

# RICHMOND & WANDSWORTH BOROUGH COUNCILS

## CORPORATE RESILIENCE PLAN (PUBLIC VERSION)

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**I. Plan Administration****II. Version Control**

This plan is regularly reviewed and updated as and when necessary; it will be reviewed and exercised no less than annually, with exercises alternating between business continuity and emergency response.

<b>Version</b>	<b>Date of change</b>	<b>Amendments</b>	<b>Responsible Officer</b>
Draft 0.1	01/15	Amalgamation of Emergency and Business Continuity Plans, changes to security classification & rewrite following internal restructure	Emergency Planning Officer
Version 1.0	06/15	Amended following Exercise Alexandria	Emergency Planning Officer
Version 2.0	06/16	Format changes and changes to internal structures	Emergency Planning Officer
Version 2.1	05/17	Amalgamation of Richmond & Wandsworth Emergency Plans as part of Shared Staffing Arrangement.	Emergency Planning Assistant
Version 3.0	01/18	Provisional changes to business continuity rankings	Emergency Planning Officer
Version 4.0	01/19	Document revised to comply with standardisation documents	Emergency Planning Officer

**III. Data protection**

Richmond and Wandsworth Councils take the privacy and security of the personal, sensitive and/or critical data for which it is responsible very seriously. The Councils' emergency planning arrangements are registered under, and comply with, the Data Protection Act 2018 and the General Data Protection Regulation 2018.

**IV. Protective Marking**

This is a public version of the Richmond & Wandsworth Corporate Resilience Plan, and any restricted or sensitive information has been removed. As a result, this document has no protective marking.

**V. Acronyms**

Acronyms are used extensively throughout this document; this is both for the sake of brevity and to familiarise the reader with the terminology used when dealing with the emergency services. A glossary and list of acronyms can be found in [Appendix K](#)

**VI. Distribution list:**

- This document is made available to the general public.

# 1. Introduction

## 1.1. Foreword

- 1.1.1. The Concept of Operations for Emergency Response and Recovery (CONOPS) sets out how London's Local Authorities (LLAs) support their communities and partner organisations in the response to and recovery from an 'emergency', as defined in the Civil Contingencies Act 2004 (the Act).
- 1.1.2. Local Authorities have statutory duties under the Act to have in place emergency plans enabling them to respond to incidents which may occur in their area, and to have in place business continuity arrangements enabling them to continue providing services in the event of a disruption.
- 1.1.3. This document is one of a series of plans that underpin the CONOPS and it sets out the appropriate procedures and arrangements to ensure that the Councils can, as far as reasonably practicable, discharge their statutory responsibilities within the Act.
- 1.1.4. This is a generic plan which can be adapted to deal with the majority of the hazards identified in the Richmond & Wandsworth Borough Risk Registers. Those hazards requiring a specialised response are covered by specific plans.

## 1.2. Plan Aim

- 1.2.1. The aim of this plan is to:

*'Enable the activation of an appropriate and flexible structure capable of producing a timely, effective and scalable response to an emergency, major incident or business continuity incident'.*

## 1.3. Note on the Type of Response

- 1.3.1. As the command and control arrangements for both emergencies and business continuity incidents are principally the same, this document covers both an emergency and business continuity response. Classification of each responsibility is shown below, including specific response objectives for each:

## 1.4. Emergency / Major Incident Response

- 1.4.1. The Councils' role in the event of an emergency is to assist the emergency services, when required, in dealing with major incidents and to provide relief measures following major emergencies occurring within the boundary of Richmond or Wandsworth Borough. In an emergency the Councils should seek:
  - to maintain their normal services and provide assistance and support to people in distress;
  - to support and co-ordinate the activities of the various organisations, other than the emergency services, which are giving help.
- 1.4.2. In addition to responding to emergencies within the borough, the Councils are involved in pan-London planning and response through the Local Resilience Forum and the Gold arrangements. The Councils are expected to provide mutual assistance, resources and support to other London Boroughs if requested.

## 1.5. Business Continuity Response

1.5.1. Business Continuity is the capability of an organisation to continue delivery of products or services at acceptable predefined levels following a disruptive incident. It gives the Councils the capability to deliver critical services to each borough, as far as is reasonably practicable, whatever the circumstances. During a business continuity incident, the Councils should seek:

- to restore services affected by the event in an orderly way as soon as possible\*.
- to provide full information to those likely to be affected by the disruption, including residents of the affected Borough, staff, members of the Councils, other agencies and the media.

1.5.2. Priority will be given to restoring essential services in accordance with the priorities in the Business Continuity Policy.

## 2. Plan Activation

### 2.1. Triggers and Activation

- 2.1.1. The plan will be activated by Council Silver, who will put Departments and officers on alert or standby in accordance with the appropriate level of response.
- 2.1.2. The following are trigger points for activating the Plan:
- Notification from the Local Authority Liaison Officer (LALO) of a category 3 or 4 incident (see Table 2 on page 10 for incident classifications and example of trigger events).
  - Decision of the Deputy Director of Environment & Community Services, the Chief Executive or the Resilience Adviser (RA).
  - Request from regional structures, London Local Authority Gold (LLAG), to activate the Borough Emergency Control Centre (BECC) in anticipation of, or response to, a major incident.
  - Receipt of a Severe Weather Warning, Flood Warning or Severe Flood Warning.
  - Denial of access to Council premises as the result of fire, utility failure or similar disruption.
  - Significant disruption to information and/or communications technology.
  - Staff unavailability due to travel disruption, high rates of sickness (pandemic etc), industrial action or similar.
  - A failure by suppliers to deliver contracted services.

