

LONDON RESILIENCE



preparing for emergencies

LONDON STRATEGIC EMERGENCY PLAN

SECTION 1 – INTRODUCTION

BACKGROUND & AIM OF THE STRATEGIC EMERGENCY PLAN

In April 2005, the London Resilience Team published the Strategic Emergency Plan (Version 2.1). This provided a comprehensive overview of London's six key plans, which existed at the time, as produced by the London Resilience Team on behalf of the resilience partnership.

Since the introduction of the Civil Contingencies Act 2004 (CCA) in 2005, all English Regions and Wales have been required to have a Generic Regional Response Plan (GRRP) enabling the activation of regional crisis management when needed. In order to comply with the requirements of the CCA and to update the Strategic Emergency Plan this document acts as a signposting document to relevant Plans owned by the Partnership thus meeting the requirements of a Generic Regional Response Plan.

The document summarises the plans for the strategic regional response of the London Resilience Partnership in responding to incidents requiring multi-agency co-ordination on a pan-London regional basis, a key element of which is the London Command and Control Protocol.

Details of specific plans are available from the London Resilience Team (LRT) or by download from the London Prepared website (<http://www.londonprepared.gov.uk/index.jsp>).

Details of the strategic response of the London Emergency Services can be found in the London Emergency Services Liaison Panel (LESPL) Major Incident Procedure Manual (due to be reissued May/June 2007). This document provides the foundation for multi-agency strategic co-ordination throughout the emergency services, local authorities and supporting partner agencies in London. A copy of the manual can be found at:

www.leslp.gov.uk

OBJECTIVES OF THIS PLAN

The objectives of this plan are:

- To put into one place summaries of London's key plans used in the response to a large scale incident in London;
- To act as a signposting document to more detailed plans which explain how to activate the London regional response;
- To provide an overview of the key responding plans of the London Resilience Partnership;
- To provide an understanding of responsibilities during a regional level incident;
- To act as a standard reference document for the partnership, as well as the public, in illustrating the response arrangements of the London Resilience Partnership.

AUDIENCE

This plan is intended for representatives of agencies and organisations within the London Resilience Partnership who would have a role to play in the response to an emergency involving regional co-ordination arrangements. The plan is also intended for use by any individual or agency in neighbouring regions where inter-regional or national arrangements or responses are required. Finally, the plan is available to the public to provide information on the work being undertaken to make London a safer city.

PLAN OWNERSHIP, AUTHORISATION AND ADMINISTRATION

The Strategic Emergency Plan is owned by the London Regional Resilience Forum and has been produced and will be maintained by the London Resilience Team, with future amendments being authorised by the London Resilience Programme Board.

AUDIT AND AMENDMENTS

This plan will be subject to formal reviews as parent plans are amended. Changes arising from these reviews will be authorised by the London Resilience Programme Board and communicated to the London Resilience Partnership.

PUBLICATION AND DISTRIBUTION

This plan will be published on, the London Prepared website: <http://www.londonprepared.gov.uk/>. It will be available for the public to download from this website and additionally will be distributed to all Resilience Partners in electronic format.

DATA PROTECTION

Any requests under the Freedom of Information Act should be directed to the London Resilience Team. The plan is also subject to the Data Protection Act which requires that any contact details listed on the plan cannot be released without the authorisation of the individual listed.

QUESTIONS, COMMENTS OR AMENDMENTS

Any questions, comments or requests for amendments should be directed to the London Resilience Team, by email on: enquiries-lrt@gol.gsi.gov.uk or by writing to:

London Resilience Team
Government Office for London
Riverwalk House
157-161 Millbank
London
SW1P 4RR

SECTION 2 – CONTEXT

LEGISLATION AND GUIDANCE

The Civil Contingencies Act 2004 and its associated regulations and non statutory guidance establish a consistent national framework for Civil Protection in the United Kingdom. The Civil Contingencies Act 2004 can be viewed here:

www.opsi.gov.uk/acts/acts2004/20040036.htm.

