

# REDBRIDGE MAJOR INCIDENT PLAN

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## **Foreword by the Chief Executive, London Borough of Redbridge**

The Redbridge Major Incident Plan (REDMIP) has existed in its current form for several years. This edition reflects the current structure of Redbridge Council and the philosophy of Integrated Emergency Management. The main body of the plan describes what comprises a Major Incident and how the emergency services and the local authority will respond together. Specific responsibilities, job descriptions and call-out procedures are detailed in appendices. Finally there is a glossary of terms used in emergency management.

Mercifully Major Incidents are rare occurrences. Because of their infrequency there is no national or local "Disaster Squad". Instead we rely on existing resources to meet the challenge and manage the event. Experience has shown that local services with knowledge of local problems and needs are best placed to tackle even apparently overwhelming problems. The first step is to recognise the possibility that disaster may strike at any time. The second is to prepare a flexible and comprehensive plan to manage the event. The third is to exercise the plan and staff to identify any shortcomings and rectify them. So long as this process is kept under review the members and officers of the council, supported by the many willing volunteers in the community will be able to deal with most eventualities.

The sense of duty and commitment within the Council's staff and the excellent relationships with our partners in the statutory, private, voluntary and community sectors gives me the confidence to state that the London Borough of Redbridge is well placed to cope with a Major Incident affecting this Borough and it's residents.

Chief Executive

# **1. RESPONSE TO MAJOR INCIDENTS**

## **1.1 Introduction**

The Redbridge Major Incident Plan (REDMIP) is intended to cater for all major incidents which might take place within or adjacent to the London Borough of Redbridge or which may have an impact on residents of the Borough. It provides a planned response by local authority resources to any such event in order to meet the Borough's responsibility to provide a caring service for its citizens.

## **1.2 Definition of a Major Incident**

A major Incident is described as; "Any event causing or threatening death or injury, damage to property or the environment which because of the scale of its effects cannot be dealt with by the emergency services and local authorities as part of their day to day activities." In many instances the incident will not be immediately regarded as 'major', i.e. requiring the extensive mobilisation of emergency services, serious disruption to the life of the community, or serious loss of life (including large numbers of ill or injured). It will be the responsibility of the police, fire or ambulance services to declare an event a major incident, however, formal declaration of that fact may not take place until some time after the actual occurrence has commenced.

## **1.3 Role**

The main functions of a local authority during a major incident are:

- To support the emergency services
- As far as is possible to maintain existing services to the community
- To manage the restoration to normality

Following the declaration of a major incident, the Council will act in support of the emergency services and will usually have the longest involvement. In addition to providing an appropriate response to the emergency we must maintain critical services throughout the borough. There are some 248,000 residents in Redbridge who will continue to require many of the facilities that we provide. Once the emergency services have completed their work in rescue, recovery, fire fighting, crime investigation etc the community and the environment will have to be managed to restore a condition of normality.

## **1.4 Method**

We will normally be alerted by the emergency service initiating the major incident procedure by telephone. Key local authority staff will then implement the borough emergency plan. Local authorities take time to mobilise and therefore early notification is required. They need to be updated constantly as the incident progresses so that their response is measured and appropriate. Good liaison between the emergency services and the borough, particularly at the scene, is essential and will be enhanced by the presence of

the borough's forward command vehicle (or other facility) at the Joint Emergency Services Control Centre (JESCC).

Contact between the emergency services, voluntary agencies and the local authorities before, during and after incidents, to establish liaison and the recognition of their individual roles, is not only recommended, but essential to professional management of such events and a successful return to normality.

The Council is able to supply considerable assistance to deal with particular problems, such as:

- the provision of technical advice and resources, including cordon materials and transport
- logistical support through borough or contract resources
- the provision of suitable premises for some of the functions described elsewhere in this Manual, including emergency feeding and Rest Centres for evacuees
- long-term management for restoration of normality
- environmental health management;

The borough's involvement during the recovery period and return to normality may be prolonged and extensive. It may include:

- rehabilitation of the community;
- social services;
- counselling;
- emergency finance;
- emergency housing;
- the provision of equipment and staff;
- restoration of the environment

## **1.5 'Standby' Procedures**

Notification to the borough that a serious incident has occurred may come from many sources but is most likely to be passed on by the police or fire services. The initial response of any officer receiving information that a serious incident has occurred which could be regarded as, or is likely to become, a major incident, will be to inform the Lifeline and Telecare Centre. Pending confirmation that the event is in fact a major incident, it may be necessary to place appropriate resources on 'standby', that is a state of readiness or preparedness to act once called upon to do so.

Placing resources on 'standby' will minimise any time taken to mobilise them should they subsequently be required. The procedure for placing resources on 'standby' will differ according to the time of day, and day of the week.

During normal working hours a message will be passed to one of the Emergency Officers of the Community Safety Service, who will then be responsible for deciding the level of response after consulting with the Core Team Member. Emergency Officer will update the Chief Executive on the situation and will seek his permission before committing any borough resources. If the incident does not justify an immediate REDMIP response an email will be sent to members of the Core Team and Heads of Service, notifying them of the

situation. In all cases this will include notification to the Lifeline & Telecare Centre. Other senior officers may also be notified, to ascertain the availability of staff, equipment and other resources according to the nature of the event.