### 2.2. Note on Business Continuity Activation

- 2.2.1. Early assessment and reporting of a business continuity disruption is critical to the success of the response. In some disruptions such as a fire or severe weather, the impact of an incident is easily recognised. In others, such as the failure of a single critical supplier within a supply chain, a disruption is not immediately obvious but may have a critical impact on the Councils as a whole.
- 2.2.2. In the event of a business continuity disruption, the service or division manager should report the incident through their normal chain of command and should also notify the duty Resilience Adviser. A culture of openness and a willingness to report disruptions will ensure that the plan can be invoked at the earliest opportunity.

### 2.3. Notification of an Incident/Emergency

2.3.1. The majority of reports regarding an incident or emergency will be received by Careline (for Richmond related incidents) or Wandsworth Emergency Control (WEC); however, information regarding an emergency could be received by the councils through a variety of routes. Figure 1 outlines the information flow in such a situation.

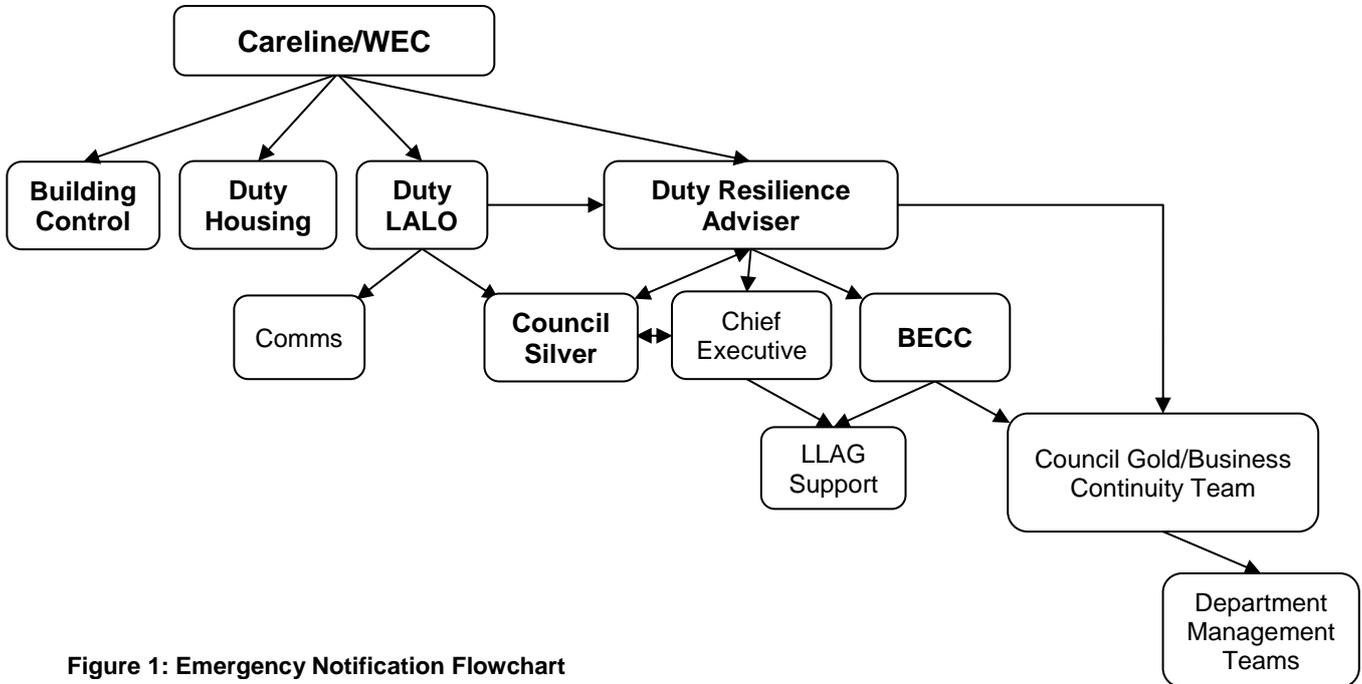


Figure 1: Emergency Notification Flowchart

### 2.4. Receipt of Information

2.4.1. **Whoever** receives the initial report must immediately note the name, call sign (if relevant) and telephone number of the informant and the information below, using METHANE in accordance with the JESIP principles. **This must then be passed immediately to Careline/WEC.**

- M** Major Incident declared?
- E** Exact Location
- T** Type of incident
- H** Hazards present or suspected
- A** Access - routes that are safe to use
- N** Number, type, severity of casualties
- E** Emergency services present and those required

Figure 2: Methane Mnemonic

## **2.5. Actions upon Activation/Action cards**

- 2.5.1. For an emergency response, the actions upon notification are detailed in “Major Incident Staff Action Cards (MISAC)” written for each emergency response role. The Action Cards are not available in this version.
- 2.5.2. For a business continuity event, the actions upon notification are detailed in “Business Continuity Action Cards (BCAC) written for each response role. The Action Cards are not available in this version.