The Act has two principal parts:

- Part 1 establishes a clear set of roles and responsibilities for those involved in emergency preparation and response at a local level, dividing local responders into two categories, imposing a different set of duties on each; and
- Part 2 deals with emergency powers, providing a framework for the use of special legislative measures to deal with the effects of the most serious emergencies.

Further specific guidance on the duties relating to London are shown in Chapter 9 of HM Guidance Emergency Preparedness:

www.ukresilience.info/ccact/emergprepfinal.pdf

Further guidance is available from:

- **“Emergency Preparedness”**
www.ukresilience.info/ccact/emergprepfinal.pdf
- **“Emergency Response and Recovery”**
www.ukresilience.info/ccact/emergresponse.pdf
- **“Civil Contingencies Act 2004: a short guide (revised October 2005)”**
<http://www.ukresilience.info/ccact/15mayshortguide.pdf>
- **London Emergency Services Liaison Panel (LES�P)**
www.leslp.gov.uk
- **Handling a Crisis: Lead Government Departments**
www.ukresilience.info/response/ukgovernment/handling/index.shtm

DEFINITION OF AN EMERGENCY

Civil Contingencies Act 2004 – Definition of an Emergency

An ‘emergency’ is defined in Part 1 of the Act as an event or situation which threatens serious damage to human welfare in a place in the UK, the

environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK.

The definition of 'emergency' is concerned with consequences, rather than cause or source. Therefore, an emergency inside or outside the UK is covered by the definition provided it has consequences inside the UK.

LONDON STRATEGIC EMERGENCY PLANNING ARRANGEMENTS

London Regional Resilience Forum

This is the principal mechanism for supporting the planning and co-operation requirements of the Civil Contingencies Act 2004 at the regional level. It brings together Category 1 & 2 responders and other agencies and stakeholders to ensure effective co-ordination and strategic planning is delivered across a range of key capabilities and ensures effective co-ordination with Central and Regional Government.

The Chair of the London Regional Resilience Forum is the Minister for Local Government and Community Cohesion; the Mayor of London is Deputy Chair. The London Regional Resilience Forum is supported in its work by a number of sub-committees and working groups. Additionally, as required by the Civil Contingencies Act 2004, there are six London Local Resilience Forums, chaired by Local Authority Chief Executives which contribute towards developing policy and resilience for London.

Membership of the London Regional Resilience Forum

Blue Light Sub-Committee Chair	London Ambulance Service
British Airports Authority	London Coroners Group
British Transport Police	London Councils
Business Community Sub-Committee Chair	London Fire Brigade
Cabinet Office	London Resilience Team
City of London	London Underground
City of London Police	Metropolitan Police Service
Civil Contingencies Secretariat	Military – London District
Communications Sub Committee Chair	National Health Service London
Department for Communities & Local Government	Network Rail
Environment Agency	Port of London Authority
Faith Working Group Chair	Public Health, London
Government Office for London	TRANSEC, Department for Transport
Greater London Authority	Transport for London
Health Protection Agency	Transport Sub Committee Chair
Home Office	Utilities Sub Committee Chair
Local Authority Sub-Committee Chair	Voluntary Sector Sub Committee Chair

London Resilience Programme Board

The London Resilience Programme Board was established in January 2007 and is the operational arm of the Partnership which oversees the work of the London Resilience Team, meeting monthly. It is made up of partners who contribute resource to LRT and is chaired by the Head of the London Resilience Team.

Sub Committees (London Regional Resilience Forum)

The sub committees meet periodically throughout the year to develop and progress the workplan of the London Regional Resilience Forum, as appropriate to their areas of expertise and to discuss policy issues for further consideration. The sub committee structure of the partnership is currently under review.

Working Groups (London Regional Resilience Forum)

Working groups are appointed as appropriate by the London Regional Resilience Forum or its sub-committees to address particular issues. This allows for the necessary expertise to be drawn together in discrete working groups to address a specific need or needs. The working groups remain in existence for as long as is necessary to carry out the tasks allocated to them. The working group structure of the partnership is currently under review.

