Lambeth Council Emergency Plan

V. 6.6 – public copy

JAN 2022

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Table of Contents

1. Critical Information

Document type and purpose	Online word document. The purpose of this document outlines how Lambeth Council will respond to and support the recovery from an emergency occurring within or affecting the council. It is intended to be used as a guide to prompt plan users to include relevant actions and information.
Document Status	AGREED
Version number	6.6 – public
Target Audience	Members of the public
Distribution	The current copy of this framework is available on the Lambeth website
Ownership	This plan is owned by Lambeth Council and is maintained by the Emergency team. They will review this plan annually or when there are significant legislative changes or changes in accordance with guidance published by London Resilience. Changes will be published on the Emergency SharePoint site.
Emergency	This template has been written in line with the Civil Contingencies Act and identified good practice in emergency planning. It should not, however, be considered exhaustive in content - additional information may be required, dependent upon the incident being planned for.
Security Classification	Official
Approved by	Resilience Emergency Board DEC 2021
Updated by	Emergency Team
Updated on	10 JAN 2022
Next Admin review	2023

2. Context

Lambeth Council is a Category 1 Responder as described under the statutory framework for civil protection in the UK, the Civil Contingencies Act 2004

Category 1 Responders have a legal duty to provide and maintain robust and resilient emergency plans to:

- Prevent or prepare for emergencies
- Reduce, control or mitigate the effects of emergencies
- Recover from emergencies
- Mitigation or learning the lessons from the past and building resilience

This plan provides guidance on how Lambeth council will respond to and support the recovery from an emergency occurring within or affecting the council. This plan alongside a comprehensive training and exercising programme run by the Lambeth Council, will help to:

- Ensure Council Emergency Response Officers are competent and confident to undertake their incident role

- Ensure a co-ordinated and efficient response and mobilisation of resources

- Provide Emergency to the public and resilience partners that the Council is prepared.

2.1. Aim

The aim of this document is to provide a framework for co-ordinated emergency management within Lambeth and should be seen in conjunction with all related London Regional Resilience Forum and Lambeth plans.

2.2. Objectives

The objectives of this document are to set out:
- How we respond to incidents
- Level of response
- Roles and responsibilities within Lambeth Council

2.3. Scope

This plan outlines how the Lambeth Council will respond to an emergency and/or a major incident being declared.

This plan does not have regards for actions to be taken during exclusively business continuity incidents, such as 'rising tide' events which include staff shortages owing to pandemic influenza outbreak.

3. Lambeth Council Response to Incidents

There are many different types of incidents. Minor incidents/emergencies are normally managed by the emergency services and local councils and other agencies on a regular basis.

There are occasions when a Major Incident occurs and requires a more involved response from all Category 1 responders including Lambeth Council. Lambeth Council has three levels of response to incidents.

BRONZE OPERATION RESPONDER: LALO; Emergency Centres		
Level 1 incident definition Localised incidents. There is always a possibility that the incident may escalate and progress to level 2.	Bronze implements the Tactical plan at the scene • Operational officer • Officer from within service • Contracted service delivery Representative e.g. Repairs	• Control and deploy resources at scene or adjacent • Implement tactical plan • Attend on scene command meetings
TACTICAL COMMANDER: SILVER		
Level 2 incident definition Localised incidents involving additional resources. There is always a possibility that the incident may escalate and progress to level 3.	Silver develops Tactical Plan to deliver the strategy Typical Silver representatives: • Director • Assistant Director • Head of Service	• Deploy Bronze resources • Develop situational awareness • Produce tactical plan • Work with Gold
STRATEGIC LEAD: GOLD		
Level 3 incident definition Major Incident At levels 2 and 3 the Duty Gold must be informed.	Gold sets the Strategy A Gold Officer has to have Executive responsibility: • Chief Executive • Strategic Director • Director	• Attend relevant Strategic level meetings • Consider Scale of incident - How big? - Geography, how far might this incident extend? • Impacts - Who, what or where might be impacted? • Duration - How long might this last, in terms of current and future impacts?

For greater detail involving the duties of responders see Appendix D

4. What is an Emergency?

An Emergency is defined within the [Civil Contingencies Act 2004](): as:

- An event or situation which threatens serious damage to human welfare in a place in the UK
- An event or situation which threatens serious damage to the environment of a place in the UK
- War, terrorism, which threatens serious damage to the security of the UK.

Damage to human welfare involves, causes, or may cause one or more of the following: -

- Loss of human life
- Human illness or injury
- Homelessness
- Damage to property
- Disruption of a supply of money, food, water, energy or fuel
- Disruption of a system of communication
- Disruption of facilities for transport
- Disruption of service relating to health

Damage to the environment involves causes or may cause:

- Contamination of land, water or air with biological, chemical or radioactive matter
- Disruption or destruction of plant life or animal life.

A minister of the crown may order that a specified event or situation is to be treated as an emergency. An example of this would be the declaring of an Emergency due to widespread flooding in and area. This definition is deliberately widely cast to encompass a range of events and situations, some of which may not directly involve Lambeth Council.

5. What is a Major Incident?

A Major Incident is a widely used term recognised nationally and locally within London and is defined as:

"any emergency that requires the implementation of special arrangements by one or more of the Emergency Services and generally includes the involvement, either directly or indirectly, of large numbers of people".

A Major Incident may also involve other agencies and organisations, Local Authorities and will also including the NHS, the Environment Agency, the Maritime and Coastguard Agency, utility companies, transport companies, private companies and the voluntary sector.

A Major incident may require the:

- The initial treatment, rescue and transport of many casualties.
- The handling of many enquiries likely to be generated both from the public and the news media usually to the Police but also to the other agencies involved.
- The large-scale deployment of the combined resources of the Emergency Services.
- The mobilisation and organisation of the Emergency Services and Supporting Organisations, e.g. local authority, to cater for the threat of death, serious injury or homelessness to many people.

The CCA Emergency Response and Recovery guidance clarifies that the words 'Incident' and 'Emergency' are one and the same and are interchangeable, i.e., Critical incident to Terrorism.