## **2.6. Incident Classification**

- 2.6.1. The Councils’ response will vary according to the severity of an incident. To manage an appropriate response, both emergency and business continuity incidents are categorised into five levels of severity.
- 2.6.2. Further details of these levels are outlined in Table 1 on the following page, along with examples for both emergency and business continuity incidents.

Table 1: Incident Classifications &amp; Response Levels

RESPONSE LEVEL	EXAMPLES	THE COUNCILS' RESPONSE
	Examples of Emergency and Business Continuity incidents.	The Councils' response, co-ordination and internal reporting.
<b>Level One</b> <b>Minor impact</b> <b>Greater frequency</b>	<b>Emergency:</b> Incidents e.g. minor gas/water leaks or building wall collapse. <b>Business Continuity:</b> Failure of an IT system/application (single) with short-term (4-8 hours) disruption on a non-strategic service.	<b>Response:</b> Response by more than one service needing service level co-ordination of Council activities. <b>Co-ordination:</b> Response to incidents affecting the <b>borough</b> , not the Councils', will be coordinated by the Local Authority Liaison Officer from ECS. Business continuity incidents will be co-ordinated by the manager of disrupted service in consultation with Departmental structures. <b>Reporting:</b> Report to line manager then to Duty Resilience Adviser as incident develops.
<b>Level Two</b> <b>Limited impact</b> <b>Occasional</b>	<b>Emergency:</b> Incident resulting in short term evacuation of residents with no/few special needs for 3-6 hours. Unlikely to need overnight emergency Centre for evacuees. <b>Business Continuity:</b> Disruption to critical service(s) expected to last for a few hours (e.g. closure of Town Hall).	<b>Response:</b> Response by more than one service, needing co-ordination for several hours. Business Continuity Plan invoked for affected Department(s) only. <b>Co-ordination:</b> Co-ordination by Department of disrupted service with reference to the Chief Executive through the Emergency Planning Unit (EPU) or as decided by the Director. <b>Reporting:</b> Regular reports to EPU. Affected Department to open Control Centre.
<b>Level Three</b> <b>Severe Disruption</b> <b>Rare</b>	<b>Emergency:</b> Disruption to business and community with potential for some loss of life or interruption of normal life over a period of more than a day. Frequent requests for support from Emergency Services. <b>Business Continuity:</b> Disruption to critical services expected to last for more several than hours (e.g. failure of critical system such as IT network e-mail or telephones council wide).	<b>Response:</b> Some routine activities may be reduced and effort made to ensure that critical services are maintained – Business Continuity Plan invoked for affected Departments. <b>Co-ordination:</b> Response across many services. Co-ordination through Council Gold Group chaired by a senior Assistant Director or other officer nominated by the Chief Executive. <b>Reporting:</b> Some functions of Borough Emergency Control Centre opened possibly 24/7. Some functions of Department Control Centres opened. Reports submitted daily or as required by Chair of Council Gold Group (CGG).
<b>Level Four</b> <b>Widespread disruption to Richmond, Wandsworth or London region</b> <b>Very Rare</b>	<b>Emergency:</b> Major disruption to community with potential for widespread loss of life. Event leading to pan-London response with London Local Authority Gold procedures invoked. <b>Business Continuity:</b> Major disruption likely across Council Services e.g. closure of Town Hall for several days or catastrophic failure of IT system.	<b>Response:</b> Critical services only. Chief Executive and all Directors/Departments involved – full Business Continuity Plan invoked. <b>Co-ordination:</b> Council effort fully directed to recovery from incident. Non-critical activities suspended. Co-ordinated across directorates by a Council Gold Group from all departments chaired by the Chief Executive or a nominated Director or Assistant Director. <b>Reporting:</b> Borough Emergency Control Centre opened 24/7. Department Control Centres opened, possibly 24/7. Reports submitted at least twice daily.
<b>Level Five</b> <b>Rising tide</b> <b>Impact not clear but potential for higher level</b>	<b>Emergency:</b> Potential for serious impacts in future e.g. infectious disease outbreak or warnings of disruption to the fuel supply. <b>Business Continuity:</b> potential for business continuity impacts e.g. disruption to fuel supply or staff shortages as a result of infectious disease.	<b>Response:</b> May be need for a response from more than one service <b>Co-ordination:</b> Co-ordination through Council Gold Group chaired by a senior Assistant Director or other officer nominated by the Chief Executive. <b>Reporting:</b> Reporting to EPU as required by CGG.