London Resilience Team

The London Resilience Team comprises a small core team of civil servants plus secondees drawn from organisations represented at the London Regional Resilience Forum.

The team provides the secretariat to the London Regional Resilience Forum as well as specialist representation on various sub-committees and working groups that support the Forum's work. Additionally, a representative from the team attends each of the six quarterly Local Resilience Forums in order to ensure links with the sub regional tier.

London Prepared Website

The London Prepared website went live in September 2006. The primary purpose of the website is to reassure Londoners about London's preparedness for a range of emergencies and its ability to recover from emergencies. The website carries up to date information on emergency preparedness in the capital and information on live incidents that affect London.

www.londonprepared.gov.uk

Local Resilience Forums

There are six Local Resilience Forums (LRF) in London (see Fig. 1 below), each chaired by a Local Authority Chief Executive from one of the local authorities within the Local Resilience Forum area. They do not set strategy, but they are the conduit through which Regional strategies are promulgated and implementation overseen at the local level and they provide the principal mechanism for co-operation between Category 1 and 2 responders at the local level.

The secretariat for the LRFs is provided by the London Fire and Emergency Planning Authority (LFEPA). A description of the London Fire and Emergency Planning function in support of the Local Resilience Forums and access to the Community Risk Registers can be found at: http://www.london-fire.gov.uk/about_us/local_resilience_forums.asp

Membership of the Local Resilience Forums

The core membership of the London Local Resilience Forums will comprise representatives of Category 1 and 2 responders, and others considered necessary, such as voluntary organisations, the military, and business:

Category 1 Responders

British Transport Police
City of London
City of London Police
Environment Agency
Health Protection Agency
London Ambulance Service
London Local Authorities
London Fire Brigade
Maritime and Coastguard Agency
Metropolitan Police Service
National Health Service:
Acute Trusts
Foundation Trusts
Primary Care Trusts

Category 2 Responders

Airports*
Electricity suppliers*
Gas suppliers*
Harbours and Ports*
Health & Safety Executive*
Highways Agency
London Underground
Network Rail
Public communication suppliers*
Strategic Health Authority
Telephone service providers

Train operating companies*
Transport for London
Water / sewerage undertakers*

* As defined by the Civil Contingencies Act and Regulations

LOCAL RESILIENCE FORUMS IN LONDON.

North West LRF

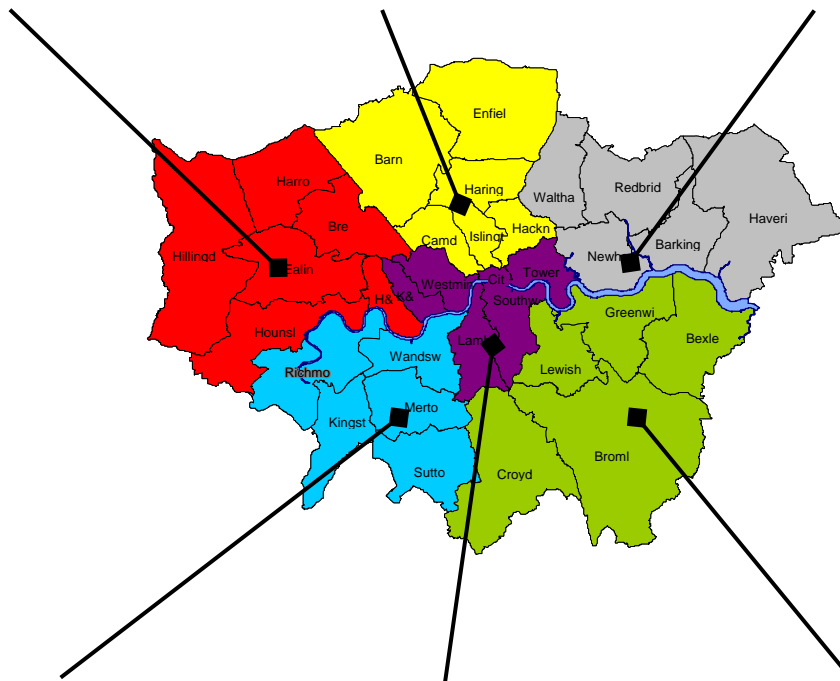
Brent
Ealing
Hammersmith & Fulham
Harrow
Hillingdon
Hounslow