6. Risk Assessments and Mitigation

The Civil Contingencies Act places a risk assessment duty on all Category 1 Responders. Lambeth Council is a Category 1 responder. These risk assessments inform the development of generic and specific emergency plans and procedures. The different levels of risk assessments can be viewed below:

- (Local) Lambeth Community Risk Register

- (Regional) London Community Risk Register, London Local Resilience Forum

- National Risk Register for Civil Emergencies, Cabinet Office

Risk specific documents are also maintained but not for public use.

7. Local Level Emergency

Incident affecting one borough.

7.1. Regional Level Emergency

Incidents affecting multiple boroughs.

National/ Sub National Emergency In some circumstances the incident may go beyond the immediate local area and be considered a sub national or national emergency. In such circumstances a Minister of the Crown may declare a State of Emergency and may empower a cross border coordination which would be coordinated by the Government. As evidenced in the example of Flooding/Pandemic.

7.2. Regional - London Resilience Forum

7.2.1. What is the London Resilience Forum and why do they meet?
Lambeth through the London Resilience Partnership (as meets in the London Regional Resilience Forum – LRRF) has access to various plans and protocols showing how London would deal with the impacts of different incidents.

7.2.2. When do they meet?
Periodically, usually quarterly.

7.2.3. How does Lambeth contribute?
A representative from Lambeth will attend the meetings and ensure our local workstreams are aligned with regional concerns.

7.3. London Regional Resilience Forum Capabilities

In the London Regional Resilience Forum there are plans which will be part of the response to an Emergency and which require Lambeth Council to support.

Several plans and protocols are currently active in London which details the arrangements for a co-ordinated response to a range of emergencies across the Capital. All the documents are reviewed regularly to ensure accuracy. Some of these will have security markings on them which are unsuitable to be shared widely.

All are available on Resilience Direct https://www.resilience.gov.uk. For access, please contact the Emergency Team who are administrators for the Lambeth pages and can facilitate access.

The latest versions of the publicly available plans are available for download from the Mayor of London's London Prepared website.

7.3.1. Other Capabilities

- A London Local Authority Chief Executive is pre-nominated as London Local Authority Gold (LLAG) providing 24/7 cover.
- In a regional incident, London Local Authority Gold (LLAG) is empowered to represent and give undertaking(s) on behalf of London's 32 Boroughs and the City of London Corporation.
- LLAG will normally represent the collective interests of London local authorities at a Strategic Coordination Group meeting, alongside direct representation by the strategic representative of the directly affected borough or boroughs where applicable.
- Where LLAG is activated in response to an incident, the London Local Authority Coordination Centre (LLACC) is established to provide coordination between LLAG and the 33 Borough Emergency Control Centres (BECC).

Table of London Resilience Forum Documents – not exhaustive

Strategic Coordination Protocol

Details the escalating strategic coordination arrangements for London's response to a disruptive incident. This applies to a range of incidents including relatively frequent low-level disruptive events, major incidents as defined in the Joint Emergency Services Interoperability Principles Joint Doctrine (Edition 2), and an emergency as defined in the Civil Contingencies Act 2004.

London Emergency Services Liaison Panel (LESLP) Major Incident Procedure Manual

Provides summaries of the responses and responsibilities of each of the emergency services at the scene of a major incident, as well as an outline of the support role offered by local authorities and other agencies.

London Resilience Communication Group Framework

Sets out the arrangements for co-ordinating strategic communications in support of the emergency operation, by ensuring that mechanisms and structures are in-place to share key messages with an audience and the wider public.

Recovery Management Protocol

Details the arrangements for multi-agency pan-London recovery coordination. Recovery is the process of rebuilding, restoring and rehabilitating the community following an emergency. This process is distinct from, but will usually overlap with, the response phase.

Voluntary Sector Capabilities Document

To promote and raise awareness of the potential voluntary sector contribution within London. It provides an overview of the services that may be available from pan-London voluntary organisations.

8. Planning Assumptions in Lambeth

8.1. Sudden Impact

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

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

The local authority response is likely to require services from several departments. In the event of a protracted or an incident which will require a major contribution from Lambeth Council it will take time to notify, organise and set up the Councils response to the incident as not all services are 24 hours based.

8.2. Rising Tide

A Rising Tide event is likely to have a lead-in time of several days, weeks or even months. Such events include health pandemics, flooding, fuel emergency, industrial action, etc.

The onset can be gradual, and the final impact may not always be apparent in the early stages. Many rising tide events will have a business continuity impact on local authority services. This will however mean that with a lead in the Command-and-Control elements will have the time to be set up and planned for the expected period of the emergency.

8.3. Critical Incidents

A critical incident refers to a serious violent incident which may raise serious community concerns e.g. a shooting or a murder.

Any incident where the effectiveness of the Local Authority's response is likely to have a significant impact on the confidence of:

- The victim,
- Their family and/or
- The community

For the purposes of this procedure, Lambeth Council has adopted the definition used by Metropolitan Police Service. This definition is deliberately broad to allow Police officers to judge each incident on its merits.

8.3.1. Notes:

• The definition is deliberately broad and should ensure that potential Critical Incidents are not missed.

• It recognises the fundamental importance of community confidence and trust in the Local Authority's response to Critical Incidents.

8.4. 8.4 Business Continuity Disruptions

A business continuity incident is:

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

The Council may be affected by a disruption to its services, whether those provided directly, or by their contractors or suppliers, by incidents such as a power outage, industrial action, a fuel shortage, high levels of sickness absence, the loss of a building due to fire or flood, or a critical team winning several millions on

the Lottery on Saturday and simply not turning up on Monday morning as happened in another London borough.

The Council may also face business continuity disruptions caused by a major emergency in the community. The incident itself may prevent access to premises or travel disruptions, and the response the Council make in support of the emergency services and the residents and businesses affected by the major emergency may have an adverse impact on staffing levels and use of resources. Examples of the type of event that could cause business continuity disruptions to Council services include the following. (This list is not exhaustive, and disruption to business continuity may include a combination of events.)