## 2.7. Business Continuity Ranking of Services

- 2.7.1. In the event of a serious or catastrophic incident, it is probable that some or all of the Councils' critical services may be initially affected. Each critical service is required to consider the impact on their service for periods of 12 hours, 24 hours, 3 days, 7 days and 3 months.
- 2.7.2. All services have undertaken a Business Impact Analysis (BIA) to establish a recovery time objective measured against a standard format with an appropriate ranking to enable prioritisation of services. In accordance with the Councils' BC policy, essential services are ranked based on the following priority criteria:

Implications for critical service delivery	Restoration Time scale				
Health, welfare, safety of public or staff	✓				
Statutory and/or legal obligations		✓			
Environmental implications		✓			
Financial cost to Councils			✓		
Reputational issues			✓		
Impact on partner organisations		✓			
<b>Service Ranking</b>	<b>P1</b> < 12 hours	<b>P2</b> < 24 hours	<b>P3</b> Up to 3 days	<b>P4</b> Up to 7 days	<b>P5</b> Up to 3 months

## 2.8. Service Ranking

- P1:** Services which need to be restored immediately and certainly no later than 12 hours after the event.
- P2:** Essential services which need to be restored no later than 24 hours.
- P3:** Services that are very important but could be restored up to 3 days later before issues become critical.
- P4:** Services that are less important but need to be restored within 7 days\*
- P5:** Services that could be restored over a longer period, 3 months maximum\*

\*Although these services are less important, the staff may provide a vital role in supporting the P1-P3 ranked services therefore staff should not think they are surplus to requirements.

- 2.8.1. All services have developed business continuity plans to deliver their priority functions for a minimum period of 24 hours without IT or access to Council buildings.
- 2.8.2. If the emergency involves the loss of some or all of the Councils' IT systems, or the loss of the Town Hall building, then the Disaster Recovery Plan will be implemented. This has been written to support the recovery of the Councils' critical services and is based upon the information provided by the departments in their service BIA's.

## 2.9. UK Threat Level

- 2.9.1. The UK Threat Level for International Terrorism uses a variable scale, ranging from Low to Critical. If there is overwhelming intelligence of an impending attack, or if the UK is in the aftermath of an attack, the threat level may be raised.
- 2.9.2. Due to the wide range of scenarios which could lead to an increase in threat level, it is impossible to produce a definitive planning assumption. The emergency & business continuity structures in this plan are scalable, and can be adapted to ensure the Councils continue to function during this period.

### 3. Command and Control

- 3.1.1. The Councils' response will depend on the severity of the emergency or major incident and is designed to be scalable as appropriate. Regardless of whether an incident is external to the Councils, or an internal business continuity incident, the command and control structure remains the same.

#### 3.2. Command & Control Structure

- 3.2.1. In line with other Category 1 responders, the Councils follow a functional Gold, Silver & Bronze command structure; this denotes a strategic, tactical and operational level of planning and response. The roles and responsibilities central to these categories are outlined below; further information is available in CONOPS.

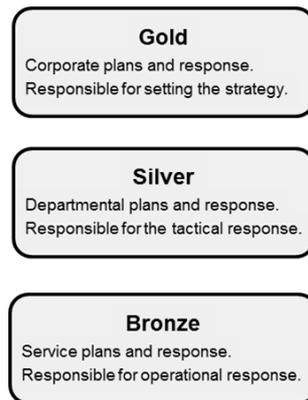


Figure 3: Functional Command Structure

#### 3.3. Gold Roles and Functions

##### 3.3.1. Council Gold

The Chief Executive, or deputised representative, will act as the Strategic commander, taking overall responsibility for the Councils' response to an emergency.

##### 3.3.2. Council Gold Group (CGG)

The CGG will assess the incident and direct operations within a framework set by the Management Board. The CGG will be called together on the instruction of the Council Silver and will be chaired by the Council Silver, the Chief Executive or a nominated deputy.

##### 3.3.3. Resilience Adviser (RA)

The RA provides the secretariat for the CGG and advises them of any regional plans and structures that might be invoked in response to the incident. The RA is responsible for managing the activation and running of the BECC.

##### 3.3.4. London Local Authority Gold (LLAG)

Arrangements are in place during a significant, pan-London or international incident that allows one Chief Executive to represent all London boroughs. These arrangements (known as the Gold arrangements) are covered on a rota basis with the "on-call" Chief Executive covering a two week period.

### 3.4. Silver Roles and Functions

#### 3.4.1. Council Silver

The Deputy Director Environment & Community Services or deputised representative is designated as Council Silver and is the tactical manager of the Local Authority response to the incident. This officer determines the best way to achieve the strategic priorities as determined by Council Gold.

#### 3.4.2. Careline

Careline is a frontline, 24/7 service providing an emergency response for residents and vulnerable<sup>1</sup> clients in Richmond. Careline has access to CCTV and is the primary out of hours contact for the emergency services in Richmond. Careline will contact the various duty officers as required.

#### 3.4.3. Wandsworth Emergency Control (WEC)

Wandsworth Emergency Control is a frontline, 24/7 service providing an emergency response through the Estate Services Officers, for residents and vulnerable clients in Wandsworth. WEC has access to CCTV and is the primary out of hours contact for the emergency services in Wandsworth. WEC will contact the various duty officers as required.

#### 3.4.4. Local Authority Liaison Officer (LALO)

The LALO acts as a channel of communication between the Council Silver (or BECC if activated) and the emergency services; they represent the Councils at the scene and will take the role of Council Silver. The LALO has responsibility for all Council employees at the scene and has authorisation to incur expenditure as necessary when dealing with the incident.