Outside of office hours, including weekends and public holidays, the Lifeline & Telecare Centre staff will contact the Duty Emergency Officer, by means of telephone. The Duty Emergency Officer will determine the level of response based on the information available and following consultation with the Core Team Member. Duty Emergency Officer will then update the Chief Executive on the situation and will seek his permission before committing any borough resources. If the Chief Executive is not contactable then a message to this effect will be left on his home and mobile numbers. Lifeline & Telecare Centre staff are to await confirmation of the next stage. The call-out procedure can put staff on standby or call them in to work by sending an appropriate message. This will be done by the Duty Emergency Officer, once the Core Team Member has given the instruction.

## **1.6 Escalation from 'Standby' to REDMIP Implementation**

There may be instances when an incident is, from the outset, quite clearly one that requires implementation of the Redbridge Major Incident Plan (REDMIP). These will include such events as serious accidents on the railway or crashed aircraft, when multiple deaths and injuries have occurred. In such cases the Duty Emergency Officer will consult with the Core Team Member and commence the initial call-out procedures to activate the full REDMIP Plan.

Where the incident is not at the outset one which would be regarded as a major incident, but the extent of the injuries, deaths, evacuations or disruption to normal life escalates to such an extent that large-scale use of emergency services or Borough resources is required, then action is to be taken as above.

## **1.7 Initial Action and Call-out Lists**

Once the Duty Emergency Officer has been notified of a serious occurrence, which requires activation of the REDMIP Plan, they will advise the Lifeline & Telecare Centre of the scope and type of incident. Duty Emergency Officer will then commence the call-out procedure via RapidReach. This will include:

- inform the Core Team and Heads of Services
- call out a Crisis Management Team (CMT) to operate from the Borough Emergency Control Centre (BECC) via the Emergency Notification System - RapidReach, Care Manager to Activate Rest Centre procedure as necessary
- arrange for a Local Authority Liaison Officer (LALO) to attend the scene of the incident
- call out staff to activate, operate and maintain communications facilities within the BECC
- call out staff to answer telephones in the BECC
- call-out service area managers as required

A list of key members of staff who will be called to the BECC is shown at appendix A

A Local Authority Liaison Officer will attend the scene to liaise with the primary emergency services, ensure the accurate relaying of information to the BECC, and provide a co-ordinating point of contact at the scene for Borough resources.

A decision will then be made by the senior manager in the BECC on the extent to which further resources need to be placed on 'stand-by' or used to activate the major incident plan in relation to Rest Centres and other Council resources.

The sequence of activities for all incidents, including those, which might escalate to become major incidents, is shown at appendix B.

## **1.8 Emergency Notification System – RapidReach**

RapidReach uses web-based telephone notification technology to automatically deliver emergency alert messages from the Borough Emergency Control Centre computer to any individual or Crisis Management Team by any combination of Phone, Mobile phone, SMS Text, and Email Notification.

The system will keep calling until everyone has been contacted and a response has been received.

### **Emergency Call-out / Acknowledgement procedure**

Each officer that has agreed to be contacted in the case of a REDMIP emergency will get the message.

**Receiving a call:** RapidReach is user friendly and will prompt your responses during the call; the call will follow the format below:

On receipt of the call say "Hello"

**RapidReach** "Hello this is London Borough of Redbridge RapidReach System calling with an important message, follow each entry with # Key"

To repeat a message press #

Press # at any time to repeat the complete message

To end call press \*

**RapidReach** "Your message is:

*A phone message will be played stating the nature of the Emergency*

Select one of the following responses

To accept the call press 1

If you cannot accept press 3

If the intended recipient is not available press 7

**You press 3**

**RapidReach** "The response you have selected is 'not accept' your response has been registered"

The system will call the next person on the list.

**You press 7**

**RapidReach** "The response you have selected is 'wrong person' your response has been registered"

The system will call the alternative number for the same person.

**You press 1**

**RapidReach** "The response you have selected is 'accept' your response has been registered"

At this point you make your way to the designated liaison point where you will receive further information from the lead emergency officer.

Back at the Borough Emergency Control Centre, RapidReach logs the responses.

A test message will be prefixed with the words "TEST CALL".

## **1.9 Standing down resources placed on 'standby'**

It is important that when departments and staff have been placed on 'standby', and there is no longer any likelihood of the matter escalating to become a major incident, that prompt action is taken to notify those on 'standby' of this fact. The departmental managers responsible for bringing resources to 'standby' condition, or the Emergency Officer, will be responsible for notifying those members of staff placed on 'standby' that they can be stood down. This should be done as quickly as possible in order to minimise inconvenience and cost.

## **2. RESPONSE TO SPECIFIC TYPES OF INCIDENTS**

### **2.1 Gas leaks, bombs and explosions**

The risk of a major incident arising due to an explosion needs to be accommodated within the emergency plan for Redbridge. Such an explosion might come from any of several sources, e.g. gas leak, mix of explosive chemicals arising from a spillage, or a bomb. There will be common procedures adopted and facilities utilised in responding to such incidents, irrespective of the cause: evacuation of injured and uninjured, establishing a Rest Centre, body collection centre and possibly a temporary mortuary.