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

8.4.1. Service Response to Business Continuity Disruptions

Disruptions to individual services will be dealt with by their service managers in accordance with their Service Continuity Plans. Disruptions that apply across a number of services or across the whole Council will see the activation of this Operations Plan and the Council Silver Group and the opening of the Borough Emergency Control Centre (BECC), so that priorities may be assessed and so that the response to the major emergency and business continuity elements may be fully integrated.

9. Command and Control

The definition of Command & Control is as follows:

- COMMAND: The authority granted to an individual to direct, co-ordinate and control assets and resources.
- CONTROL: The actual process through which the Commander organises, directs and co-ordinates the activities of the assets and resources.

10. Shared Situation Awareness

The Emergency Services will request the following information from the initial notification report, using the METHANE model. This is a common model used by Emergency Services to support information sharing in a consistent manner in the initial stages of an incident. It gives a shared situation awareness of the immediate circumstances, immediate consequences and the implications for the incident.

It also shows the capabilities and priorities of the emergency services and agencies. This will also give a common understanding at all levels of command. The model can be used for all incidents to give a clear precise indication of what is happening.

M	**MAJOR INCIDENT**	Has a major incident or standby been declared? (Yes / No - if no, then complete ETHANE message)
E	**EXACT LOCATION**	What is the exact location or geographical area of the incident?
T	**TYPE OF INCIDENT**	What kind of incident is it?
H	**HAZARDS**	What hazards or potential hazards can be identified?
A	**ACCESS**	What are the best routes for access and egress?
N	**NUMBER OF CASUALTIES**	How many casualties are there, and what condition are they in?
E	**EMERGENCY SERVICES**	Which and how many, emergency responder assets/personnel are required or are already on-scene?

10.1.   On Scene Considerations

As soon as sufficient staff arrives, each service is expected to establish an unequivocal Command and Control process using the JESIP principles below. Once established, the Forward Control Point will be the focus of all decision making using the Joint Decision-Making Model (JDM). This model will apply to Lambeth Council.

Co-locate
Co-locate with commanders as soon as practicably possible at a single, safe and easily identified location near to the scene.

Communicate
Communicate clearly using plain English.

Co-ordinate
Co-ordinate by agreeing the lead service. Identify priorities, resources and capabilities for an effective response, including the timing of further meetings.

Jointly understand risk
Jointly understand risk by sharing information about the likelihood and potential impact of threats and hazards to agree potential control measures.

Shared situational awareness
Shared Situational Awareness established by using METHANE and the Joint Decision Model.

10.2.   Joint Decision Model Diagram

Gathering Information and Intelligence	In addition to the METHANE notification information the decision should be informed by any further information or intelligence that is available and that can be verified. There may be little detailed information in the early stages of an emergency; this should not delay the decision if it is clear, that a response from the Council is required.
Assess Risks and develop a working strategy	Knowing and assessing the risks to either the public or to the Council's services will support the decision to what strategy the Authority will take. To enable a full understanding of the emergency/ disruptive event impact or the perceived impact of a rising tide event, the Duty Silver should consider the strategic aims usually started by the police and the start of an incident.
Consider Powers, Policies & Procedures	When considering the response to an incident there will be a number of internal policies and procedures that will need be considered, as well as specific legislation. Where clarification is required, the initial enquiry should be to a RET Duty Adviser and if required further guidance will be sought from the Law and Emergency Directorate
Identify Options & Contingencies	When responding to an emergency/disruptive event there will be large number of options and contingency plans which will provide guidance. Initial considerations will be to ensure you have the correct level of coordination in place to support the management of the emergency/disruptive event, how you are able to communicate quickly and effectively with staff and the public.
Take action and review what has happened	Incident management will require effective communication and recording of actions and agreed plans. To ensure that your plans are achieving their aim, a regular review of progress and tactics needs to be undertaken. This will also include the review and circulation of the Community Impact Assessment.

11. Scene Management

11.1. Initial Assessment

- Each individual service attending the scene makes an assessment, concentrating on the factors, which relate directly to their sphere of operations. This information is relayed back to their respective controls.
- This assessment must be developed to cover the areas, which have or can have a direct bearing on the operation of the other services present.
- This will be a joined-up process to which all commanders contribute in order to achieve a shared situational awareness.