#### 3.4.5. Borough Emergency Control Centre (BECC)

The BECC supports the command and control functions of the Council Gold Group by carrying out the following tasks:

- Collect, collate and disseminate information so that quick, informed decisions can be made
- Co-ordinate the work and act as the central liaison point for Council services and other organisations involved in the emergency
- Record and time all requests for services and resources and the actions taken in consequence

#### 3.4.6. Council Silver Group

The Council Silver Group comprises members of the departmental management teams and supports the CGG by directing the actions of their department to ensure the strategy devised by the CGG is realised. They will activate their Departmental Emergency Control Centre for incidents classified as Level 3 and above.

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<sup>1</sup> See Appendix H for information on vulnerable people

### 3.5. Bronze Roles and Functions

#### 3.5.1. Emergency Centres

In a large scale emergency, the emergency services will direct people from the site of the incident to an Emergency Centre. There are a number of different types of Emergency Centre, the most common of which is a Rest Centre. Rest Centre functions currently vary between Richmond and Wandsworth, with different arrangements in place for each Borough.

- 3.5.2. For Richmond, Rest Centres will be established by the Duty Resilience Adviser by contacting the Rest Centre Coordinator.

Responsibility for the emergency feeding/staffing of designated Rest Centres is in the first instance managed by day centre staff, supported by the British Red Cross (BRC) if necessary. The BRC will be activated via the LALO, following the Richmond Council Rest Centre Activation Procedures. In the absence of the Rest Centre Co-ordinator, the Duty Resilience Adviser will activate the BRC.

- 3.5.3. For Wandsworth, Rest Centres will be established by the Housing and Regeneration Department.

Responsibility for emergency feeding and staffing of designated Rest Centres lies with the Director of Housing and Regeneration. Emergency Rest Centres will be capable of receiving substantial numbers of people who need to be taken from the scene of any incident and cared for until alternative arrangements can be made.

- 3.5.4. As well as Rest Centres, Local Authorities are required to assist in the running of other centres, namely Survivor Reception Centres, Family & Friends Reception Centres, Humanitarian Assistance Centres and Community Assistance Centres.
- 3.5.5. The activation and management of these centres is largely the same, so they are not included in this plan. Further information on each type of centre can be found in the Emergency Centres Plan and in CONOPS, available via the Resilience Adviser.

### 3.6. Elected Members

- 3.6.1. Elected Members provide community leadership within their own ward and feed information into the appropriate service within the Councils. The Leaders and Ward Councillors of the ward affected will be contacted by the Chief Executive or Council Silver at an appropriate time. When contacted, Members will:

- Provide community leadership in their own ward.
- Communicate information to the public and media as required by the CGG and the Communications Team.
- Use their local knowledge to identify local groups and partners who may be able to help in response and recovery.
- Signpost members of the public towards the right agency to get the support they need.
- Be prepared to take an active role in the recovery process where they will be the eyes and ears on the ground by providing a focus for, and listening to, community concerns.
- Feed community concerns into the recovery process via the recovery coordinating group.

- 3.6.2. For additional information on the role of elected members see the Local Government Association guide "A councillor's guide to civil emergencies".

### 3.7. Departmental Roles and Responsibilities

- 3.7.1. All departments are responsible for maintaining procedures to enable the activation of their key functions and capabilities at short notice and out of hours. They also have responsibility to support the Councils' emergency response.
- 3.7.2. The primary areas of responsibility for the local authority at a major incident may be summarised as:
- provision of support for the emergency services;
  - provision of support and care for the local and wider community;
  - provision of resources to mitigate the effects of an emergency;
  - co-ordination of the response by organisations other than the emergency services; and
  - leading the recovery of the community post incident.
- 3.7.3. During a business continuity incident, the primary areas of responsibility may be summarised as:
- Restoring essential services in accordance with the pre-determined set of priorities;
  - Maintaining those services not affected by the event or events.
- 3.7.4. Each department has its own role in contributing to the corporate effort; an overview of the actions of each department is given in Appendices A-F but are not available in this version.

### 3.8. External Roles & Responsibilities

- 3.8.1. The roles and responsibilities of external organisations during an emergency are laid out in the London Emergency Services Liaison Panel (LESLP). Major Incident Procedure Manual available at: <https://www.met.police.uk/about-the-met/the-london-emergency-services-liaison-panel/>

### 3.9. Emergency Expenditure

- 3.9.1. In accordance with the Scheme of Delegations, all Directors have authority to spend a prescribed amount in the event of a major incident occurring, where such expenditure is required.
- 3.9.2. At its meeting on 26th January 2000 the former Policy and Finance Committee gave the Chief Executive additional authority in the event of a major disaster to incur reasonable expenditure above this prescribed amount, if, in his opinion, the circumstances warrant it.

### 3.10. Recharge Policy

- 3.10.1. Where reasonable and appropriate the Councils will seek to recover any costs incurred. This may include the cost of the provision of accommodation and/or staff costs. Situations where this might arise include emergency situations arising as a result of damage/failures in utilities e.g. gas, electricity, water. Situations where recharges might be considered should be discussed with the head of service.
- 3.10.2. Depending upon the nature of the incident, the Councils may be able to claim some expenditure back through the Bellwin Scheme.