Gas leaks pose the most likely threat of this type hence the rapid response of TRANSCO to isolate leaks and to repair damage.

Terrorist bombings have also been a feature of London life for many years and there are potential targets within the London Borough of Redbridge.

Where a building occupied by Borough employees is involved then evacuation plans, fire drills and search procedures, will help to minimise confusion and danger.

### **2.2 Flooding, storms and severely abnormal weather**

There are three possible sources of flooding in Redbridge, which have the potential to cause a major incident.

- High rainfall, causing the River Roding or other watercourses to breach their banks
- Severe rainstorm, causing minor 'flash floods' in built up areas, e.g. Ilford Town Centre, where the drainage available might be insufficient to cope with the volume of water
- Burst water mains in a built up area.

The Meteorological Office issues 'Severe Weather Warnings' to London Boroughs to forewarn them of any severe weather, which might cause 'flash floods' or rivers to breach their banks. Similarly, the Environment Agency (EA) maintains a watch on rainfall and river levels, allowing it to issue warnings to London Boroughs of potential flooding from the River Roding or Ching Brook.

Severe Weather Warnings (SWW) and Flood Alerts are relayed to the Borough Emergency Control Centre by facsimile from Lifeline & Telecare Centre. On receipt, they are disseminated to Borough staff according to a prepared plan. Out of office hours, the SWW or Flood Alert will be passed to the Duty Emergency Officer who will consult with the Core Team Member and decide on any further action to be taken.

Whilst any flooding incident, from whatever cause, is of concern to those members of the public affected, the normal procedures for managing major incidents by the Borough will be initiated. However, resources specific to dealing with flooding may need to be deployed. Following serious flooding in parts of the Borough in October 2000, many lessons were learnt and a Flood Response Appendix (Appendix K) has been added to this Plan.

Storms and abnormal weather, such as occurred in October 1987 and October 2000, may require a Borough response equivalent to that for a major incident. This may be so, even though many locations within the Borough are unaffected. Whilst some forewarning may come from a 'Severe Weather Warning' or 'Flood Warning', thereby allowing some preparatory measures to be taken, there is always the possibility that no prior warning will be given. In all such cases, the Major Incident Plan may be activated and the Borough Emergency Control Centre made operational. Once set up, it will be for the Controller and his management team to consider the need for any escalation in the Borough's response and arrange for relieving staff if the incident is prolonged.

## 2.3 Radiation

Although the threat of nuclear war has reduced significantly in recent years, there is still the possibility of a radiation incident from:

- Accidents at nuclear power stations, within the United Kingdom and Europe
- A serious rail or road accident involving transport carrying radioactive materials
- A terrorist incident involving radioactive substances
- A rogue satellite incident, e.g.. COSMOS 90

The Radiation Incident Monitoring Network (RIMNET) is a radiation monitoring organisation covering the whole of the United Kingdom

Any incident involving nuclear materials in the United Kingdom or Europe, which may cause a substantial emission of radiation from whatever cause, will be notified to London Boroughs if there is a likelihood of danger to the population from exposure. In such circumstances, particularly where warnings are issued to the public, the Major Incident Plan may be activated.

## 2.4 Chemical Incidents

The Redbridge Primary Care Trust (PCT) is responsible for reacting to chemical incidents, which may affect the public. Such plans involve co-operation with the primary emergency services, release of information to the media, and liaison with Local Authorities (environmental health, evacuation plans, Rest Centres). There is, in addition, a Regional Health Authority Emergency Planning Officer for the North East region of London, to ensure adequate response when chemical incidents occur which might affect more than one Primary Care Trust area (see appendix C for names and telephone numbers of contacts).

Whenever there is a serious chemical incident which could be regarded as, or escalate to become a major incident, the need to place resources on 'standby' or set up the Emergency Control Centre will be considered.

See <http://www.ukresilience.info/cbrn/lacbrnintro.htm> for CBRN advice.

## **2.5 Legionella and Rabies**

Action in relation to outbreaks of Legionella or Rabies will be similar to that carried out for chemical incidents. The Environmental Health Officer will be informed as well as the PCT and/or Regional Health Authority. The need to initiate major incident plans and call-out procedures will be dependant on the advice of the Environmental Health Officer and the Health Authority representative.

## **2.6 Public Warnings**

There are no fixed sirens in Redbridge for the issuing of public warnings. Warnings to the public to evacuate premises, take shelter or take environmental precautions, will be carried out under their 'duty of care' by all participating organisations (including the emergency services). Except for the Environment Agency warning of flooding no individual organisation has statutory responsibility to issue public warnings. It will therefore rest with the Emergency Control Centre to monitor which warnings have been, or are being, given and provide such assistance as it is able to. Liaison with other emergency services, Environmental Health Officer and PCT or Regional Health Authority will be necessary.

## **3. COMMAND AND CONTROL**

### **3.1 Introduction**

The efficient management of a major incident relies on effective Command and Control. There is a common method, which has been adopted throughout London and is described in detail in the London Emergency Services Liaison Panel (LESLP) Manual. The system relies on a structured chain of command comprising Strategic, Tactical and Operational. For this Borough the strategy is determined by the Chief Executive, who may consult with senior managers and others, in setting the strategy. The tactics for delivering the strategy are decided upon by the officer performing the role of Borough Controller in the Borough Emergency Control Centre (BECC) supported by the Technical Manager and the Care Manager. Operational control of resources is vested in the managers and team leaders directly involved in the performance of the relevant activity.