11.2. Scene Management Diagram
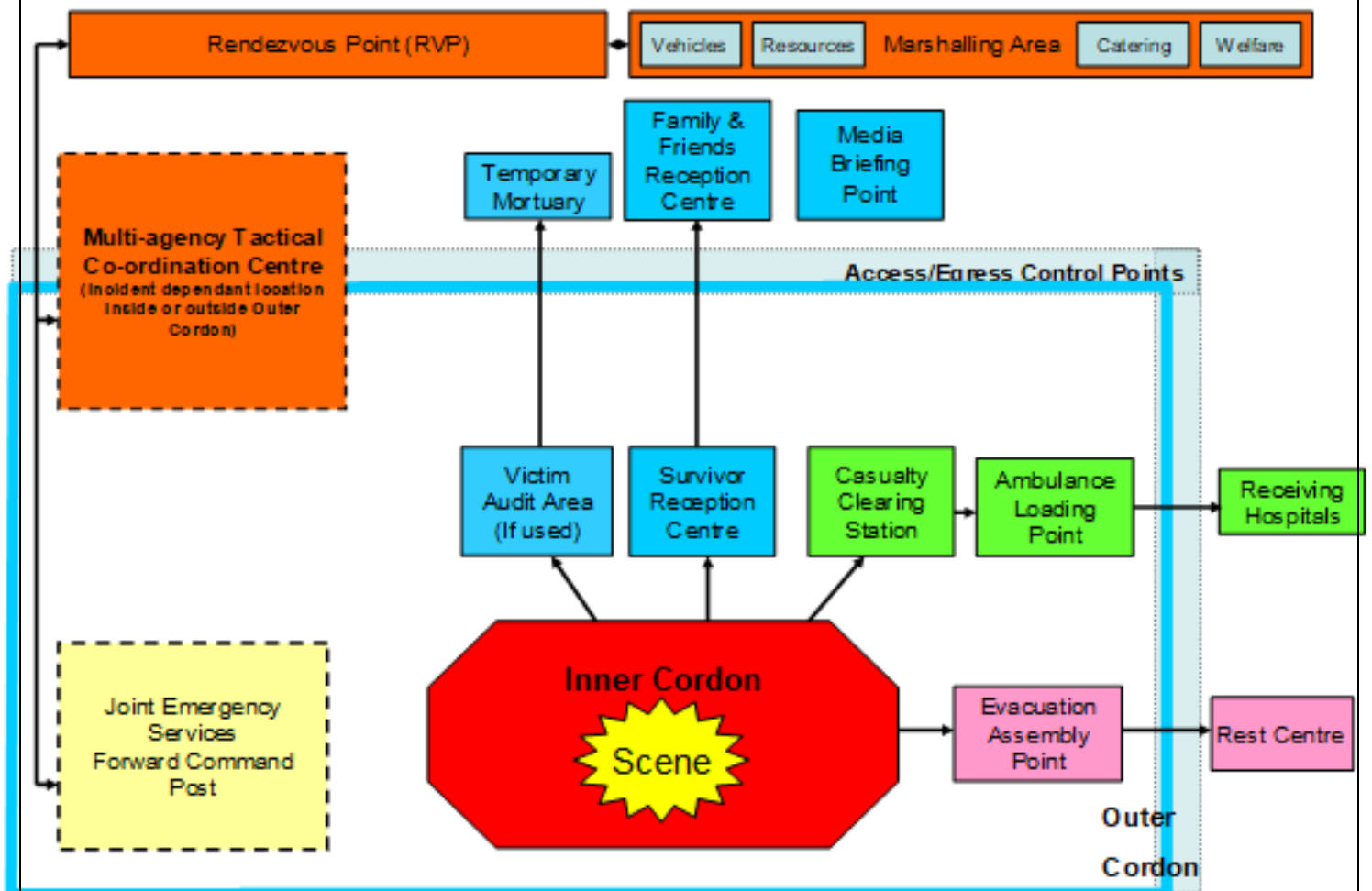
Efficient scene management can only be achieved through liaison. Therefore, exchange of information from the onset of the incident is vital. Ongoing joint assessments meetings must be held regularly to ensure a response to new developments, escalation or changes to operational requirements.

11.3. Safety at the Scene

At incidents concerned with fire, the danger of fire, those involving hazardous substances or involving rescue, the Fire & Rescue Service assumes responsibility for the safety of all personnel within the inner cordon (e.g. checking PPE, issuing safety briefings, accompanying non-fire personnel if required) and will give the Tactical Coordinating Group professional advice on matters of safety.

At other incidents, guidance should be sought from the Fire & Rescue Service, the Health & Safety Executive, Health & Safety professionals and Industrial Safety Officers within organisations.

Each organisation operating at the scene will be responsible for the health & safety of all members of its organisation. By sharing knowledge, the Operational Commanders and liaison officers will establish a common understanding of the various risks, and when considered in the context of the agreed priorities can inform a jointly agreed working strategy to help resolve the incident.

11.4.   Preservation of Scene

All Scenes will be treated as crime scenes until the contrary is established or evident. Local Authority Liaison Officers must convey the importance of scene preservation from the onset of the incident as this will assist in debriefing and any ensuing investigation/inquiries.

Personnel must also be aware that they may be required to give evidence as witnesses at such investigation/inquiries. Logs, photographs and/or videos must be retained and will be subject to rules of disclosure in any judicial proceedings. Any further Lambeth Council officers who are requested to attend must also make sure that they also record their findings as above as they will also be required to participate in any subsequent inquiry.

11.5.   Operational (On Scene) Coordination

Silver will ensure that a Local Authority Liaison Officer (LALO) is dispatched to the Forward Control Point. They should make every effort to achieve the closest coordination with counterparts in other services by meeting face-to-face regularly and sharing information at the earliest opportunity. They will also send back to Silver information so that there is Situational Awareness. This process is happening for the Emergency Services as well as other Agencies. At the FCP they will form a Tactical Coordination Group and the LALO will act on behalf of the Council Silver at these meetings and will send back the situational report agreed by all at the scene.

11.6.   Rendezvous Points

This is the point where all resources arriving at the Outer Cordon are directed for logging, briefing, equipment issue and deployment. The RVP is under the control of a Police Officer and will be established in suitable proximity to the scene. Emergency, LALO, Specialist and Voluntary Services attending the incident should be directed to this RVP in the first instance. A suitable RVP/(s) will be identified after consultation with the other Services involved.

11.7.   Cordons – Access/Egress

Any requests for access through cordons must be directed to Forward Command Post.
All access will be via the Cordon Control pint. This will be strictly controlled by the police and full details of how access is granted will be given via the Special Operations Room (SOR) in activation of the Strategic Coordination Protocol. Further details of the management of the scene can be found within the LESLP manual.

11.8.   Health & Safety

Basic safety procedures must be understood, and the LALO will pass on any measures that relate to the scene back to the BECC for dissemination to other staff who may be deployed to the area.

11.9.   Emergency Evacuation Signal

At the outset, all three emergency services may be employed within the Inner Cordon (Rescue Zone). The Fire & Rescue Service has an emergency evacuation signal, which all personnel must be aware of and

respond to if the area becomes hazardous. Their safety officer will blow several short sharp whistles blasts and declare a safe point to withdraw to.

The Inner Cordon Officer must make personnel entering the Inner Cordon aware of this evacuation signal.

11.10.   Tactical Coordination Group

At all recent Major Incidents, great value has been derived from the formation of a Tactical Coordinating Group (TCG). Co-ordination involves the integration of the priorities, resources, decision making and response activities of all responding agencies in order to avoid potential conflicts, prevent duplication of effort, minimise risk and promote successful outcomes. The LALO will take part in the group and provide support in keeping the directions from Silver. They will report back to Lambeth via the Borough Emergency Control Centre. The TCG will thought send back to the Special Operations Room. In each case they should supply the information to these control rooms so that the agencies can respond.