## 4. Communication

### 4.1. Information to Staff and Front Line Services

- 4.1.1. It is recognised that there will be a need to keep staff, particularly front line officers, apprised of the situation, in order to provide support and advice as soon as possible.
- 4.1.2. Communications to staff will be sent out by a variety of means, including but not restricted to, the following channels:
- Email message to all staff
  - Message on the Intranet
  - Message via public address system where appropriate/possible.
- 4.1.3. Out of hours, communication will be initiated through the Duty Resilience Adviser who will send an SMS to managers for onward transmission through the departmental communication cascades.

### 4.2. Departmental Emergency Voicemail Message Service

- 4.2.1. Outside normal working hours staff often become aware, for example through the media, of an incident and may be anxious to know if it extends to their place of work. Each department has a telephone number that staff can ring to hear a recorded message giving them instructions and advice in the event of an emergency.
- 4.2.2. Recorded messages may be left for a variety of purposes, for example:
- Providing information in the event that Council buildings are not accessible and services are being re-located.
  - Advising of the arrangements in place should adverse weather conditions make travel to work difficult.
  - Alerting staff to travel difficulties in the Richmond & Wandsworth areas, for example severe public transport disruption.
- 4.2.3. The corporate message will be recorded by the Emergency Planning Unit, and each Departmental Directorate has the responsibility for recording their department's message.
- 4.2.4. Upon stand down, Departmental Directorates must overwrite the emergency message with a holding message.

### 4.3. Public Information

- 4.3.1. The Police Press Officer shall co-ordinate the response to media enquiries after consultation with press officers of each of the emergency services and the Councils.
- 4.3.2. If the incident involves Council property then any media or press release in relation to the incident will be the responsibility of the Assistant Chief Executive.
- 4.3.3. Should there be a need for an emergency announcement the BBC may be contacted by the Head of Policy or his staff on the direction of the Chief Executive.

#### **4.4. Information Policy**

- 4.4.1. In any major incident or natural disaster causing injury or loss of life, the release of information needs to be well co-ordinated to ensure that:
- public alarm is not caused unnecessarily;
  - undue stress is not caused to casualties or their relatives and friends;
  - the public are discouraged from 'sight-seeing' at the scene;
  - information is reliable;
  - the needs of the media are met and their skills and resources are used to best effect; and
  - allowance is made for the fact that each organisation involved will wish to keep its members informed.
- 4.4.2. The Chief Executive or designated representative will act as press representative for the Councils.

#### **4.5. Casualty Information**

- 4.5.1. Casualty information will be handled by the Police Casualty Bureau at New Scotland Yard or other designated facility.
- 4.5.2. In the event of a major emergency telephone contact details will be broadcast on television and radio.

#### **4.6. VIP Visits**

- 4.6.1. Visits by VIPs may be prompted by the scale of the disaster. VIP visits will normally be co-ordinated by the police. In any instance, close liaison with the police should be sought and the police must be consulted about the timing of the visits as they are best placed to consider security implications and also ensure that rescue and lifesaving work is not interrupted.
- 4.6.2. Dignitaries attending may be accompanied by Members and officers of the Councils. Those representatives accompanying VIPs will need to be fully briefed by the Chief Executive or nominated deputy; this will ensure that they can provide accurate information on the overall situation, the actions taken and the assistance provided by the Councils.

#### **4.7. Information to Elected Members**

- 4.7.1. Although Council Members have no operational role in the management of a major emergency they are a valuable source of, and conduit for, dissemination of information to the public. The Leaders and/or Deputy Leaders as well as Members whose wards are affected will therefore be notified of any major emergency as detailed in the action cards.
- 4.7.2. Arrangements will be put in place to regularly update members; particularly those whose wards may be directly affected, on the progress of the incident. Information for the Mayor, Council Members, officers and local MP's will be co-ordinated as directed by the Chief Executive or the Council Silver.

#### **4.8. Joint Borough Response**

- 4.8.1. Should the incident be on or close to surrounding borough boundaries or involve more than one borough, liaison and joint action will be initiated on the direction of the Chief Executive.
- 4.8.2. Mutual assistance could be made available from the South West London Group of Boroughs which include Merton, Sutton & Kingston. Other adjoining boroughs include Hammersmith & Fulham, Hounslow, Lambeth, Kensington & Chelsea and Westminster, but mutual aid can be made on a pan-London basis.

## 5. Stand Down & Recovery

### 5.1. Stand Down

- 5.1.1. Following the end of the emergency response to an incident/emergency, it is the responsibility of the Council Silver to formally stand down response arrangements.
- 5.1.2. On notification of stand down, all logs and documentation relevant to the incident/emergency must be collected and passed to the Emergency Planning Unit to be secured for audit purposes.
- 5.1.3. Departmental Emergency Voicemail Messages will be overwritten with a holding message to be recorded by the Departmental Directorate.
- 5.1.4. The Councils then revert to normal departmental management processes, or as directed by the Recovery Coordinating Group.

### 5.2. BECC Stand Down

- 5.2.1. Where staff have been put on **standby** but are not needed, the Duty Resilience Adviser will stand these responders down. However, where staff have activated they can only be stood down on the instruction of the Council Silver via the BECC Manager.