North Central LRF

Barnet
Camden
Enfield
Hackney
Haringey
Islington

North East LRF

Barking & Dagenham
Havering
Newham
Redbridge
Waltham Forest



South West LRF

Kingston upon Thames
Merton
Richmond upon Thames
Sutton
Wandsworth

Central LRF

City of London
Kensington & Chelsea
Lambeth
Southwark
Tower Hamlets
City of Westminster

South East LRF

Bexley
Bromley
Croydon
Greenwich
Lewisham

SECTION 3 - SUMMARY

London's current plans and procedures provide the necessary framework to meet the requirements of the Civil Contingencies Act and for a number of years London's Strategic Emergency Plan has provided a comprehensive overview of the coordinated response to emergencies.

The Civil Contingencies Act 2004 requires *each region to have a Generic Regional Response Plan to ensure that, should it be necessary, regional crisis management machinery can be activated as smoothly as possible.*

CCA guidance states that:

At the local level, the generic plan will deliver four key practical benefits:

- *A recognised corporate basis of response for the region, to any type, or most types, of emergency;*
- *Key supporting elements (that is, capabilities and procedures) which can be selected from and combined as necessary, depending upon the nature of the emergency;*
- *A recognised framework for*
 - *awareness raising throughout the Region;*
 - *developing training and exercising throughout the region;*
 - *building ownership of regional civil protection throughout the region; and*
- *a recognised corporate framework for participating with Category One and Two responders in any combined response.*

The plan will have three main elements:

- *procedures for activating the crisis facilities in Government Office;*
- *procedures for activating the RCCC; and*
- *procedures for communicating with the local level, other than regions and the centre of government.*

This is an update of the Strategic Emergency Plan (previous edition published April 2005), acting as a signposting document to the Partnership's key plans and procedures where detailed guidance can be found and as such is the Generic Regional Response Plan for London.

SECTION 4 – THE PLANS AND PROTOCOLS OF THE LONDON RESILIENCE PARTNERSHIP

This London Resilience Partnership owns a number of plans and protocols which detail its co-ordinated response to emergencies. These are reviewed regularly and are available from the London Prepared website (www.londonprepared.gov.uk). At the time of writing (May 2007) the partnership has published the following plans:

The London Command & Control Protocol

The Consequence & Recovery Management Protocol

The London Evacuation Plan

The London Flu Pandemic Response Plan

The London Flood Plan

The London Humanitarian Assistance Centre Plan

The London Mass Fatality Plan

The Media / Public Information Protocol

The Site Clearance Plan

The Voluntary Sector Funding Protocol

Additionally, the Partnership owns the following plans which are not widely published:

The Disaster Appeal Fund Plan

Government Office for London Emergency Response Plan

LONDON COMMAND AND CONTROL PROTOCOL

The LRRF London Command and Control Protocol (May 2006) details the Regional Multi-Agency Strategic Co-ordination arrangements for both 'Immediate Impact' and 'Rising Tide' emergencies. The protocol explains the strategic co-ordination options, roles, relationships and structures, including the Gold Co-ordinating Group and Regional Civil Contingencies Committee options that exist to support the key responding organisations and agencies. It also explains the linkages to obtain central government support.

The protocol details the principal mechanism for Pan London strategic emergency planning and co-operation as required by the Civil Contingencies Act (2004). A copy of the London Command and Control Protocol can be found at:

http://www.londonprepared.gov.uk/downloads/c&cprotocol_may2006.pdf

The protocol also outlines London's consequence and recovery management arrangements and broadly explains the transition arrangements from co-ordination of the response phase to co-ordination of recovery phase.