Effective coordination generally requires one service to act in a "lead" capacity, such as chairing coordination meetings and ensuring an effective response. The lead service will usually be the Police Service. However, in certain circumstances other services/agencies may be a more appropriate choice, depending upon the nature of the emergency, the phase of the response and the capabilities required.

11.10.1. Frequency of Meetings

The Police Incident Commander will call an initial meeting of the TCG at the earliest reasonable opportunity, **usually within the first 90 minutes**. Subsequent meetings can be arranged at this first meeting or recalled by the Joint Incident Commanders or at the request of another member of the group. Frequency of meetings will be incident specific and be decided by the members of the TCG. The Police Incident Commander will be in possession of a Proforma Agenda and will arrange for the meeting to be recorded. These will be reproduced and distributed as soon as is practicable.

11.11.   Special Operations Room (SOR) (Emergency Services)

The Special Operations Room (SOR) at Lambeth police premises provides command and control for major incidents, terrorist incidents, disorder and demonstrations. The room has consoles for use by LAS, LFB, BTP, CoLP liaison officers through which they have access to all the radio and CAD communications. Additional consoles are available for other agencies (e.g. local authorities, military). Note this is not the BECC which is covered below.

11.12.   Organisational Control Rooms

The Lambeth Borough Emergency Control Centre (BECC) may be set up for a level 2 and will be set up for a level 3 incident. It is the hub of the Lambeth council's response, from which a we will monitor and manage the borough's incident response. It should be noted that this facility will take time to set up.

Following the notification of a major incident a BECC may be set up by the responding borough, neighbouring borough or all London boroughs depending on the scale or impact of the incident. A BECC may respond at one of three levels:

- Monitoring.
- Information sharing and communications.
- Incident response and coordination.

A BECC will deliver three primary functions when operational:

- Operational coordination of the council's response.

- Situational awareness of the incident overall.
- Management and administration of the BECC. Further information on activation and setting up of the BECC is contained on the internal system.

11.12.1. BECC Structure Diagram

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                        ┌─────────────┐
                        │   SILVER    │
                        └──────┬──────┘
    ┌──────────────┐          │          ┌──────────────┐
    │  RESILIENCE  ├──────────┼──────────┤   LOGGIST    │
    │   ADVISOR    │          │          └──────────────┘
    └──────────────┘   ┌──────┴──────┐
                       │ BECC Manager│
                       │(BECC Bronze)│
                       └──────┬──────┘
         ┌───────────┬────────┴────────┬───────────────┐
   ┌─────┴────┐ ┌────┴─────┐    ┌──────┴────┐   ┌───────┴──────┐
   │  Comms   │ │   BECC   │    │ BECC Link │   │     BECC     │
   │ Officers │ │ Support  │    │           │   │   Subject    │
   └──────────┘ └──────────┘    └───────────┘   │ matter leads │
                                                └──────────────┘
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                          SILVER

   RESILIENCE                              LOGGIST
   ADVISOR

                       BECC Manager
                       (BECC Bronze)

