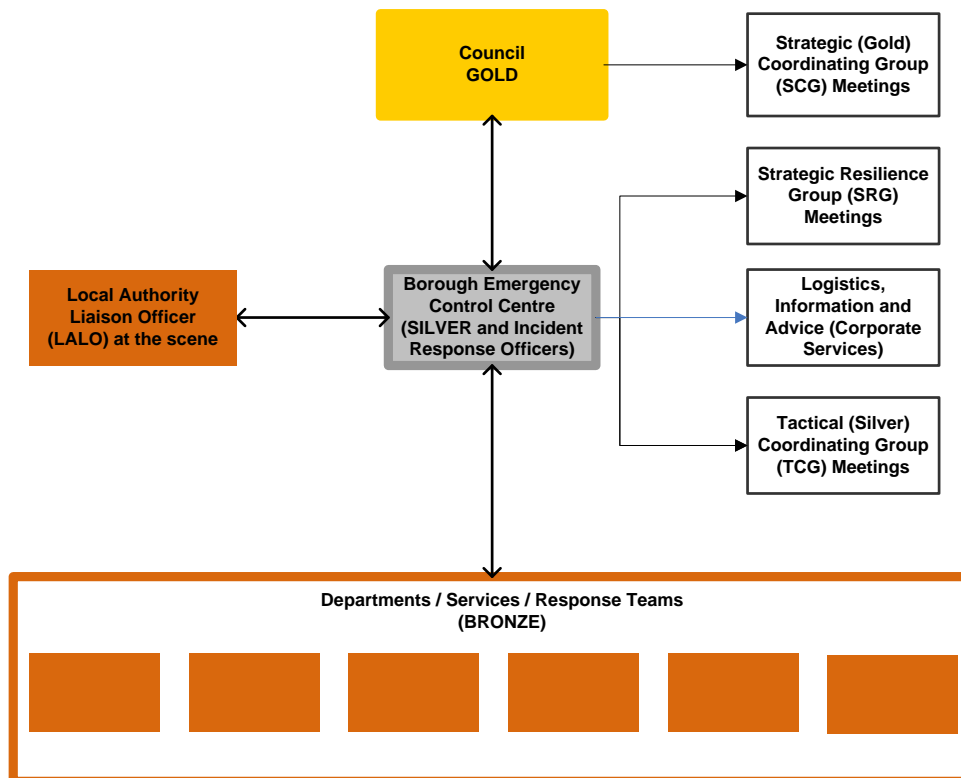
## Command Control and Coordination (C3)

### Command & Control Overview

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

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

The **BECC Officer(s)** will liaise with the **responding departmental services** and will co-ordinate their responses. Sitting above in a strategic management role will be the **Strategic Coordinating Group (Gold)** (extended Strategic Leadership Team – SLT), chaired by the Chief Executive of the affected borough or the Lead Director for Resilience (who is the Strategic Director of Environment).



## **Roles and Responsibilities**

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

<b>Role / Service</b>	<b>Responsibilities / Functions</b>
<b>Council Gold (Strategic)</b>	<p>Council Gold is the strategic commander of the Local Authority, its' services, and resources in response to the incident. The role of Council Gold is fulfilled by the Chief Executive / nominated Deputy.</p> <p>It is the responsibility of Council Gold to:</p> <ul style="list-style-type: none"> <li>• Define the Gold Strategy in response to the incident.</li> <li>• Consider the long-term impact that the incident could have on the provision of council services and the local community.</li> <li>• Provide strong leadership to staff</li> <li>• Be a visible representative of the Local Authority alongside the Leader of the Council</li> <li>• Lead the Strategic Co-ordinating Group when activated</li> <li>• Liaise with and keep the Leader of the Council and other Members apprised of the situation.</li> <li>• Attend, or be represented at, multi-agency Strategic Coordinating Group meetings.</li> <li>• Liaise with London Local Authority Gold if LA Mutual Aid is requested.</li> </ul>
<b>Council Silver (Tactical)</b>	<p>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.</p> <p>It is the responsibility of Council Silver to:</p> <ul style="list-style-type: none"> <li>• Receive initial notification of the incident</li> </ul>

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	<ul style="list-style-type: none"> <li>• Assess incident and activate the Council’s initial response as required.</li> <li>• Inform and liaise regularly with Council Gold</li> <li>• Develop the response Tactical Plan for responding to the emergency in line with the strategic intent provided by Council Gold.</li> <li>• Determine the best place from which to manage the incident response.</li> <li>• If the Borough Emergency Control Room (BECC) is open Silver will run the response supported by a BECC Manager, and the required number of BECC Officers.</li> </ul>
<b>Local Authority Liaison Officer (LALO)</b>	<p>The LALO is the council representative at the scene of the incident. They represent and report to Council Silver.</p> <p>It is the responsibility of the LALO to:</p> <ul style="list-style-type: none"> <li>• Attend the scene of the incident (without putting themselves in danger)</li> <li>• Establish and maintain contact with emergency services at the scene at the Forward Control Point</li> <li>• Receive and find out information about the on-going incident response.</li> <li>• Provide the BECC with regular updates on the incident.</li> <li>• 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.</li> <li>• Represent Council Silver in multi-agency Tactical Coordinating Group (TCG) meetings.</li> </ul>
<b>Welfare Bronze</b>	<p>The Welfare Bronze is the council’s representative responsible for identifying vulnerable people, where possible, in an emergency. They report to Council Silver. It is the responsibility of the Welfare Bronze to:</p>