A Strategic Liaison Group, involving all or some of the agencies involved in the response, may be established. Chairing of this group may change from one agency to another as the event unfolds and the priorities and responsibilities change.

Where appropriate the Emergency Services will establish a Joint Emergency Services Command Centre (JESCC) close to the incident. The Council will send a Local Authority Liaison Officer to the JESCC for advice and liaison purposes.

### **3.2 Control Centres**

There are four venues, which could be regarded as 'control centres':

- The Borough Emergency Control Centre (BECC)
- Community Care Advice Centre (C.C.A.C)
- The Local Authority Liaison Officer at the JESCC
- Alternative Emergency Control Centre (C.C.A.C)

### **3.3 Borough Emergency Control Centre**

#### **3.3.1 Accommodation**

The Borough Emergency Control Centre is housed in the Community Safety Complex and consists of a large operations room and a small adjoining room, which can be used as meeting or briefing rooms as required. It is capable of rapid conversion for such purposes when needed.

The Complex also has a large conference area, which can be utilized if need be.

Various methods of communication, information and databases can be accessed within the BECC see appendix D for details.

In addition, there are also kitchen, rest area and toilet facilities.

### 3.3.2 Role

The Borough Emergency Control Centre (BECC) will be used as the co-ordinating site from which the Borough will respond to a major incident. It will be used to call out Senior Managers and other borough employees who will:

- Work in the BECC itself during the major incident
- Activate the response by departmental staff, or contractors, to meet the needs of the Borough or the emergency services in providing resources, equipment or facilities,
- Communicate with the Local Authority Liaison Officer at the Joint Emergency Services Command Centre (JESCC)
- Respond to the needs of evacuees at the Rest Centre

### 3.3.3 Functions

The Borough Emergency Control Centre will perform a number of functions including the following:

- to provide tactical Command and Control planning in relation to the Boroughs response to the major incident,
- resource management for any prolonged incident,
- NE LRF mutual aid decisions,
- the provision of ongoing service to the Borough's resident and business community,
- provide accurate and up-to date information on developments to the Chief Executive,
- to act upon requests from the emergency services for facilities, resources and equipment;
- to record and monitor the Borough's response to the major incident
- pass tactical management team's decisions to the Local Authority Liaison Officer, Communication Centre and such other staff as considered necessary.

See appendix E.

### 3.3.4 Staff

The Staff of the BECC will be drawn from the list at appendix A to work within the following roles:

#### Management Team:

- Controller
- Care Manager
- Technical Manager

#### Support Team

- 4 Control Room Assistants - answer telephones, make calls, record messages on forms, maintain incident log, resource data bases and update smart/white boards.
- 1 Communications Officer to manage Communications System and liaise with telephone companies, control/provide use of Airwave radio system

- Emergency Officers - liaison with other Boroughs, LLACC and Voluntary organisations. Assist Controller, maintain an overview
- Borough Media Liaison Officer – liaison with local media, businesses, general public and other responders and if required will set up media centre

Additional positions with telephone, desk and writing materials, are provided in the Borough Emergency Control Centre for fire brigade, police and ambulance liaison officers (see plan - appendix F).

There is also a radio aerial for police use on their local frequency.

### **3.4 Community Care Advice Centre**

During office hours CCAC will be used to co-ordinate the Community Care response. Staff will be called-out by a Principle Officer. Out of Hours this Control Centre will be activated by contacting the Emergency Duty Social Worker.

### **3.5 Local Authority Liaison Officer**

The Local Authority Liaison Officer will attend and make himself known to the Incident Officers of the primary emergency services at the Joint Emergency Services Command Centre and set up a Liaison Post initially using his private vehicle marked accordingly. Within an hour a suitably equipped support vehicle will attend the JESCC to provide a more substantial presence and improved facilities for the Local Authority Liaison Officer (see appendix G). They will inform the Borough Emergency Control Centre of all changes in scope and developments regarding the incident, requests from emergency services for specific Borough assistance, and provide a focal point at the scene for Borough resources to report to.

### **3.6 Alternative (Fall-back) Borough Emergency Control Centre**

There is a need for an alternative (fall back) Emergency Control Centre which can be used in the unlikely event of the BECC being wholly disabled or inaccessible.

The initial notification of a major incident from the Community Safety Service will indicate whether or not the BECC is useable. If it is not, or is inaccessible to all likely staff, then the fall-back BECC will be taken into use: any subsequent call-out for staff will include information to this effect. Emergency procedures training will include practice at setting up Emergency Control Centre operations to ensure familiarity of BECC staff with that working environment.

The fall-back Borough Emergency Control Centre is equipped with the following facilities, which will be made available with in 60 minutes during working hours and 90 minutes after working hours and at weekends.

- 10 Internal telephones, 03 BT telephones
- Desk working area and seats
- Fax machine and printer
- 02 Messenger desk
- 06 Borough folding maps
- 02 Portable emergency lights
- Clock
- Stationery, and writing material
- Large Borough map
- Kitchen facilities

### **3.7 Business Continuity Suite/ Conference Room**

The Business Continuity Suite / Conference room is housed in the Redbridge Control Centre building and consist of a large operation room which can be used as a conference/ meeting room as required. It is capable of rapid conversion for such a purpose when needed.