   BECC          Sit Rep        Briefing       Subject
   Officers x2   Officer        Officer        matter leads
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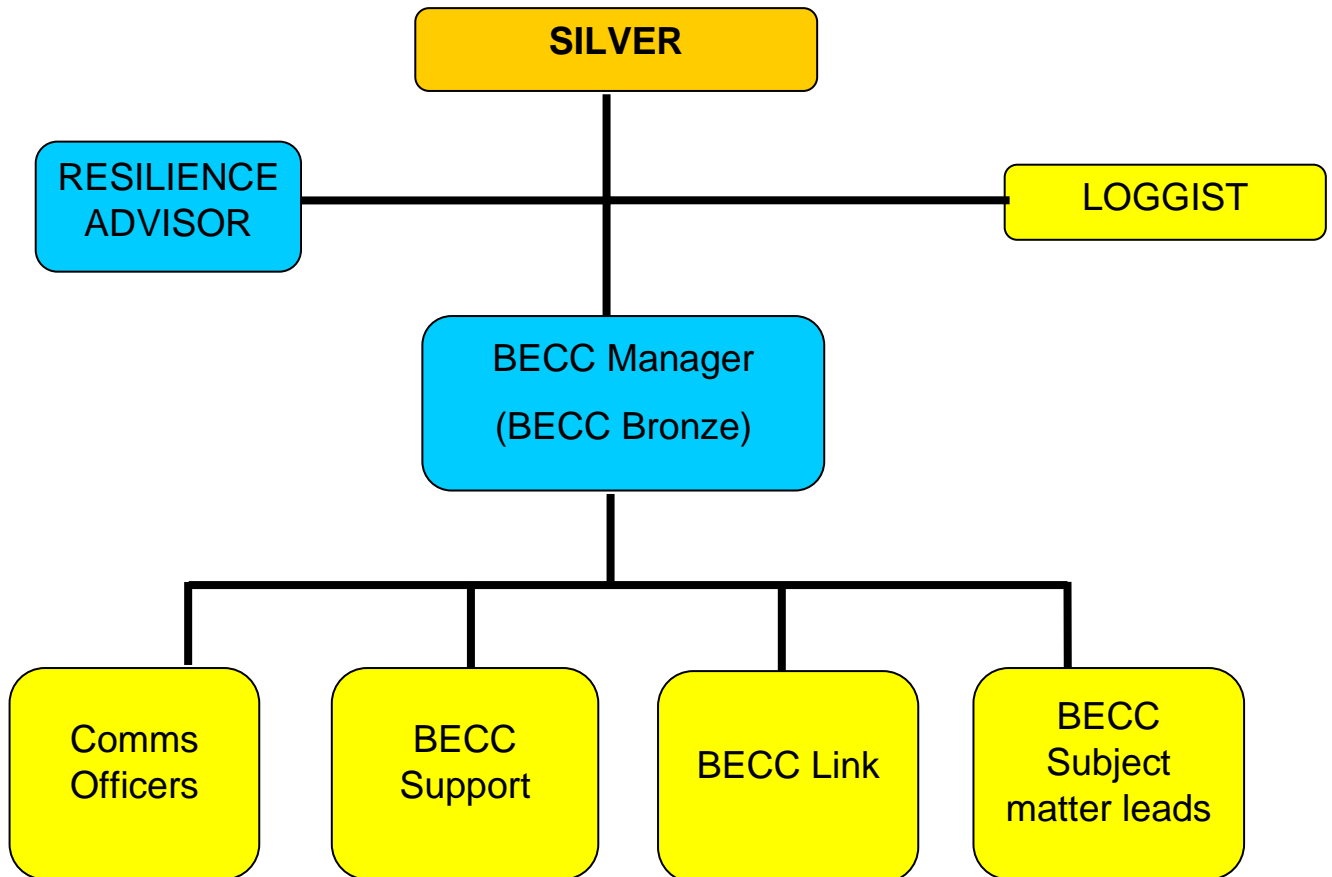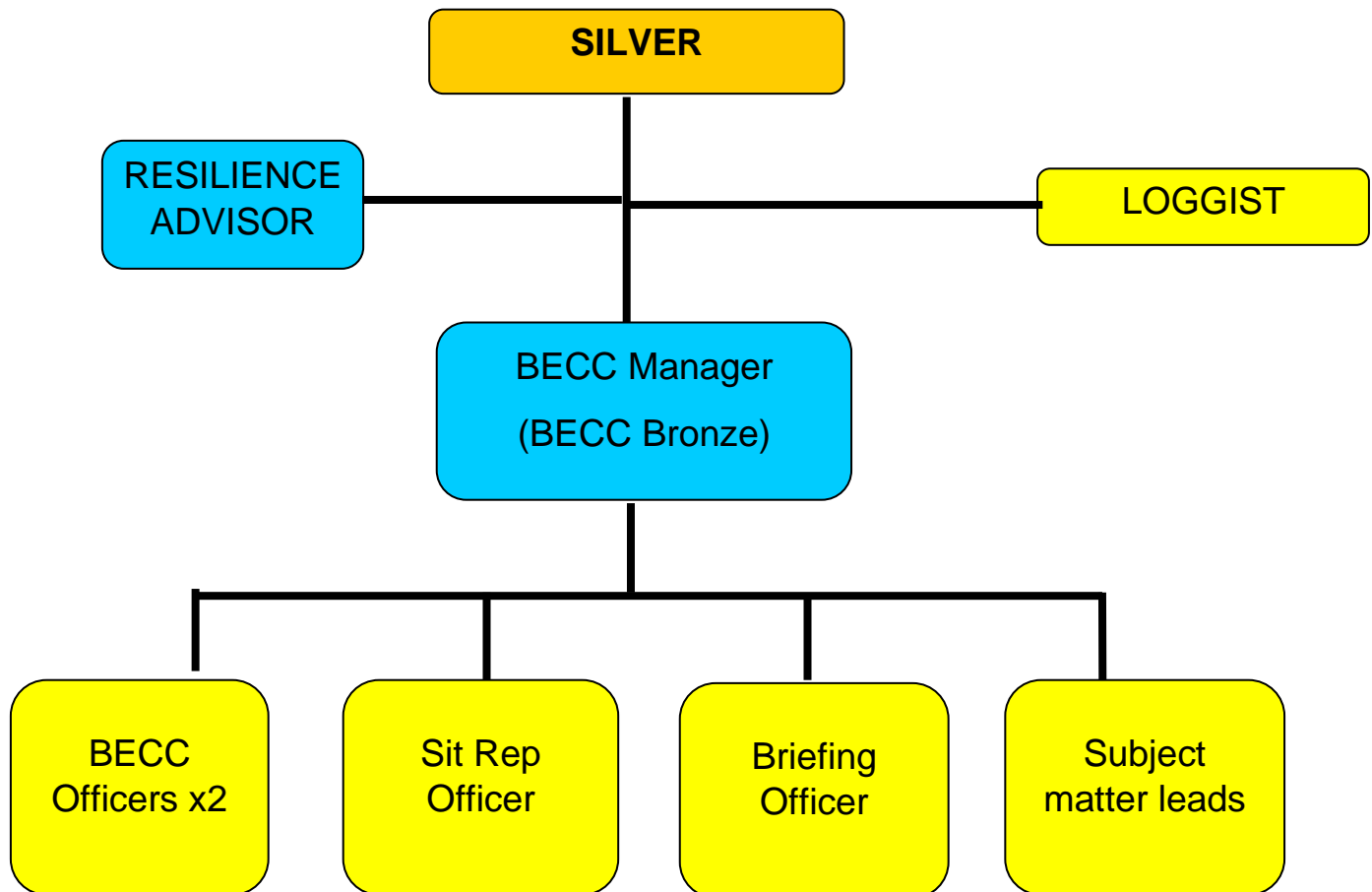
12. Warning & Informing

The Civil Contingencies Act requires category 1 responders to warn and inform the public of emergencies and possible actions they may take to minimise the impact.

Lambeth Council discharges its duty to warn and inform residents and businesses through a variety of methods often through the communications team.

When London's strategic coordination arrangements are activated, the London Resilience Communication Group (LRCG) can be activated to coordinate public communications.

12.1.   How do they do this?

The LRCG aims to coordinate strategic public communications in support of the response, including statements to the media. It has never been more important for councils to communicate effectively with residents, media, partners and employees. Whether it's to encourage greater self-service or to promote understanding of local priorities, effective communication has the power to engage communities, challenge misconception and help your council achieve its objectives.

13. Evacuation & Emergency Centres

The purpose of evacuation is to move people, and where appropriate other living creatures, away from an actual or potential danger to a safer place. For this to happen safely there needs to be a plan not just for alerting people and moving them, but also plans to shelter and support them through to their eventual return and recovery. The need to provide humanitarian and other assistance, particularly to those with special requirements, requires careful consideration and planning.