### 5.3. Debriefing Arrangements

- 5.3.1. Debriefing should be seen as the best method of maximising the learning to be gained from an incident, event or exercise. They are about improving performance and should not be used as a method of apportioning blame for any failings identified.
- 5.3.2. The debriefing process is designed to be entirely flexible and should be tailored to the situation and the staff involved. For this reason careful consideration should be given to the timing of the debrief, its location and those who are invited to attend, but should be organised as soon as is reasonable practicable.
- 5.3.3. The overriding consideration should be to maximising the benefit gained through the debrief and capturing the opportunity for individuals, the Councils, and where appropriate other agencies, to learn from the experience.
- 5.3.4. Every debrief should have a written outcome. This should record any learning points that arise along with recommendations for improvement. These recommendations should be passed along to the appropriate person for action.

### 5.4. Types of Debrief

- 5.4.1. In general the debrief will fall into one of three categories:
  - **Hot debrief**  
A hot (or immediate post incident) debrief is held immediately after the incident, event or exercise. It is designed to examine the performance of those involved and to look for opportunities for learning and development. It will usually be aimed at the practical/physical elements. The hot debrief will also present an opportunity to thank staff for their involvement and to provide positive feedback.
  - **Cold (formal) debrief**  
A cold (or formal) debrief should be held within 4 weeks of the incident, event or exercise. Where an incident is of a continuous nature it may be appropriate to hold regular formal debriefs at key milestones to assess progress and look for any areas of potential improvement. It should involve the key staff who were involved in the response to the incident, event or exercise and should look at identifying both

strengths and weaknesses and turn these into recommendations for enhancing performance.

- **Multi-agency debrief**

A multi-agency debrief should be held within 6 weeks of the incident, event or exercise. It should concentrate on the effectiveness of inter-agency co-ordination, identifying both strengths and weaknesses and turning these into recommendations for enhancing performance.

## **5.5. Recovery Arrangements**

- 5.5.1. Except in extreme circumstances when emergency provisions will be put in place, recovery arrangements following a civil emergency will be the responsibility of the Local Authority.
- 5.5.2. During an incident/emergency, the Council Gold Group will decide/assess the need to activate the Recovery Coordinating Group to initiate recovery arrangements.
- 5.5.3. Specific recovery arrangements are not laid out in this plan.

## 6. Action Cards

*Restricted Circulation: Information is not available in this version.*

**APPENDICES A-F**

**DIRECTORATE BUSINESS CONTINUITY  
SUMMARIES**

*Restricted Circulation: Information is not available in this version.*

# **APPENDIX G**

## **EMERGENCY CENTRES**

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# **APPENDIX H**

# **VULNERABLE PEOPLE**

## Vulnerable People

### Definition of “Vulnerable”

The Civil Contingencies Secretariat (CCS) considers vulnerable people as those “that are less able to help themselves in the circumstances of an emergency”<sup>2</sup>. In broad terms a vulnerable person is someone who would, in the event of a major incident, need either:

- Special assistance to remain safe in their own home; or
- Special assistance in preparing for, during and following an evacuation.

### Vulnerable People

Vulnerable people fall into four groups:

- People in places such as schools or care homes where there is a management system, but not necessarily a management link to any Cat One responder in the borough.
- Already vulnerable Individuals known to agencies in the borough. Several agencies hold databases.
- Already vulnerable but who are not known to agencies because they have not registered a need.
- Newly vulnerable or vulnerable because of the impact of the emergency. These will not be known to agencies.

### Data Limitations

As at Jan 2017 the Richmond & Wandsworth Borough Resilience Forum has developed procedures for identifying vulnerable people. Several agencies hold data, limitations on its use relates to:

- Sharing – data does not easily share across systems.
- Time – it takes some hours to query all databases. This may not be useful during a flood emergency.
- Out of hours – out of hours services are limited.
- Data Protection Act – agencies do not have a common understanding of its requirements not do they recognise common standards for an emergency.
- Quality of data – some data is unreliable.
- Output – some databases do not produce useful data – in particular they may identify a service user but not identify why that person is a service user.

Experience shows that queries are effective in a small geographical area but less effective when searching a large geographical area.

### Identification of Vulnerable During an Emergency

The Local Authority, NHS providers, independent providers and voluntary organisations all hold data on vulnerable people in the community. The CCS states “all of these service providers may have a role to play in identifying vulnerable people and providing for their needs in emergencies<sup>3</sup>”.

<sup>2</sup> Paragraph 5.99, Emergency Preparedness – Guidance on Part 1 of the Civil Contingencies Act 2004, its associated Regulations and non-statutory arrangements.

<sup>3</sup> CCS guidance - Identifying People Who Are Vulnerable in a Crisis

## Provision of Care During/After Evacuation

A response to an emergency which requires an evacuation is likely to determine a higher number of vulnerable people compared to a response which requires shelter in situ. In the event of an evacuation, vulnerable people are likely to either:

- Be identified by blue light services during the evacuation and
  - If high medical need they would be taken to hospital by London Ambulance Service; or
  - If requiring assistance but low or no medical need, they would be taken to the emergency centre.

**Or**

- Make themselves known to staff at the emergency centre that would then assess their needs. This might happen later as the incident progresses and people who initially could manage find that they need assistance such as unaccompanied children, people requiring medication etc.