The Business Continuity Suite is equipped with the following facilities, which will be made available within 3 hours if a request is made through the Chief Public Protection Officer/ Corporate Director.

- 16 Internal telephones
- 12 Workstations with council data points
- 02 Fax machines
- 01 Printer
- 01 Large Plasma Screen with digital TV connection
- 02 Smartboards with projectors

## **4. CARE ISSUES**

### **4.1 The Care Manager**

The Care Manager is responsible for welfare services including Emergency Holding Centres, Emergency Rest Centres, Survivor Reception Centres (Accommodation and Staff), counselling, environmental health, temporary accommodation and re-housing.

Should it become necessary to accommodate large or small numbers of survivors or evacuees, this plan contains lists of supporting centres and halls, which could be taken into use. See appendix H for the roles, functions and staffing of Rest Centres.

### **4.2 Requests for support**

Requests from the emergency services for support, e.g. opening a Rest Centre and providing transport for evacuees, will be passed to the Local Authority Liaison Officer at the scene, these will then be passed to the BECC. The relevant BECC Manager will be responsible for evaluating the request. This ensures central co-ordination by the Borough, and allows for awareness by the Controller who can consider what complementary action may be needed and the value of informing the Chief Executive or Public Relations Officer.

In the event of a prolonged major incident, relieving staff may be required and this will be a matter for BECC managers to arrange in conjunction with the Operational Managers working at the scene or Emergency Rest Centre.

### **4.3 Evacuation and Transport**

Experience has shown that most people who are to be evacuated from their homes prefer to go to a friend or relative who they know will provide temporary shelter. Only a small number of people are therefore likely to require the temporary shelter offered by the Borough. Never the less, adequate arrangements need to be in place to provide temporary accommodation, transport to and from Rest Centres, first-aid and medical provision, and staff to manage the Centres, should they be needed.

Any request for transport to evacuate people should indicate:

- The number of persons to be transported
- Specialist transport requirements (ambulances etc.)
- Rendezvous points and advice on easily accessible routes
- Final destination

Every effort should be made to ensure that those with special needs, the aged or handicapped, are given such specialist care as is feasible.

Transport to and from Rest Centres will be arranged by the Care Manager in conjunction with the Technical Manager in the Borough Emergency Control Centre via Redbridge Transport DSO.

## **4.4 Emergency Holding Centres**

In minor incidents experience has shown that evacuation is required only for a short period. Keeping this in view, a number of emergency holding centres within the Borough have been identified as the holding areas before moving the evacuees to Rest Centres or to the hotels for overnight accommodation. They are equipped with kitchen facilities. Hygiene Packs are maintained by Community Safety Service for immediate use in an emergency.

Redbridge Property Management Services will be responsible for providing the security and opening of these centres on short notice. Keys for each of these centres are held by the gatehouse supervisor and their deputies and duplicate keys kept at the Porters Lodge in the Town hall. Activation will be in line with the laid down procedures in appendix B of REDMIP Plan.

For details of the Emergency Holding Centres see appendix N.

## **4.5 Emergency Rest Centres**

The most likely premises, which will be used as Rest Centres, are Day Care Centres (with facilities designed for adult use). Such premises are unoccupied for large periods of time, i.e.. outside office hours, and at weekends. The plan is therefore for these nominated Day Care Centres in the Borough, at sites distant from each other, to be used. Keys for each of these centres are held by the caretakers and their deputies and duplicate keys are kept at the Gate House – Ley Street Depot, should they be needed in an emergency. Rest Centre Manager is responsible to activate the rest centre on the instruction of BECC Care Manager. Rest Centre battle box is equipped with writing materials and forms for recording details of evacuees, multi-lingual information leaflets for evacuees to explain what is happening, and tabards for identification of Rest Centre staff.

For details of the Emergency Rest Centre see appendix I.

Emergency bedding and blankets may be provided, according to need. The supply of these will be co-ordinated by the Care Manager at the BECC. Similarly, emergency feeding may need to be provided and this will be organised. The Community Care Services will be responsible for providing such meals and light refreshments as are needed.

## **4.6 Counselling**

When evacuation takes place in circumstances, which could be traumatic for evacuees, Management will consider the need for counselling. This will be particularly important in the case of elderly, sick or handicapped people. Deaths and/or serious injury to people resulting from this major incident may necessitate counselling of relatives. Identifying dead bodies is probably the most emotionally traumatic aspect of a major incident. When needed, counselling will be provided by staff called out by the Care Manager or their Principle Officers. The effects on our own staff, including volunteers working for LBR should not be overlooked.

## 4.7 Mass Fatality Incident

A Mass fatality incident is any incident where the number of fatalities is greater than normal local arrangements can manage. Depending on the scale and the nature of the incident there may be a requirement for special arrangements to be implemented at local level, regional or national level. Examples include:

- Accidental – Public place mishaps and collapse of structures
- Natural – Floods and storms
- Terrorism – Explosions, fire and physical attack
- Out breaks – Epidemics
- Extreme weather conditions – Heat, cold

In all such incidents the Mass Fatality Plan will be instigated. Any member of the London Resilience Partnership, following assessment by Strategic Co – ordination Group or H.M.Coroner, can trigger it.