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	<ul style="list-style-type: none"> <li>• Respond to a call out from Silver when required</li> <li>• Identify any vulnerable sites / care establishments affected</li> <li>• Identify individuals affected by the emergency that may be particularly vulnerable and require additional support.</li> <li>• Provide the BECC with regular updates if open.</li> <li>• Work with partners to ensure all identified vulnerable are located and their care needs are being met.</li> </ul>
<b>Emergency Rest Centre Manager</b>	<p>The Rest Centre Bronze is the council's representative responsible for the set up and management of rest centres if required during an emergency. They report to Council Silver. It is the responsibility of the Rest Centre Manager to:</p> <ul style="list-style-type: none"> <li>• Manage the Rest Centre and its inhabitants</li> <li>• Carry out a risk assessment and cordon off any unsafe areas</li> <li>• Ensure residents needs are catered for during their stay in the centre</li> <li>• Manage any issues arising in the rest centre and problem solve</li> <li>• Manage staff assisting in the centre</li> <li>• Ensure information is communicated to everyone in the centre</li> </ul>
<b>Emergency Rest Centre Officers</b>	<p>Rest Centre officers are trained volunteers from across the council. They have been trained to support H&amp;F on-call Rest Centre Managers in running rest centres, if opened, during an incident in the borough.</p>
<b>BECC (Borough Emergency Control Centre) Officers</b>	<p>BECC officers are a team of trained volunteers from across the council. They are trained to assist the response to the incident in the Borough Emergency Control Centre when activated. They also assist the Duty Silver if required when the BECC is not activated in smaller incidents.</p>



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<b>Loggists</b>	<p>There is a team of x09 trained Loggists available to support Council GOLD (and SLT if necessary) during an incident. Loggists record actions taken, and decisions made, to ensure an accurate document is held as part of a legally acceptable record of key decisions.</p>
<b>Council Services Bronze (Operational)</b>	<ul style="list-style-type: none"><li>• Responding Council departments/services.</li><li>• Council supplied resources at the scene and in support (e.g. Rest Centres)</li></ul>

## **Responsibilities for Substantive Posts during Incidents**

### **Chief Executive (or nominated deputy) / Gold**

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

- Oversee the Council's support to the Emergency Services during the initial phase of the incident, working closely with the Council Duty Silver.
- Establishing and chair appropriate Strategic Leadership Team (SLT) meetings.
- Determining overall strategy.
- Co-ordination of the Council 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, Cabinet Members and Ward Councillors are kept informed of the incident, its impact, the response, and actions being taken.
- Keeping council members, committees and MPs informed of decisions and action taken (regarding 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 Head of Media and Communications.
- 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.

## **Directors – General Responsibilities**

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

- Ensure a member of their 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 the on-call Duty Silver is contacted ASAP when an incident occurs.
- Ensure that the services within their department have plans in place to deliver their part of the council's response, and that normal services are maintained during the emergency as far as is reasonably practicable, by activating Business Continuity Plans.
- Attend Service Resilience Group (SRG) meetings.
- If appropriate, activate the departmental response team and appoint a senior manager to co-ordinate their activities and liaise with the Borough Emergency Control Centre (BECC).
- If running the Tactical Management Group, to attend those meetings.
- If appropriate, ensure all staff are accounted for and report back to HR if 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.
- Maintain a log of all actions and decision taken.
- Ensure appropriate Lead Members are kept informed in coordination with the Council Gold.

## **Director of Housing (Housing Management, Neighbourhood and Estate Services)**

It is the responsibility of the Director of Housing and their senior responsible officers to:

- Communicate with affected residents and arrange temporary decants for vulnerable households, deploying staff to carry outdoor knocking to keep residents informed
- Attend SRG Meetings
- When overnight accommodation is not required but temporary respite is, arrange for local community building to be opened and refreshments provided
- Liaise with Ward Councillors providing updates as necessary
- Notify and update SLT as necessary
- Arrange for Communication with Tenant Representative Associations (TRA) including regular updates
- Ensure that the directorate's normal services are maintained during the emergency as far as is reasonably practicable, by activating Business Continuity Plans.
- Provide advice on all property matters relating to the emergency.

### **Housing Solutions**

- Ensure access to petty cash/corporate credit card facilities are available for emergency housing as necessary
- Identify temporary accommodation for the shelter of people affected
- 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
- Ensure that Out of Hours Service is notified - as required

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

### **OD Children's and Young People Services**

It is the responsibility of the OD Children's and Young People Services and their senior responsible officers to:

- Consider and arrange for children's social care as appropriate, including any unaccompanied children involved in an incident (work with the Director of Social Care).
- 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 Strategic Director of Independent Living (DASS) responsibilities below) to define the strategy for the provision of humanitarian assistance.
- Liaison with educational establishments which are within H&F, 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 because of the incident.

### **Strategic Director of Independent Living (DASS)**

It is the responsibility of the Strategic Director Independent living (DASS) and their senior responsible officers to:

- Consider and arrange for adult social care as appropriate (work with the OD Children's and Young People 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 People & Talent service 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.
- 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**

It is the responsibility of the Director of Public Health and their senior responsible officers to:

- Establish a 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 frontline services.
- Liaise with key health-related partners (e.g. NHS England and UKHSA) in response to public health related incidents.

### **Director of Resident Services**

It is the responsibility of the Director of Resident Services and their senior responsible officers to:

- Ensure additional personnel are deployed to assist with reception and switchboard (expected rise in volume of calls).
- Support the contact centres around higher volumes of calls coming in.