The decision to evacuate is primarily a joint decision between the Joint Incident Commanders and the relevant Local Authorities. Police will coordinate evacuation but will also involve personnel from several other agencies to assist in the process.

- An Evacuation Assembly Point, if appropriate will be identified.
- Evacuees will need to be registered in order that the Casualty Bureau may be informed.
- Specific consideration should be given to the Vulnerable members of a Community and their ability to either self-evacuate or to be evacuated.

The diagram below shows the stages of evacuation

Evacuation Process

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                    Evacuation ───────────────► Shelter
                    ▲        │                    │    │
                    │        │                    │    │
                    │        ▼                    ▼    │
Decision            Stand by ──► Shelter In ──► Assistance ──► Return &
to                                  situ                        Recovery
Evacuate                                                          ▲
    │                                                             │
    └──────────────────► Self ───────────────────────────────────┘
                       Evacuation
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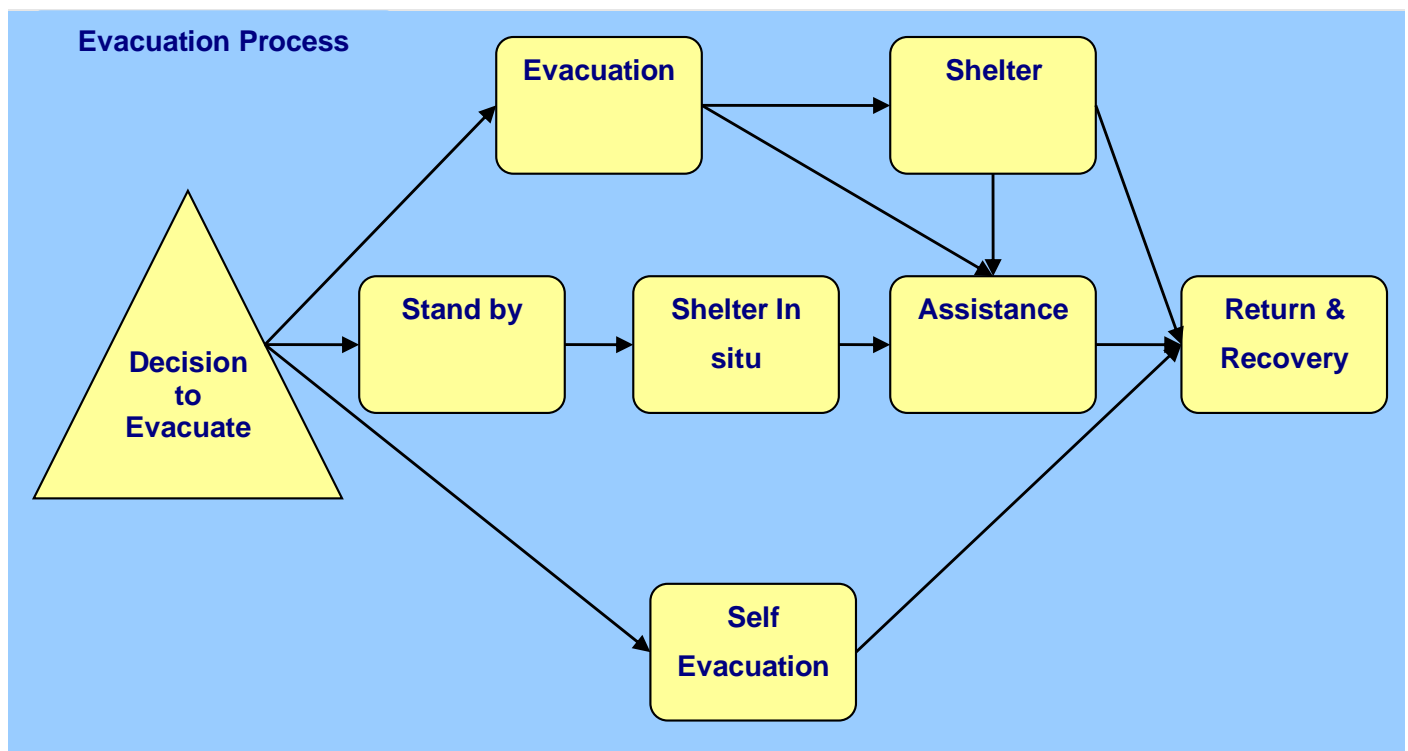
13.1. Emergency Centres

A Emergency Centre is a building pre-designated or used by a local authority as a temporary accommodation, including overnight, for people evacuated or homeless as a result of an emergency or major incident. Emergency Centres provide information, practical and emotional support to those affected.

Lambeth Council is responsible for opening and managing a Emergency Centre, but the police should consider deploying personnel to a Emergency Centre to liaise with the Emergency Centre manager and to gain and provide information regarding the incident if appropriate. e.g. If the incident requires the setting up

of a Casualty Bureau then bureau staff may be deployed to the Emergency Centre. A Casualty Bureau is a police responsibility and is contained in the Mass Casualty Framework.

In many cases people act on their own initiative and seek shelter with family and friends prior to Emergency Centres being established. In the case of some emergencies e.g. flooding, insurers may offer hotel accommodation.

Generally, Emergency Centres are not open for more than 24 - 48 hours as the local authority and voluntary sector will seek to repatriate people not resident in the area affected or re house them into temporary accommodation.

Medical and Health provision is likely to be required at a Emergency Centre. The London Ambulance service will be responsible for organising this provision.