## 4.8 Temporary Mortuaries

Any major incident involving deaths will result in an inquest by H.M. Coroner. The Coroner for Redbridge is based in Queens Road, Walthamstow. The death of a small number of people (less than 5) will probably be dealt with by police and the Coroner's Officer. Where, however, there are many deaths arising from the incident, a temporary mortuary and/or body collection centre may need to be established. The Local Authority is responsible for arranging temporary mortuaries and consequently for identifying premises in consultation with H.M. Coroner

At a more immediate level, premises may be used to collect bodies together prior to removal to mortuaries (temporary or otherwise). Such premises will usually be in close proximity to the scene of the incident and will be identified by police in consultation with the Environmental Health Officer and, possibly, the PCT or Regional Health Authority. Copy of the Mass Fatality Plan in the BECC.

## 4.9 Environmental Health

Any major incident is likely to raise welfare concerns. Environmental aspects i.e. health concerns relating to public utility services (water, gas, and electricity), or the atmosphere, will involve the Borough's Environmental Health Officers. Decisions on the need to evacuate premises or areas threatened by serious adverse environmental changes will be the responsibility of the emergency services and the Local Authority. The Environmental Health Officer will be involved when a decision is to be made on the safety of citizens returning to premises in areas, which have been evacuated. PCT and Regional Health Authority representatives may assist the Environmental Health Officer when a chemical,

radiation or medical incident has prompted the need to consider evacuation and eventual return.

#### **4.10 The Role of Voluntary Organisations**

The services of voluntary organisations such as the Red Cross and St. John Ambulance need to be considered in the early stages of the setting up of a major incident. Contact numbers for those most likely to participate are included as part of appendix C. The help which voluntary organisation can provide ranges from; assistance with communication (RAYNET or Young Citizens Guild), staffing rest centres (Red Cross), initial care and transport of minor casualties (St. John Ambulance and Red Cross), feeding emergency services staff at the scene of a major incident (WRVS - called out by fire brigade who provide transport), feeding evacuees (Salvation Army). The role of voluntary organisations is to support the emergency services and Local Authorities, not to replace them.

Training for voluntary organisations is provided by the Emergency Planning College. Local training within the London Borough of Redbridge will usually be limited to involvement in the planning and running of exercises. Close co-operation will be maintained by the Emergency Planning Service with these voluntary organisations.

#### **4.11 Role of Faith Organisations**

Representatives of various religious denominations may be able to assist at the time of a major incident or in the aftermath thereof. The three main areas where assistance from religious organisations may be provided are:

- At the scene of an incident, to assist in the care and counselling of injured or friends and relatives who might be present, and in the vicinity of dead and seriously injured victims; (this would be of short duration and the emergency services would attempt to move all the parties to other locations e.g. hospitals, temporary mortuaries, rest centres);
- At rest centres, temporary mortuaries, casualty reception areas where the relatives and victims might be in need of support, counselling or care;
- At hospitals where casualties are to be treated - this would normally be exercised by the hospital chaplain in accordance with the hospital's major incident plan.

The Church Major Incident Plan allows for mobilisation of all main stream, religious denomination representatives. This will normally be activated by the police through the Salvation Army. However a copy of this plan is held within the ECC, and by agreement with our local clergy, it can be initiated from there.

## **5. TRANSPORT, EQUIPMENT & TECHNICAL SUPPORT**

### **5.1 The Technical Manager**

A Technical Manager will attend the Borough Emergency Control Centre to co-ordinate and monitor requests for, and the provision of, transport, equipment, etc. They will contact other managers in order to ensure requisition of resources and deploy staff in response to the major incident. Technical Support Staff can be contacted outside office hours by means of, mobile or private telephone. Engineering and Building Services maintains a list used to make initial contact with them. The Gatehouse staff and Town Hall porters have copies of this list, which provides the necessary contact telephone numbers.

The Technical Manager's main responsibilities are to:

- Mobilise Technical Staff and necessary workforce
- Co-ordinate the supply of emergency building materials, plant and machinery
- Provide crowd control and vehicle diversion facilities as required
- Provide technical support within Rest Centres (Power, heat etc)
- Organise transport (In conjunction with Care Manager when appropriate)

### **5.2 Technical Support Staff**

The Borough Emergency Control Centre is not capable of accommodating large numbers of staff. Therefore, the procedure to be adopted will be for the managers attending there, in response to a major incident, to have a co-ordinating role. They will consider requests for assistance or action by the Council and decide on appropriate action. They will contact staff in the relevant departments who will be working in their own offices. These officers will requisition the necessary goods and services. This pragmatic approach allows staff to continue to use their own offices, where information and facilities are familiar, and allows them to manage their normal workload during the abnormal situation created by a major incident.