### **Assistant Director, People & Talent**

It is the responsibility of the Assistant Director, People & Talent and their senior responsible officers to:

- If appropriate, coordinate a Council wide staff roll call.
- Provision of advice and guidance to SLT 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 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 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.

### **Strategic Lead of Communications and Communities**

It is the responsibility of the Strategic Lead of Communications and Communities and their responsible senior officers to:

- Establish a news and information service and media management facilities to deal with the Council's press and media coverage.
- If appropriate, attend and participate at a joint media centre if one is set up.
- If appropriate, ensure a press officer attends and participates at any emergency reception centre.
- If appropriate, ensure a press officer attends and participates at the BECC.
- Liaise with partner agency's press officers to ensure that the media message is consistent.
- 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.
- Act as the main point of contact to manage the press and communications strategy.
- 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.
- 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.

### **Executive Director of Finance and Corporate Services**

It is the responsibility of the Executive Director of Finance and Corporate Services and their senior responsible officers to:

- Provide advice on all financial matters relating to 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 Legal Services and the 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.
- Notify the authority's liability insurers of the incident and advise departments/directorates on the accounting procedures required.
- In conjunction with the Chief Executive establish and administer a Disaster Appeal Fund, where appropriate.
- Provide specific business advice on contract management, purchasing and distribution arrangements, as required and advise departments on the procedures required.

### **Chief Digital Officer**

It is the responsibility of the Chief Digital Officer and their senior responsible officers to:

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

### **Director of Legal Services**

It is the responsibility of the Director of Legal Services and their senior responsible officers to:

- Provide specific legal and procedural advice as required.
- 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 - Place**

It is the responsibility of the Executive Director – Place and their senior responsible officers to:

- Be responsible for driving forward improvements in resilience
- 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 can 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 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.
- 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.
- Chair any Tactical Management Group responding to any significant disruption of a Council office hub.
- Ensure that the Council has appropriate arrangements to meet the requirements of the Civil Contingencies Act 2004.
- Lead the Council's involvement in any social cohesion activities.

- Provide the Borough Emergency Control Centre (BECC) with maps and plans (GIS, CAD etc.).
  
- Provide an appropriately staffed Building Control service, to provide advice regarding dangerous structures.

### **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.
- Refer the media to H&F press office if they have any requests for information.

### **Elected Members Responsibilities**

It is the responsibility of elected members to:

- Consider and represent the interests of their constituents.

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- 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.

## **Borough Emergency Control Centre (BECC)**

The Borough Emergency Control Centre (BECC) is a key Local Authority emergency response control function. The primary objectives of a BECC are to:

- (i) Coordinate Local Authority operational services.
- (ii) Maintain Situational Awareness to support decision makers and inform communications and media handling.
- (iii) Maintain an operational record of the Local Authority's response to the incident.
- (iv) Produce situation reports (internal and external); and
- (v) Provide a Single Point of Contact for partnership liaison (once open).

The standardised BECC Manual outlines how this centre will be managed, and the staffing structure employed.

### **BECC Manager & staff**

This person oversees running the BECC. The term 'BECC Staff' incorporates several specific roles needed to enable the BECC to run smoothly. Full details of the roles are provided in the standardised BECC Manual.

## **Council Incident Management Groups**

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

### **Gold Strategic Group (GSG)**

The role of the Gold Strategic Group (GSG) 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 GSG 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 GSG may provide support virtually (by phone or email) or meet in person.

Council Gold and Council Silver will determine whether to activate the GSG and appropriate composition according to the nature of the incident. This is generally going to be relevant Senior Leadership Team members.

[A guide for this Group's meetings is available in the APPENDIX A.](#)

### **Service Resilience Group**

The role of the Service Resilience Group (SRG) 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 SRG as a regular meeting and appropriate composition according to the nature of the incident. The Director for Environmental Health or Head of Emergency Services will chair any meetings of the SRG.

[A guide for this Group's meetings is available in the APPENDIX B.](#)

### **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.](#)

### **Information management, and the retention of evidence/documentation**

As is outlined in CONOPS - During emergencies, Information Management is still subject to the requirements laid out in the Data Protection Act (2018) and associated Regulations and General Data Protection Regulations (GDPR). This places expectations on LLAs in relation to how it gathers, handles, stores,

processes, and deletes information from an emergency where it relates to an individual. Individuals who provide personal information to LLAs (e.g. on a registration form at a Rest Centre) have a right to expect the information to be used only for the purpose for which they were informed it was being collected. They may also request that their information is deleted or to understand where their information exists.

As Major incidents are often followed by calls for a public enquiry, and violent deaths bring Coroner's inquests, it is imperative that any information gathered and used during an incident is handled according to DPA and GDPR.

### **LB Hammersmith & Fulham Retention Schedule**

The Council has a document which contains details how long different types of documents should be retained for and when they should be disposed of which is maintained and updated on a regular basis.

Retention - means to keep something and in this context, it means the length of time for which we need to keep data, documents, and records.

Disposal - what we do with something, in this case data, documents and records when they no longer need to be retained.

### **Stand Down**

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

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



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

## **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 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
- 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 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.

### Identified Lessons / Issues

Identified local lessons / issues / good practice should be noted and any implementation actions will be monitored until completed. The results from the debrief and following lessons identified will result in a post event report.