CONSEQUENCE AND RECOVERY MANAGEMENT PROTOCOL

The London Consequence and Recovery Management Protocol supplements existing emergency procedures which provide for an integrated emergency response to an incident in London. The protocol provides for a co-ordinated, multi-agency approach to the development and subsequent implementation of strategy aimed at restoring and re-building communities following an incident.

Additionally, the plan provides guidance aimed at facilitating:

- an appreciation of consequence and recovery management considerations;
- an understanding of the role of the 'Recovery Management Cell';
- an understanding of the relationship between the roles of 'Recovery Management Cell' and the 'Gold Co-ordinating Group';
- an effective means of moving from co-ordinating the response ('Gold Co-ordinating Group') to co-ordinating recovery management ('Gold Recovery Group');
- the transformation from the 'Recovery Management Cell' to the 'Gold Recovery Group';
- an understanding of the role of the 'Gold Recovery Group';
- effective first actions by the 'Gold Recovery Group';

A copy of the Consequence and Recovery Management Protocol can be found at:

http://www.londonprepared.gov.uk/downloads/rmprotocol_april2006.pdf

LONDON EVACUATION PLAN

Operation Sassoon is the name given to the London Evacuation Plan, which describes the mechanism for the evacuation of part or parts of Greater London.

Operation Sassoon enables the Capital's responding services to facilitate the large scale evacuation of part of Greater London in the event of incidents arising from natural disasters, industrial accidents and terrorism with the primary aim being to save lives either immediately following or before an emergency.

The plan is flexible enough to be used anywhere in the capital. It identifies key transport links to enable the emergency services, transport agencies and Local Authorities to evacuate members of the public away from the area of an emergency as safely and as quickly as possible. The plan also includes arrangements to accommodate those leaving the city using private transport can do so with minimal disruption.

The plan is the result of collaboration within the London Resilience Partnership and with regions outside London.

The current version of the London Evacuation Plan is confidential and under review.

LONDON FLU PANDEMIC RESPONSE PLAN

The London Flu Pandemic Response Plan summarises key plans, guidance and procedures to allow a comprehensive overview of London's co-ordinated planning and response arrangements for human pandemic influenza. It also details phase-by-phase actions and outputs for organisations within the London Resilience Partnership, based around the World Health Organisation's (WHO) 6 phase model and the UK's 4 level alert structure for pandemic influenza.

Specifically, the plan provides:

- Information about pandemic influenza and the World Health Organisation's phases and UK alert levels;
- Planning guidance, including information relating to planning assumptions;
- Information on business continuity planning;
- Clarification of the roles and responsibilities of various resilience fora during the distinct phases of planning and response to an influenza pandemic, including guidance for the operation of local, multi-agency fora, known as the Influenza Pandemic Committees (IPCs);
- Clarification of the pre-response and response arrangements within the context of a pandemic influenza and the thresholds for their activation;

- Detailed, phase-by-phase actions and outputs for organisations within the London Resilience Partnership;
- Clarification of the requirements for reports and returns;
- Information on the reconstitution and recovery phases of a pandemic.

A copy of the London Flu Pandemic Response Plan can be found at:

http://www.londonprepared.gov.uk/downloads/flu_pandemic_response_plan_v2.pdf

LONDON FLOOD RESPONSE PLAN

The London Flood Response Plan overarches local area and individual agency plans. It is complemented by the existing London Command and Control arrangements, Large-scale evacuation plan and Recovery Management protocols. The plan sets out the risk assessment, thresholds and triggers, along with the roles and responsibilities of partner agencies in response to a large scale significant flood in London.

The primary objective will be to enable the protection of life, the mitigation of property and environment damage. It also refers to the guidance from DEFRA to Category 1 responders with regards to spatial planning and development issues. Whilst the primary focus of the plan is on tidal flooding from the River Thames and on fluvial flooding from the tributaries, the plan's generic principles can also be applied to surface water flooding.