13.2.   Types of Assistance Centre

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

Centre Type	Description	Location	Agency
Survivor Reception Centre (SRC)	An SRC is to provide survivors, who do not require hospital treatment, a place to be directed to, where they can be met by police and other services to obtain initial information and support in the immediate aftermath of the incident and give details to police investigating officers.	A predetermined or a dynamic venue or place, depending on the location of the major incident	Police
Emergency Centre	A Rest / Reception Centre serves as a place of safety for those who have been evacuated from their home, work or other place or are unable to return to that place, but who are uninjured and not directly affected by the incident. Personnel from the local authority and voluntary agencies will staff the Emergency Centre, which will provide security, welfare, communication, shelter, catering and medical facilities as required. Accommodation including overnight may be required	Location made in conjunction with LA where possible, as there may already be predefined facilities in the affected area	Local Authority
Friends and Family Assistance Centre (FFAC)	A FFAC provides a secure comfortable area where friends and relatives of casualties and missing persons can be directed for information. It helps people to be reunited, and a place for practical and emotional support including response arrangements.	A secure comfortable area	Police

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

14. Recovery and Stand Down Procedure

14.1. Recovery

The Recovery Process is intrinsic to the overall emergency response and as such should be considered from the outset of the emergency. The objective of recovery planning in Lambeth council is to assist the affected community towards the management of its own recovery with a particular focus on supplementing the personal, family and community structures which have been disrupted.

From the outset of any major incident the consideration of activating the recovery process is included on the agenda of the SCG. The process for dealing with the recovery aspect of any major incident is activated by the SCG via a request to Lambeth Council to establish a Recovery Coordinating Group (RCG). Further details on activation of the Recovery Coordinating Group (RCG), membership lists, issues and priorities are provided in the Recovery Framework. This also sets out the likely recovery structure, which with other organisations would use to co-ordinate their efforts to help affected communities to recover following a major emergency in Lambeth or further afield in London. The recovery structure may be organised as shown in the RCG structure diagram below.

RCG sub-groups may be established progressively rather than all at the same time. This will depend on the urgency and content of their work, and a shortlist of the sub-committees to be set up immediately should be agreed at the first Recovery Coordinating Group Meeting.

Depending on the nature of the emergency and the consequent recovery issues the full range of sub-groups may not be required, or where the issues to be addressed by some groups are limited – sub-groups could be combined.
The RCG and sub-groups continues to meet as appropriate and progress work programmes until the affected communities are recovered and have achieved a new normality.
For more detail on the process of recovery please refer to the Recovery Plan on the Emergency SharePoint site.

14.2. STAND DOWN Procedure

14.2.1. Stand Down
It will be the responsibility of the Duty Silver to decide when it is appropriate to stand down the BECC and the management of the council's emergency response once they have consulted with the Council Gold. A decision will be taken to stand down the response, and hand over to the recovery phase, towards the ongoing return to normal.

The LALO, if deployed to or still at the scene, will be consulted. There are no set criteria for this decision. However, in most cases the decision to stand down will follow a reduction of liaison and co-ordination activity between the BECC, if opened, the responding services and departments and (if deployed) the LALO, to an extent that it is practical to continue with normal management arrangements. If the Gold Group has been sitting, either a final meeting with the Gold Group or a discussion between the Duty Silver and the Chief Executive should be held to confirm the status of the emergency before the decision to stand-down is taken. If the nature and scale of the incident requires a Recovery Management Group to oversee the medium to long-term recovery, the BECC will segue from being the incident management control centre to the recovery co-ordination centre. This will enable a seamless transition between the two phases.

14.2.2. Retention of Evidence/Documentation
Major incidents are often followed by calls for a public enquiry, and violent deaths bring Coroner's inquests. Investigations by enforcement authorities are certain and claims for compensation will be made.

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

The Duty Silver should consult with the Director of Legal Services to ensure that measures to preserve evidence/ documentation are put in place in the first few hours of the initial response. Again, a log of the decisions, detailing when and why they were made and the circumstances of them being made is crucial. As are all relevant pre incident plans and reports.

15. Welfare

Emotional impact of incidents and of Post-Traumatic Stress Disorder (PTSD) in Emergency Services and supporting role personnel have been recognised from past experiences of Major Incidents. A greater understanding should be considered, of this possible reaction following a traumatic event and the psychological help which may become necessary to support responding personnel. More information and assistance can be found on the Employee Assistance Programme on Lamnet.

Counselling should NOT be attempted in the immediate aftermath of the incident. PTSD may occur during the days, weeks, months or years following a traumatic event in some people, particularly if it remains unnoticed.

Organisations need to remain vigilant and put in place systems to ensure that responding staff are properly supported. Emergency Services personnel can access help, through their own organisational welfare and counselling support mechanisms. However, assistance should be sought through his / her GP in the first instance.

16. Debriefing

16.1.   In house

The methods of debriefing personnel involved in any incident may vary within each individual service. It will, however, be beneficial to debriefing if consideration is given to the following: -
- Hot debriefing with the Emergency Team to start as soon after the incident as is practicable, within 24hours if possible.
- Everyone involved, including personnel remote from the area of operations, (e.g. LALO, Emergency Centre personnel, BECC Room Staff etc…) should be afforded the opportunity to contribute to debriefing at some stage.
- The need for additional debriefing sessions for personnel involved in specific or specialist operations.
- Secondary debriefs (Cold) may take place in the days/weeks following to allow time for processing and reflection.

Records made at the incident, particularly videos, photos, along with written material will help in debriefs.

16.2.   Multi-Agency Debriefing

A Multi-Agency debrief will be held and lessons learnt incorporated into this document and other service documents, as appropriate. It is not necessary for the lead agency, in that particular incident, to be responsible for this Multi-Agency debrief. A decision should however be made at an early stage in the recovery phase as to which agency will lead the debrief. It is important that personnel actually involved in

operations represent each organisation, as it will be necessary to give first-hand accounts of events. The aim of any debrief would be to identify areas for improvement in procedures, equipment and systems. It is important to note that such debriefs, and related documents would be disclosable in legal proceedings. Debriefs should not be a forum to criticise the performance of others but a positive step towards improving emergency response for future incidents, leading to lessons identified and revisions to procedures.

17. Exercising and Training

Exercises are the acknowledged means by which plans, and procedures may be validated. Of equal importance is the opportunity they provide for the development of liaison arrangements in a less stressful situation. The Lambeth Council is responsible for a co-ordinated programme for exercising and training with the Emergency Team taking the lead.

Whilst it is recognised that some organisations hold exercises to comply with statutory requirements or inquiry recommendations, they are most effective if they are intended to test current operational policy; to experiment with new tactics and equipment; and to identify and overcome any unrecognised problems.

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