Boroughs are responsible for submitting any lessons that may be relevant to other local authorities to London Resilience Group via the Lessons Reported Form:

1 Incident/Exercise			
2 Borough - Contact			
3 URN	4 Issue/Lesson Identified	5 Recommendation	6 Comments

**1. Incident / Exercise**  
State the name of the incident / exercise from which the lessons originate

**2. Borough - Contact**  
State the Borough and lead contact for the lessons.

**3. URN**  
Unique reference number for each lesson.

**4. Issue / Lesson Identified**  
Detail the issue / lesson that has been identified.

**5. Recommendation**  
Detail the suggested approach for resolving this issue – there may be more than one recommendation that comes out

**7. Comments**  
Any further comments.

## Recovery Framework

### 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.

### **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.

## **Local Authority Responsibilities**

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 highway's 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

## **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
- Resident's 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

### **Recovery management structure**

The recovery management structure outlined in the London Recovery Management Protocol 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 several 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 several 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 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 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> of recovery meetings, which are likely to be at least 2-3 times a week in the immediate stages of the recovery phase.

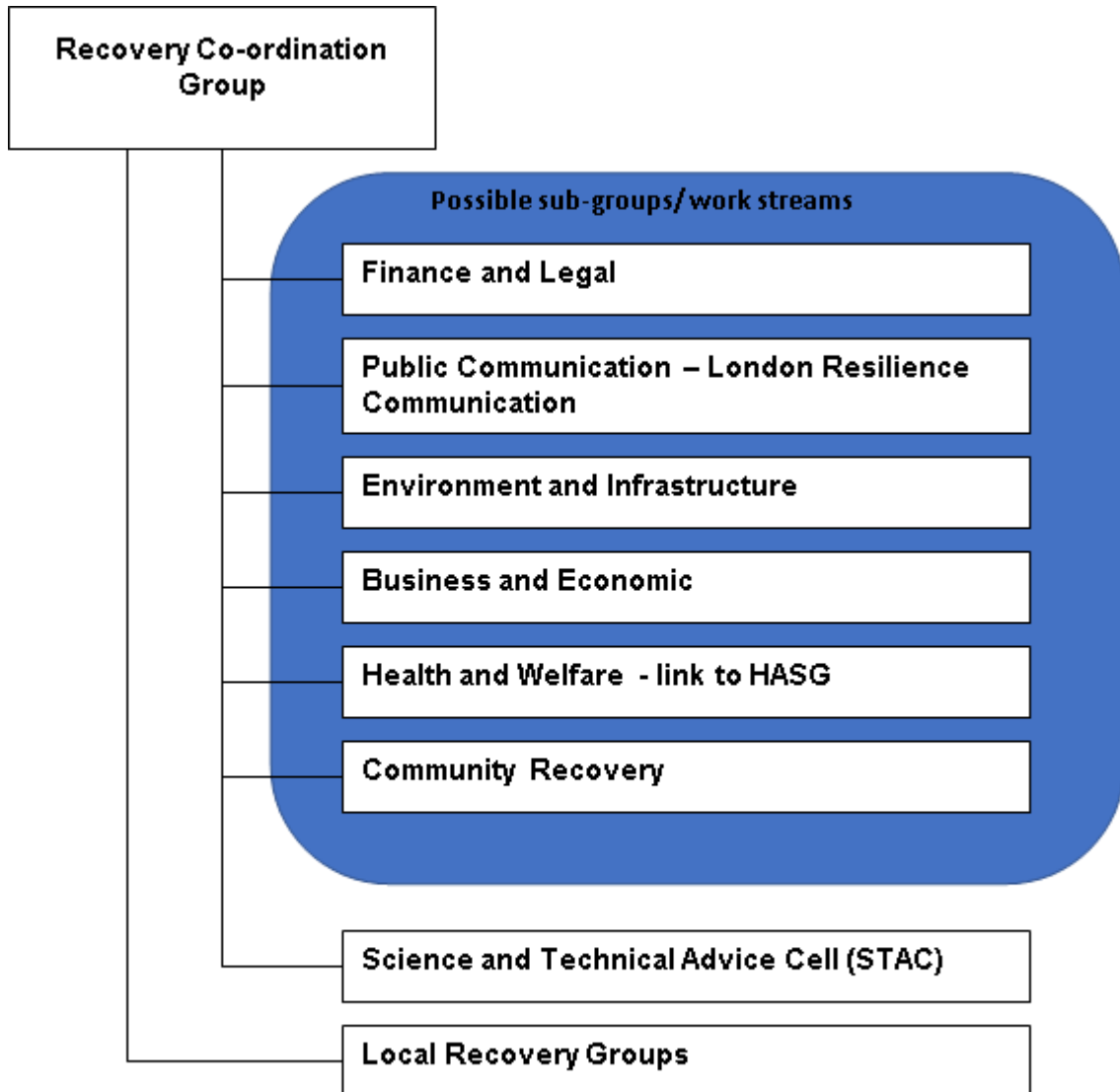


Figure 1: Recovery Management Structure proposed in London Recovery Management Protocol

The above diagram refers to a generic recovery management structure for local authorities

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### 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



The Terms of Reference may require amending to meet the specific needs of the incident in question.

### **Generic Recovery Timeline**

In an incident managed at regional level, as set out in the London Recovery Coordination Framework<sup>2</sup>, 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.