The London Flood Response Plan was endorsed by the London Regional Resilience Forum in April 2007.

A copy of the London Flood Response Plan can be found at:

<http://www.londonprepared.gov.uk/>

HUMANITARIAN ASSISTANCE CENTRE PLAN

The London Humanitarian Assistance Centre is a facility where bereaved families, survivors and anyone else directly affected by the incident can receive information and appropriate support from all the relevant agencies – without the need for immediate referral elsewhere. This support may require the provision of a wide range of services and take various forms, however, dignity and privacy of individuals are of paramount importance.

The key reasons for establishing a Humanitarian Assistance Centre (HAC) are:

- to be a centre for providing and receiving information and assistance to bereaved families and friends, survivors and anyone else affected;

- enable the gathering of forensic samples where appropriate (in order to assist the identification process) in a timely manner; and
- ensure a seamless multi-agency approach to humanitarian assistance in emergencies that should minimise duplication and avoid gaps.

The Strategic Coordinating Group will decide whether to open a Humanitarian Assistance Centre and this will be determined after giving consideration to the scale of the incident and the present and anticipated future demand of the Friends and Family Reception Centre (set up to meet people's immediate needs following the incident). To ensure a smooth transition, the availability of the FFRC will continue until the HAC is fully staffed and equipped to fulfil its purpose. The practical demands of this process mean that it is unlikely that the HAC will be operational before 72 hours after the incident.

Local Authorities are responsible for identifying and securing suitable premises and additionally they are responsible for coordinating welfare support to the community during an emergency.

The Gold Recovery Group will decide on the appropriate time to close the HAC.

A copy of the London Humanitarian Assistance Centre Plan can be found at:

<http://www.londonprepared.gov.uk/downloads/lhacplan.pdf>

MASS FATALITY PLAN

The London Mass Fatality Plan supplements existing Emergency Procedures which provide for an integrated emergency response to an incident in London. The plan provides additional options for dealing with incidents involving large numbers of human fatalities. It may also be used to cater for the response to an incident overseas which calls for the identification and repatriation of large numbers of UK nationals. Specifically, the plan details arrangements for the provision of suitable mortuary facilities as well as offering advice and guidance aimed at facilitating:

- an appreciation of the definition and purpose of available mortuary types;
- effective coronial management structures;
- effective co-ordination of the local authority lead;
- an understanding of the roles and responsibilities of relevant organisations and key individual roles therein;
- successful management of the mortuary and the procedures therein;
- an understanding of the structures that exist to assist in the identification of disaster victims;
- an appreciation of religious and cultural issues relative to the management of the deceased;

- insight into the international dimensions of mass fatality incidents;
- knowledge of property and evidence management procedures;
- an awareness of complementary plans and protocols available for use by all relevant agencies.

A copy of the London Mass Fatality Plan can be found at:

<http://www.londonprepared.gov.uk/downloads/LMFPMainBodyV2.pdf>

MEDIA / PUBLIC INFORMATION PROTOCOL

The Media Protocol outlines:

- how communications amongst partner organisations communication leads will be co-ordinated in an incident;
- how the flow of public information will be channelled during an incident;
- how media enquiries, including requests for interviews, will be fielded; and
- how and when a multi agency media centre will be established and operate, should the need arise.

The Protocol covers the timing and activation of media operations, establishment of a combined central press office and media centre, details of the central press team, multi agency media centres and the role of the London Media Emergency Forum.

The Media Protocol is currently under review and will be published on the London Prepared website in due course.

SITE CLEARANCE PLAN

The Site Clearance Plan (entitled the 'Contingency Plan for the Clearance, Removal and Disposal of Debris Post Catastrophic Incident in London) is intended as an aid to those incident managers responsible for responding to and recovering from a catastrophic event in London.