People who have recently been discharged from hospital, those with high level medical needs or those requiring intensive care packages would be taken to hospital.

People who are capable of living on their own with the support of a care package would be sent to guest rooms in warden assisted housing. In both instances, the duty Social Worker would be advised so that alternate care arrangements could be made the next working day.

In the event of unaccompanied children presenting at the emergency centre, Children's Services would be contacted and asked to provide support.

The silver meeting will assess the situation and determine which particular groups are vulnerable in that incident, and then request data relating to those particular groups of people.

In addition to identifying individuals within the community, it is acknowledged that there are pre-existing communities of vulnerable in nursing and care homes, Wandsworth Prison, hospitals and special schools.

## Companion Animals

Some groups of vulnerable people rely on the assistance of companion animals e.g. Guide Dogs and Hearing Dogs. An evacuation can be as stressful for the companion animal as for its owner. Efforts should be made to find a quiet area in the emergency centre where the evacuee and their companion animal can wait for further information and assistance. Water should be made available immediately, and if the incident looks like it will be protracted, make food available and find a suitable area outside where the dog may relieve itself.

# **APPENDIX I**

## **CGG AGENDA**

*Restricted Circulation: Information is not available in this version.*

# **APPENDIX J**

## **LESSONS IDENTIFIED**

*Restricted Circulation: Information is not available in this version.*

# **APPENDIX K**

# **GLOSSARY**

Borough Emergency Control Centre (BECC)	The Councils' operations centre from which the management and co-ordination of response to an emergency is carried out
Borough Resilience Forum (BRF)	A forum for bringing together all the Category 1 and 2 responders within a local police area for the purpose of facilitating co-operation in fulfilment of their duties under the Act.
Bronze	Operational level is the level at which the management of "hands on" work is undertaken at the incident site or impacted areas.
Business Continuity	The capability of an organisation to continue delivery of products or services at acceptable predefined levels following a disruptive incident.
Careline	Richmond control centre that is operational 24-hours a day to deal with Council emergencies.
Category 1 Responder	A person or body listed in part 1 of schedule 1 of the Civil Contingencies Act. These bodies are likely to be at the core of the response to most emergencies. As such, they are subject to the full range of civil protection duties in the Act.
Civil Contingencies Act 2004 (CCA)	This Act sets the framework for civil protection at the local level in the UK.
Civil Contingencies Secretariat (CCS)	The Civil Contingencies Secretariat sits within the Cabinet Office. They work in partnership with government departments, the devolved administrations and key stakeholders to enhance the UK's ability to prepare for, respond to and recover from emergencies
Council Gold Group (CGG)	A group of senior officers within the council who will decide/direct the tactical response
Commonly Recognised Information Picture (CRIP)	A single, authoritative strategic overview of an emergency or crisis that is developed according to a standard template and is intended for briefing and decision-support purposes.
Departmental Emergency Control Centre (DECC)	Departmental operations centre from which the management and co-ordination of a department's response to an emergency is carried out.
Emergency	An event or situation that threatens serious damage to human welfare in a place in the UK or to the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK. To constitute an emergency this event or situation must require the implementation of special arrangements by one or more Category 1 responder.
Resilience Adviser (RA)	Officers responsible for the development and maintenance of agreed procedures to prevent, reduce, control and mitigate the effects of an emergency
Emergency Planning Unit (EPU)	The section responsible for the development and maintenance of agreed procedures to prevent, reduce, control and mitigate the effects of an emergency
Emergency Services	"Blue Light" responders to an emergency such as Police, Fire, Ambulance and Coastguard.
Environment Agency	An Executive Non-departmental Public Body whose principal aims are to protect and improve the environment, and to promote sustainable development.
Gold	Strategic decision makers and groups at the local level. They establish the framework within which operational (bronze) and tactical (silver) managers work.

Joint Emergency Services Control Centre (JESCC)	Area comprising the incident control points grouped together.
Joint Emergency Services Interoperability Programme (JESIP)	An interoperability framework developed by police, fire and ambulance service.
Local Authority Liaison Officer (LALO)	An officer of the council who co-ordinates the Councils' staff at the scene of an incident.
London Emergency Services Liaison Panel (LESPL)	The panel consists of representatives from the Metropolitan Police Service, City of London Police, British Transport Police, London Fire Brigade, London Ambulance Service and London Local Authorities.
London Local Authority Control Centre (LLACC)	The operations centre from which the management and co-ordination of the pan-London local authority response to a pan-London emergency is carried out.
London Local Authority Gold (LLAG)	These arrangements provide for one borough Chief Executive to be empowered to act on behalf of all London's local authorities, supported by the London Local Authority Coordination Centre.
Major Incident	The Major Incident Procedure Manual produced by the LESPL defines a "major incident" as:  'any emergency that requires the implementation of special arrangements by one or more of the emergency services and will generally include the involvement, either directly or indirectly, of large numbers of people.'
Silver	Tactical level of management to provide overall management of the response and ensure the directions of Gold are carried out.
Wandsworth Emergency Control (WEC)	A control centre that is operational 24-hours a day to deal with Council emergencies.