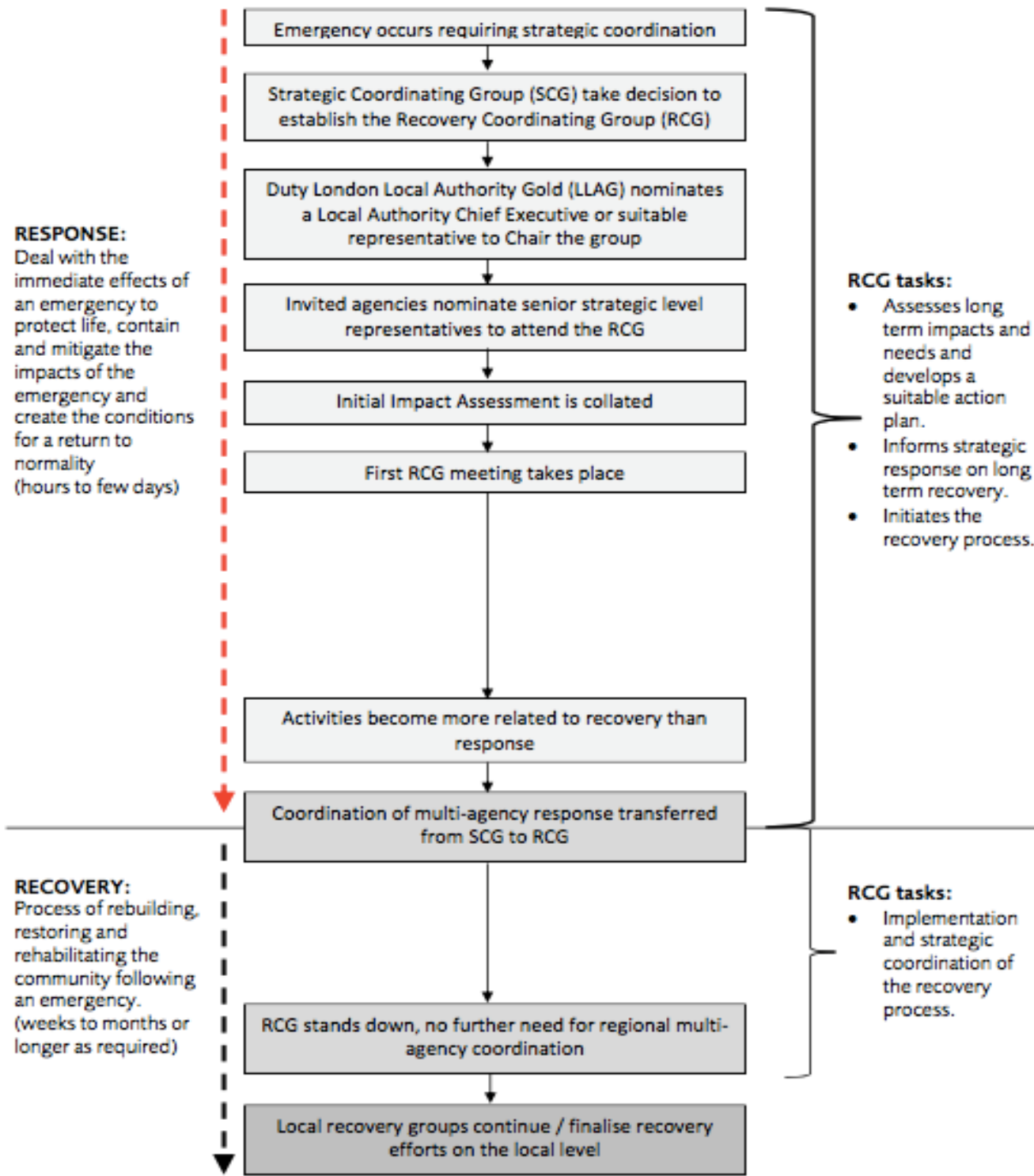
The transition from the response phase into recovery cannot be defined within set timescales. In some cases, it may be several days before there is no further risk to life and control is passed to the Council. However, the Council may be expected to take the lead role in managing the incident from one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

See the following diagram for a generic timeline of recovery management activity.

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<sup>2</sup> LRP Recovery Coordination Framework January 2024

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**Figure 1: Recovery Timeline as Suggested in the Recovery Coordination Framework  
January 2024**

### **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. Templates for a Community Impact Assessment and an Action Plan is provided in Appendix E.

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.

<b>There are four interlinked categories of impact that individuals and communities will need to recover from:</b>	
<b>Humanitarian Assistance (Inc. Health)</b>	Physical impacts (Inc. individuals’ health, shelter, financial needs) Psychological impacts Deaths Community displacement Community cohesion
<b>Economic</b>	Job losses, reputational damage, supply chain interruption
<b>Infrastructure</b>	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
<b>Environmental</b>	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. 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 several common challenges that the recovery effort will need to plan for.

### **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.

### **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 of Finance and 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 SRG 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: Gold Strategic Group Guide

The following guide relates to the Core Service Resilience Group and how it may best serve the incident response:

- Council Gold, Duty Silver, individual SRG member, H&F Emergency Planning Team will determine whether the SRG 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
- A suggested agenda for the first SRG meeting is on the next page

It is the responsibility of the SRG (when activated) to:

- Support Council Gold to review the Strategic Priorities facing the council and ensure they meet the needs of the specific incident.
- Nominate (For approval by Council Gold) representatives to attend any multi-agency Strategic Coordinating Group meetings, specifically 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.

The Chief Executive or nominated Gold will chair any meetings of the Gold Strategic Group, Duty Silver / Deputy **must** be invited to attend.