In strategic terms it provides guidance in terms of the Roles and Responsibilities of the emergency services, Local Authorities, Government Departments and other agencies who may be concerned in large-scale clearance operation.

In order to ensure a current capability for the disposal of non-contaminated waste material, the plan provides details of sites which have been pre-identified for this purpose.

In addition the plan suggests a phased approach to the management of the incident before going on to signpost sources of ancillary guidance on the handling of contaminated waste.

A copy of the Site Clearance Plan can be obtained by emailing the London Resilience Team: enquiries-lrt@gol.gsi.gov.uk.

VOLUNTARY SECTOR FUNDING PROTOCOL

Seven organisations have signed up to the Voluntary Sector Funding Protocol, which was written in response to confusion regarding reimbursement of costs incurred during the London bombings. The Protocol is designed to set out the roles of the individual organisations in an emergency and clarifies whether there is an expectation of reimbursement of costs in responding to incidents.

Each organisation is an independent volunteer charity, with differing management structures, working methods with many relying on voluntary donations for funding. It is essential therefore that where there is an expectation of reimbursement that any cost incurred by them during the recovery effort is reimbursed quickly, this document identifies how this should happen.

The voluntary sector is committed to providing the best possible support to the statutory services and the people of London and they are equally committed to joint working in as many areas as possible where the greater good can be served in major or pan-London incidents.

The organisations covered are:

The British Red Cross; Cruse Bereavement Care; The Salvation Army; St. John Ambulance; Victim Support; WRVS; Disaster Action.

A copy of the Voluntary Sector Funding Protocol can be obtained by emailing the London Resilience Team: enquiries-lrt@gol.gsi.gov.uk.

DISASTER APPEAL FUND PLAN

The Public Disaster Appeal Fund Plan was developed by the GLA for a catastrophic event occurring in the Greater London area and is endorsed and supported by the London Regional Resilience Forum. The plan is based on the experience in setting up an appeal fund following bombings in London on 7th July 2005.

The plan focuses upon the actions to be undertaken to establish the Fund. It does not cover the period once the GLA is no longer involved in the operation of the Fund.

The plan sets out:

- What preparations have already been put in place to facilitate establishing an appeal fund;
- What circumstances are likely to trigger a disaster appeal fund and how it will be launched;
- How to manage the Fund in its early weeks, and how the GLA would withdraw from it at the appropriate time;
- How this plan should be maintained and reviewed.

An appeal fund will be initiated by the Mayor in response to a disaster affecting London and public demand. The Mayor will make a public announcement stating that the fund has been established, what its purposes are and how and where the public may make donations should they so wish. A fund will raise money and distribute it quickly and efficiently to those who need it. The Fund will be run as an independent Charitable Trust and, as an initial temporary arrangement, the Trust will be run and managed by a group of interim trustees who will be senior officers of the GLA.

The Plan is not a public document and is held by GLA. However, a copy of the Disaster Appeal Fund Plan is available by writing to:

Executive Director Finance and Performance, Greater London Authority, City Hall, The Queen's Walk, More London, London SE1 2AA.

GOVERNMENT OFFICE FOR LONDON EMERGENCY RESPONSE PLAN

The Government Office for London Emergency Response Plan details the role and responsibilities of Government Office for London in the response to an incident, or emergency, affecting the Capital.

The plan provides an understanding of how the Government Office organizes itself to provide support for the response to an “emergency” specifically through:

- a) The Gold Coordinating Group (GCG) / Strategic Coordination Centre (SCC);
- b) The Regional Civil Contingencies Committee (RCCC);
- c) The Regional Operations Centre (ROC);and
- d) The Government Liaison Team.

The Government Office for London Emergency Response Plan is an internal plan, outlining the structure of the organisation when responding to an emergency and as such is not a public document.



GOVERNMENT OFFICE
FOR LONDON

Enquiries to:

London Resilience Team
1st Floor, Riverwalk House
157 - 161 Millbank
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www.londonprepared.gov.uk