The Technical Manager will:

- Contact and mobilise sufficient suitable staff to provide an effective emergency action team at the incident
- Arrange for relevant staff to be at their desks to provide whatever resources are required
- Consider requests for assistance or action and decide on the course to take
- Pass instructions for the delivery of materials and labour
- Give advice and co-ordinate supply of plant and equipment
- Maintain contact with the Local Authority Liaison Officers at the scene and keep them advised on the personnel being sent to the incident
- Consider the possible time-scales for the incident and organise a rota system for staff to enable rest periods to be available and the day to day running of the Council to continue

## 6. PUBLIC RELATIONS

### 6.1 Release of Information

The Borough's Head of Corporate Communications should be informed at the earliest opportunity about any major incident and kept updated with developments. The decision to release information to the media will be a matter for agreement with the police Press Information Officer, particularly where the information is of a sensitive nature. In the case of chemical or medical incidents there will also be a need to liaise with the appropriate press officer of the PCT or Regional Health Authority.

### 6.2 Local and National Media

**Representatives of the media will not be allowed in the Borough Emergency Control Centre during a major incident without the authority of the Controller.**

There is always considerable press interest in a Major Incident. This will involve local and national newspapers and the radio and television broadcasters. The circumstances may also attract international interest. There are likely to be two or more focal points for the media. Television and camera crews will want to be at the scene. The Major receiving hospital for any casualties will attract interest and finally the press briefing point for press conferences. It will help in the management of the press if facilities are provided for them at each location. Suitable premises should be quickly identified in conjunction with other agencies, especially the police. These should have good vehicle access and parking facilities for cars and medium sized vans.

The Central Office of Information (COI) is a government funded body, which provides media relations support to government and public sector organisations. They can be contacted 24 hours a day and can be deployed to wherever media pressure is stretching local resources to capacity. COI assistance is provided free of charge for the first 24 hours, thereafter continued attendance is at the discretion of the lead government department which would be expected to pay for the services provided.

## **7. FINANCE**

### **7.1 Bellwin Scheme: Major Incident Cost Code**

The Government may reimburse the Borough for some of the expense incurred in managing a major incident, under an arrangement known as the Bellwin Scheme. Before a claim can be made the Council has to spend above a specified threshold, even then we can only claim for losses that we could not have insured against.

In order to make any such claim for reimbursement, it is essential that all costs incurred during a major incident/disaster can be accurately identified.

This will be done by allocating a specific cost code to all such expenditure.

The Head of Finance will issue that code to the Borough Emergency Control Centre at the outset of a major disaster.

### **7.2 Insurance**

Safety is the prime consideration when dealing with an emergency situation. However, officers in attendance should consider the insurance elements and make every effort to limit the extent of damage and take necessary measures to protect against further losses or damage. Relevant insurance companies should be contacted as early as possible when time permits.

Council emergency response staff are fully acquainted with the normal requirements in the event of building damage. However, major incidents could present many unusual difficulties, which need to be swiftly acted upon but will invariably lead to insurance claims and supporting reports being necessary at a later date. It is therefore important to keep accurate records of what has been done, at what time, by whom and for what reason.

### **7.3 Insurance cover for 'volunteers'**

For the purposes of the Borough's Public Liability insurance arrangements, members of voluntary organisations and other volunteers, assisting during a major incident, are categorised as being 'employed' by the Borough on a non-fee paying basis.

### **7.4 Insurance Funded Disaster Recovery Scheme**

Finance has entered agreement with a company to provide recovery services following any physical disaster such as fire, flood, explosion or chemical spill to any Redbridge sites including Glasbury. See Call out procedure as Appendix P

### **7.5 Disaster Appeal Scheme**

The British Red Cross Disaster Appeal Scheme - the DAS, inaugurated in 1991, is a comprehensive guide to setting-up a post-disaster appeal fund or funds with national-level support, especially that of the retail Banks and the Post Office. It includes a Charitable Trust Deed, approved by the Charity Commissioners for England and Wales, as well as a

Discretionary (non-Charitable) Trust Deed and Trust Deed. A copy of the DAS is available at the Borough Emergency Control Centre.

## **8. MUTUAL AID TO/FROM OTHER BOROUGHES**

### **8.1 North East London Boroughs**

For emergency planning purposes the following Boroughs make up the North East London Group:

- Barking & Dagenham
- Havering
- Newham
- Redbridge
- Waltham Forest

### **8.2 Mutual Aid policy and arrangements**

Councils of the group have agreed to render mutual aid to each other in the event of a major incident or disaster, subject to the Council seeking aid having agreed to indemnify costs incurred by the Council rendering aid. All Councils in the North East- Local Resilience Forum have these financial arrangements.

Any Borough rendering assistance to another must keep accurate records of costs for processing at a later date (Section 138, Local Government Act 1972).

### **8.3 Designated Officers**

Councils have designated officers to *implement* the provisions of such aid at the request of a Chief Executive or his representative. These officers are also authorised to *request* aid from another Borough within the group in the event of an emergency occurring in their own Borough. The designated officers for Redbridge are:

- XXXXXXXX - Chief Executive
- XXXXXXXX - Corporate Director
- XXXXXXXX - Head of Public Protection
- XXXXXXXX – Group Manager – Community Safety
- XXXXXXXX – Emergency Planning Team Leader

### **8.4 Incidents involving more than one Borough**

The controlling Borough will normally be the Borough in whose area the incident occurs. In the event of a large scale emergency, involving more than one Local Authority area, it may be necessary to control the emergency outside the affected Borough. This action will only be taken after consultation with the Police and the Local Authorities concerned.