Core Gold membership will be plus senior managers if required:

- Chief Executive
- Director of Finance and Corporate Services
- Strategic Director of Independent Living (DASS)
- OD Children's and Young People Services
- Executive Director - Place

- Director of Housing
- Strategic Director Chief Operating Officer Corporate Services

**The immediate 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 aid and information to the Councils business and communities
- To provide community leadership
- To assist the return to normality

The Council Duty Silver / Deputy **must** be invited and allowed to attend the gold meetings.



### **Gold First Meeting Agenda**

	The Strategic Priorities can be found for Emergency Response and Recovery, in section 1.4 of the Corporate Emergency Response & Recovery Plan (p.9.)
<b>1</b>	<p>Receive situation briefing from Duty Silver about the nature and scale of the emergency:</p> <ul style="list-style-type: none"> <li>• Major Emergency response issues</li> <li>• Internal Business Continuity Impact Issues</li> <li>• Impact on the Community (residential and business)</li> </ul>
<b>2</b>	Formulate an initial Gold Strategy for responding to the incident.
<b>3</b>	Receive briefings from Directors about the impact of the emergency or disruption on their departments and prioritise actions for impacted areas.
<b>4</b>	<p>Consider forward resources (people and materiel) needs, including mutual aid assistance from other local authorities.</p> <ul style="list-style-type: none"> <li>• Ensure a log of all staff deployed during the incident is passed through the BECC for accurate record keeping</li> </ul>
<b>5</b>	Consider any community cohesion and community reassurance issues.
<b>6</b>	Consider any humanitarian assistance needs.
<b>7</b>	<p>Consider the media and communications strategy for:</p> <ul style="list-style-type: none"> <li>• Media and Public, including Community Groups and Businesses</li> <li>• Staff</li> <li>• Members</li> </ul>
<b>8</b>	Consider the longer-term welfare and support issues for staff.

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<b>9</b>	Consider financial arrangements, including the Bellwin Scheme.
<b>10</b>	Consider legal issues.
<b>11</b>	Consider the role of elected members and any wider political issues.
<b>12</b>	Formulate recovery strategy.
<b>13</b>	Any Other Business
<b>14</b>	Clarify actions from meeting.
<b>15</b>	Set programme of future meetings and situation reports/updates.

## **Appendix B: Service Resilience Group (SRG) Guide**

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

- The Business Continuity Manager will determine whether the SRG is to be activated and which directors, managers 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 SRG meeting is provided on the next page.
- SRG members should consider the impact of the incident on their services/departments before the meeting takes place.
- Information from this meeting will inform the SRG meetings taking place and vice versa.

It is the responsibility of the SRG (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 and identifying critical services 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 SRG will be called if an incident impacts or requires a response from multiple council services. The SRG will advise and support the BECC in the development and coordination of the tactical response to the disruption, coordinating departmental actions and communications on behalf of and reporting to the BECC.

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

<b>SRG First Meeting Agenda</b>	
	The Strategic Priorities can be found for emergency, response and recovery in section 1.4 of the Corporate Emergency Response & Recovery Plan (p.8.)
<b>1</b>	<p>Receive situation briefing from the Borough Duty Silver about the nature and scale of the emergency:</p> <ul style="list-style-type: none"> <li>• Internal Business Continuity impact issues</li> <li>• Major emergency response issues</li> <li>• Impact on the community (residential and business)</li> </ul>
<b>2</b>	Departments/key services to provide briefing about the impact of the emergency or disruption on their departments and individual services.
<b>3</b>	Determination of critical services and prioritisation for support/restoration.
<b>4</b>	<p>Identification and allocation of resources (available and/or required) to support critical services, including:</p> <ul style="list-style-type: none"> <li>• IT and networks requirements.</li> <li>• Office space and furniture requirements.</li> <li>• Equipment requirements.</li> </ul>
<b>5</b>	Consider the longer-term resource requirements if the disruption may continue beyond a few days.
<b>6</b>	<p>Consider the communications strategy for staff</p> <ul style="list-style-type: none"> <li>• Internal</li> <li>• External</li> </ul>

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<b>7</b>	Consider the longer-term welfare and support issues for staff.
<b>8</b>	Consider financial arrangements.
<b>9</b>	Consider legal issues.
<b>10</b>	Consider role of elected members.
<b>11</b>	Formulate a business recovery and/or community recovery strategy.
<b>12</b>	Any Other Business.
<b>13</b>	Clarify actions from meeting.
<b>14</b>	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.**

#### **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 the group**

- To feed in recovery issues whilst the SRG is convened
- 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
- UKHSA
- 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