## 8.5 Requests for aid: information required

All requests for assistance should indicate the task, the time work is to commence, estimated duration of task, rendezvous point, and who to report to on arrival. Where possible, additional information should include:

- a) MANPOWER - number of personnel and trade/profession required
- b) MATERIAL - if bulky delivery can be accepted or other delivery arrangements
- c) EQUIPMENT - availability of power/fuel
- d) TRANSPORT - fuel availability
- e) ROUTE - easiest accessible route using road numbers (A13 etc.) where possible.

## 9. CIVIL PROTECTION

### 9.1 Civil Contingencies Act 2004

The chief requirement of the Act in emergency planning is to maintain plans to ensure that, if an emergency occurs or is likely to occur, Local Authority is to deliver its functions so far as necessary or desirable for the purpose of preventing the emergency, reducing, controlling or mitigating its effects, or taking other actions in connections with it.

Three aspects of performing the functions in an emergency are identified as:

- Maintain plans for preventing the emergency
- Maintain plans for reducing the, controlling or mitigating its effects; and
- Maintain plans for taking other action in connection with the emergency

### 9.2 Role of Local Authority

All local authorities have, at their heart, the well being of their residents, they have an important role in emergency planning and dealing with the consequences of all emergencies, including those arising from terrorist attacks. The ability of local authorities to respond to a major crisis has always been a key component in the resilience work of the UK as a whole. The local authorities need to ensure that local arrangements coincide with the national policy. The local authorities role in responding to a Catastrophic Incident on a pan London scale is the subject of ongoing work.

In the event of a Catastrophic Incident occurring, the "on-call" Chief Executive would then be designated "London Local Authority Gold" for London. They will attend the Strategic Coordinating Centre with their support team at an appropriate location and represent the London Boroughs. All London Local Authority Gold matters are dealt with by LFEPa (Emergency Planning Unit)

### 9.3 Pan-London Response

To deliver this in the event of a pan London catastrophic incident they have agreed to pool decision-making authority and place it with a single chief executive who has the authority to commit resources on behalf of the other local authorities as the pan-London response is managed.

The thirty two London local authorities and Corporation of London have been divided into six groups which are as follows:

- **North East:** Barking & Dagenham; Havering; Newham; Redbridge; Waltham Forest
- **North Central:** Barnet; Camden; Enfield; Hackney; Haringey; Islington
- **North West: Brent;** Ealing; Hammersmith & Fulham; Harrow; Hillingdon; Hounslow
- **Central: City:** Kensington&Chelsea; Lambeth; Southwark; Tower Hamlets; Westminster
- **South East:** Bexley; Bromley; Croydon; Greenwich; Lewisham
- **South West:** Kingston-upon-Thames; Merton; Richmond-upon-Thames; Sutton; Wandsworth

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

It is recognised national practice, in the resolution of major or catastrophic incident to establish Strategic Co-ordination Centre.

A SCC is a building at which an appointed Gold level representative from all the responding agencies will convene.

Each agency will form a Gold Cell within the SCC together with a small support team. The primary role is to provide strategic support and co-ordinate the activities of the various agencies.

## **9.5 London Local Authority Gold (LLAG)**

The LLAG will move onto action as soon a catastrophic incident has been declared which poses a major disruptive challenge to London. The LLA Gold, will attend the Strategic Coordination Centre on behalf of London's 32 Boroughs and the Corporation of London accompanied by a support team.

The Local Authority Gold representative will be a nominated London Local Authority Chief Executive and will sit on the multi-agency Gold Co-ordination Group. Gold is the overall charge of each agency, responsible for formulating the strategy for the incident, and will have overall command of Local Authority resources.

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

The Local Authority Gold at the Strategic Coordination Centre is supported by the London Local Authority Coordination Centre (LLACC) and London Boroughs through their Borough Emergency Control Centres (BECC) will maintain contact with LLACC and the LLAG at all times throughout an incident to coordinate information, tasks, convey strategic priorities and coordinate incident response.

## **10. EMERGENCY PLANNING: TRAINING**

### **10.1 In Borough Training Provision**

There is a range of means to achieve satisfactory levels of training and preparedness to manage a major incident within the London Borough of Redbridge. The Community Care Service in liaison with the Emergency Planning Service carries out in-house training for Rest Centre staff. Additional training is provided, by way of exercises to test procedure etc. The requirement for all training will be identified by an annual training plan. This will ensure an adequate range of knowledge and skill for those planning or otherwise involved in the Borough response to major emergencies.

### **10.2 External Training - The Emergency Planning College / LFEPA**

National training on various aspects of emergency planning and responding to major incidents is provided by the Cabinet Office Emergency Planning College at Easingwold. Courses are of 3 or 5 days duration and are subsidised by them.

The annual programme of courses runs from September to July and a prospectus is issued to each local authority, as well as being available on the college website ([www.epcollege.gov.uk](http://www.epcollege.gov.uk)). Departmental managers will be consulted about their specific staff needs in relation to attendance on such courses. The overall Borough requirement will be collated by the Emergency Planning Officer and forwarded to the College.

The London Fire and Emergency Planning Authority (LFEPA) has a responsibility to support the London Boroughs in planning and preparing for emergencies. There is a small department within LFEPA that carries out this function by assisting Boroughs with training and exercise activities.