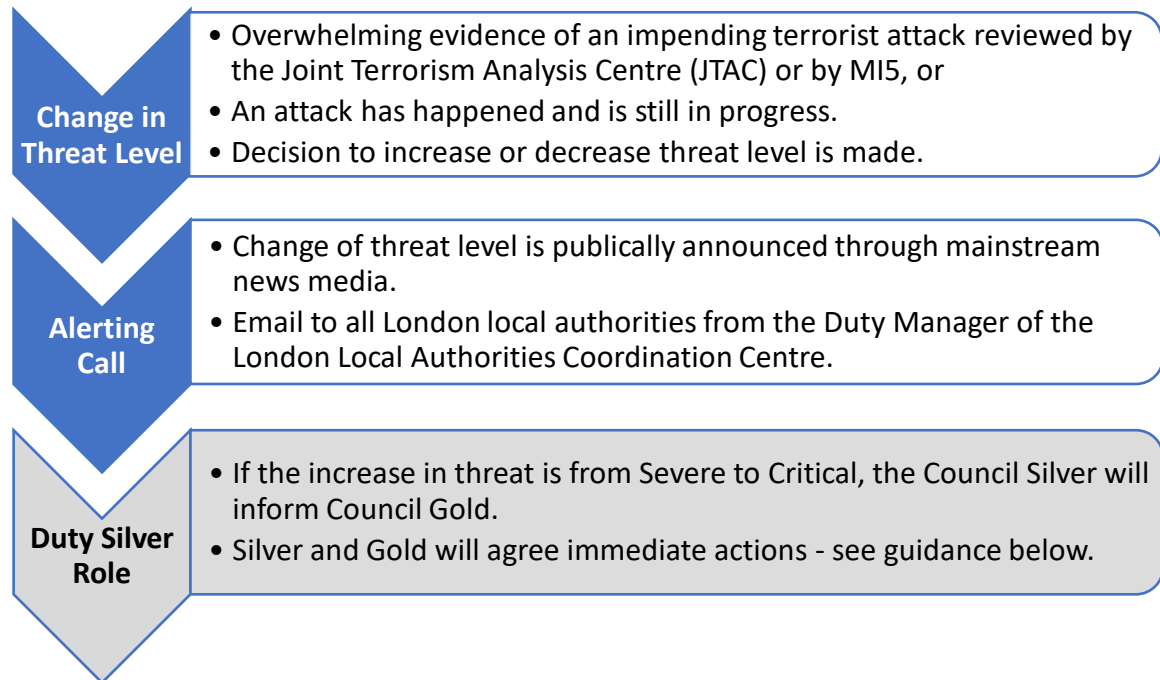
The following is a list of points that could be put on an initial agenda for an RMG meeting:

<b>RCG First Meeting Agenda</b>	
	The Strategic Priorities can be found for emergency, response, and recovery, in section 1.4 of the Corporate Emergency Response & Recovery Plan (p.10)
<b>1</b>	Introductions.
<b>2</b>	Situation Update
<b>3</b>	Agree Terms of Reference for the RCG.
<b>4</b>	Agree membership - responsibilities and authority/ other agencies required.
<b>5</b>	Briefing / progress report, including the latest impact assessment and the Strategic Management Group strategy.
<b>6</b>	Agree recovery strategy (including objectives and targets as necessary).
<b>7</b>	Agree immediate actions and/or urgent issues related to the emergency.
<b>8</b>	Formulate initial recovery action plan and delegation of tasks (including deciding on what sub-groups may be required).
<b>9</b>	Priorities for Action
<b>10</b>	Any Other Business.
<b>11</b>	Frequency/schedule of future meetings.



## Appendix D – Notification of Change in Threat Level


Any change in the threat level will be publicly announced in the news media. We may also expect the Duty Manager of the London Local Authority Coordination Centre to email local authority emergency planning staff.



### Initial Actions

	Action	By
1	Alert – Move to Critical received: <ul style="list-style-type: none"> <li>• Gold and Chief Executive informed.</li> <li>• Discussion about responses takes place</li> </ul>	<ul style="list-style-type: none"> <li>• Council Silver</li> </ul>
2	Corporate Emergency Response and Recovery Plan activated at <b>Level 3 – Major</b> .	<ul style="list-style-type: none"> <li>• Emergency Planning Team</li> </ul>
3	Consider Borough Emergency Control Centre (BECC) being activated.	<ul style="list-style-type: none"> <li>• Duty Silver / Emergency Planning Team</li> </ul>
4	Initial message to all staff, with safety guidance.	<ul style="list-style-type: none"> <li>• Communications Team</li> </ul>


## Appendix E – Reporting Templates

		<b>BECC HANDOVER FORM</b>			
<b>Incident name</b>					
<b>Date</b>			<b>Time</b>		
<b>Compiled by</b>					
<b>Key items to be covered in handover</b>		<p>The briefing should be as detailed as necessary and should utilise information displayed in the room as well as the current situation report to ensure that all relevant information is passed on. Briefing to include:</p> <ul style="list-style-type: none"> <li>• Current Strategies</li> <li>• Priorities</li> </ul>			
<b>Borough Gold</b>					
<b>Borough Silver</b>					
<b>Strategic Information</b>					
<b>Current LLAG:</b>					
<b>Borough:</b>					
<b>Next LLAG:</b>					
<b>Borough:</b>					
<b>Time of next SCG meetings:</b>					
<b>Time next LLACC sitrep due:</b>					
<b>Time next BECC sitrep due:</b>					

<b>Overview of incident</b>					

<b>Outstanding issues or actions to be taken</b>
<b>Horizon Scan (including anticipated borough issues) should incident continue</b>
<b>Short Term</b>
<b>Medium Term</b>
<b>Long Term</b>
<b>Other relevant information</b>

<b>Handover complete</b>	<b>Date</b>	<b>Time (24hrs)</b>	<b>Signature</b>
<b>Outgoing Supervisor / Manager</b>			
<b>Incoming Supervisor / Manager</b>			

		<b>SITUATION REPORT (SITREP)</b>		
<b>TIME</b>			<b>DATE</b>	
<b>SERIAL NUMBER</b> (sequential numbering from activation)				
<b>1</b>	<b>Response Level?</b>	<b>1: Monitoring</b>	<b>2: Information Sharing and Communications</b>	<b>3: Incident Response and Coordination</b>
		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>2</b>	<b>OVERVIEW OF CURRENT SITUATION</b>			
	<b>General Situation</b> (Information to include status of incident, summary of arrangements including deployment of resources)			
	<b>Overall Assessment</b> (Summary of impact on Services and Community)			
	<b>Key Points to Note</b> (any relevant issues for LLACC and LLAG, local priorities, issues, and update on actions)			

<b>3</b>	<b>HORIZON SCAN</b> (Issues/consequences which could require regional involvement or strategic direction from LLAG)			
<b>IMPACT ASSESSMENT OF THE ABILITY TO DELIVER THE FOLLOWING SERVICES</b>				
	<b>RED - Incident having significant impact on this service</b>			
	<b>AMBER - Incident having moderate impact on services but managing within current resources</b>			
	<b>GREEN - Limited or no impact</b>			
<b>UNKNOWN</b>	<b>Unknown currently</b>			
<b>N/A</b>	<b>Service not provided within the Borough</b>			
<b>SERVICE AREA</b>	<table border="1"> <tr> <td><b>RA</b></td> <td rowspan="2"><b>COMMENTS</b> (Please provide details to support the assessment of council services which have been identified as AMBER or RED including issues around supply chains and contractors where appropriate. For any unknown entries please provide timeframe for collation of information)</td> </tr> <tr> <td><b>G</b></td> </tr> </table>	<b>RA</b>	<b>COMMENTS</b> (Please provide details to support the assessment of council services which have been identified as AMBER or RED including issues around supply chains and contractors where appropriate. For any unknown entries please provide timeframe for collation of information)	<b>G</b>
<b>RA</b>	<b>COMMENTS</b> (Please provide details to support the assessment of council services which have been identified as AMBER or RED including issues around supply chains and contractors where appropriate. For any unknown entries please provide timeframe for collation of information)			
<b>G</b>				

4	<b>Social Services</b> (Including adult, children, and family care)		
5	<b>Housing</b>		
6	<b>Schools and Education</b> (Where available please add in the comments section details of the status of private and independent schools in your boroughs)		
7	<b>Community Safety</b> (Including enforcement, CCTV, wardens)		
8	<b>Public and Environmental Health</b>		
9	<b>Streets/Highways</b> (Including parking services, highway maintenance)		
10	<b>Transport Services</b> (Council transport assets)		
11	<b>Building Control</b>		
12	<b>Waste Management</b>		
13	<b>Public Information</b>		

	(Including help lines, warning, and informing)		
<b>14</b>	<b>Other</b> (Services not listed above)		
<b>15</b>	<b>Other</b> (Services not listed above)		
<b>COMMUNITY IMPACT ASSESSMENT</b> (Impact of incident on the borough residents & environment)			
	<b>RED: Incident having significant impact with possible long-term consequences</b>		
	<b>AMBER: Incident having a moderate impact with possible short to long term consequences</b>		
	<b>GREEN: Limited or no impact</b>		
<b>COMMUNITY IMPACT AREA</b>		<b>RA</b>	<b>COMMENTS</b> (Please provide details to support the assessment of areas which have been identified as AMBER or RED)
<b>16</b>	<b>Social</b> (Encompassing the social consequences of an event and effect on residents)		
<b>17</b>	<b>Health</b> (Encompassing the direct health impacts on the borough)		
<b>18</b>	<b>Environment</b>		



	(Encompassing the impact of the contamination or pollution on the borough)		
1 9	<b>Economic</b> (Encompassing the economic cost or losses to businesses)		
2 0	<b>Infrastructure</b> (Encompassing the impact on local transport, buildings, and services)		
2 1	<b>OTHER PERTINENT INFORMATION</b> (Details that do not sit elsewhere in the report)		
2 2	<b>Sitrep completed by</b>		
2 3	<b>Authorised by</b>		

## IMPACT ASSESSMENT TEMPLATE

Impact Area	RAG	Key Impacts	Identified Needs
<p><b>Social</b></p> <ul style="list-style-type: none"> <li>- Community (e.g. displacement, vulnerable groups, community cohesion, etc.)</li> <li>- Financial/Legal</li> <li>- Media, public and political perception</li> <li>- Provision of Public/Council services</li> </ul>			
<p><b>Health</b></p>			

<ul style="list-style-type: none"> <li>- Physical Health</li> <li>- Psychological Health (e.g. long-term psychological impacts, bereavement processes, etc.)</li> </ul>			
<p><b>Economic</b></p> <ul style="list-style-type: none"> <li>- Impact on small and medium enterprises (e.g. access to premises, workforce, impact on specific business sectors etc.)</li> </ul>			
<p><b>Infrastructure</b></p>			

<ul style="list-style-type: none"> <li>- Transport</li> <li>- Utilities</li> <li>- Buildings</li> <li>- Built Environment</li> <li>- Historic Environment</li> </ul>			
<p><b>Environmental</b></p> <ul style="list-style-type: none"> <li>- Pollution and Waste</li> <li>- Animal Welfare</li> <li>- Natural Resources</li> </ul>			
<p><b>Incident Specific</b></p> <ul style="list-style-type: none"> <li>- E.g. Flood Extent/Flood Defences</li> </ul>			

## ACTION PLAN TEMPLATE

Key Impacts (Derived from impact assessment)	Identified Needs (Derived from impact assessment)	Actions Required	By when?	By whom?	Priorit y	Status

--	--	--	--	--	--	--