

Report No.
ES17007

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: PUBLIC PROTECTION AND SAFETY PDS COMMITTEE

Date: Wednesday 18 January 2017

Decision Type: Non-Urgent Non-Executive Non-Key

Title: REVIEW OF THE EMERGENCY PLANNING & BUSINESS CONTINUITY SERVICE

Contact Officer: Paul Lehane Head of Food, Safety & Licensing paul.lehane@bromley.gov.uk

Chief Officer: Nigel Davies, Executive Director of Environment & Community Services

Ward: All

1. Reason for report

This report forms part of the planned review of services overseen by the Public Protection and Safety Portfolio Holder and PDS Committee.

2. **RECOMMENDATION(S)**

Members are asked to

2.1 Note and comment on the report

Corporate Policy

1. Policy Status: Not Applicable
 2. BBB Priority: Excellent Council Quality Environment Safer Bromley Supporting Children and Young People, Healthy Bromley:
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Financial

1. Cost of proposal: N/A
 2. Ongoing costs: Recurring Cost: N/A
 3. Budget head/performance centre: Emergency Planning
 4. Total current budget for this head: £78.1k
 5. Source of funding: Existing Controllable Budget 2016/2017
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Staff

1. Number of staff (current and additional): 1 fte
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Statutory Requirement. The Council is a Category 1 responder under the Civil Contingencies Act 2004
 2. Call-in: Not Applicable:
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): All Residents and business in the Borough.
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

3. COMMENTARY

- 3.1 The Council is a Category 1 responder along with the police, fire and ambulance services in the event of an 'emergency or major incident'. As such the Civil Contingencies Act 2004 imposes a range of duties on us.
- 3.2 Category 2 responders are cooperating bodies such as transport and utility companies. These organisations are less likely to be involved in the heart of planning work but will be heavily involved in incidents that affect their own sector.

3.3 What is 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,
- War or terrorism which threatens serious damage to the security of the UK.

3.4 What is Emergency Planning?

Emergency Planning aims to provide robust contingencies and up to date plans to control or mitigate the effects of an emergency.

The Cabinet Office publishes 'Emergency Preparedness' guidance which we use locally to shape our service.

Bromley's key responsibilities include

- Assessing the risk of emergencies occurring and using this to inform contingency planning and to produce and maintain the Borough Risk Register with our Partners.
- Establishing and maintaining emergency plans
- Having robust business continuity arrangements to ensure that the Council can continue to provide services during emergencies whether internally or community wide.
- Establishing arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
- Co-operating and sharing information with other local responders to enhance co-ordination
- Providing advice and assistance to businesses and voluntary organisations about business continuity management.
- Agreeing to be part of the gold arrangements for London and supporting the aims of London wide Preparedness

3.5 Plans focus on at least 3 key groupings of people –

- The Vulnerable,

Vulnerable people may be less able to help themselves in an emergency than self-reliant people. Those who are considered to be vulnerable will vary depending on the nature of the emergency, but plans should consider: those with health needs, mobility difficulties (those with physical disabilities or pregnant women); those with mental health difficulties; and others who are dependent, such as children.

- Victims (including survivors, family and friends)

Victims of an emergency include not only those directly affected but also those who, as family and friends, suffer bereavement or the anxiety of not knowing what has happened.

- Our Staff.

Plans sometimes place unrealistic expectations on management and staff, especially when the event is protracted. Our plans need to give consideration to staff welfare. For example introducing rotas/handovers, ensuring staff have breaks and that we are conscious of stress when working under pressure during an emergency.

3.6 Bromley's plans cover

- **Reducing, controlling or mitigating the effects of an emergency**

The main bulk of our planning focuses how we minimise the effects of an emergency. As obvious as it sounds, emergency plans should include procedures for determining whether an emergency has occurred, and when to activate the plan in response to an emergency. This should include identifying an appropriately trained person who will take the decision, in consultation with others, on when an emergency has occurred.

- **Taking other action in connection with an emergency**

We also plan to deal with the secondary impacts of an emergency such as the public and media reaction.

- 3.7 Once a plan has been prepared, it must be maintained systematically to ensure it remains up-to-date and fit for purpose at any time if an emergency occurs. It should also be disseminated to those who have direct responsibility for its activation and to ensure that adequate training and regular exercising of the plans are carried out. Lessons learnt from exercises are key to improving the procedures for the future. This ensures plans remain relevant and staff are confident in how to respond should an emergency occur.
- 3.8 Multiple organisations can develop a joint emergency plan where the partners agree that, for a successful combined response, they need a formal set of procedures governing them all. For example, in the event that evacuation is required, the police would need carefully pre-planned co-operation from various other organisations such as fire and ambulance services and the local authority, as well as involvement of others such as transport organisations. Examples of our joint plans include flooding, excess deaths and pandemic flu.

London wide arrangements for Emergency Planning

- 3.9 As a London Borough we have certain responsibilities to provide support to London as a whole should a Pan London response be required.
- 3.10 The Councils local arrangements support and compliment the Pan London Emergency planning arrangements which are led by the Mayor of London through the London Resilience Partnership. The day to day planning and coordination is undertaken by the London Fire Brigade Emergency Planning Team (now called the London Resilience Team) who provide central strategic coordination as well as an operational response to emergencies. They have an Emergency Control Centre in Merton which provides a single point of contact and coordination for London. A London Council Chief Executive is always on call to support a coordinated Local

Authority response via the London Local Authorities Gold arrangements (LLAG) and has authority to act on behalf of all the London Boroughs.

- 3.11 The London Resilience Forum ensures London's preparedness in the event of emergencies and coordinates the activities of a wide range of organisations to achieve this. It also provides a link between emergency preparedness and resilience at the local and national levels. More than 170 organisations make up the London Resilience Partnership.
- 3.12 London is subdivided into 6 Sub Regional Resilience Forums (SRRF). We are part of the South East SRRF covering Bexley, Croydon, Greenwich and Lewisham.
- 3.13 As well as the London Resilience Forum, each local authority is required to have a Borough Resilience Forum. These local arrangements enable local cooperation and information sharing.
- 3.14 In the event of an emergency the Metropolitan Police chair the Strategic Coordinating Group (SCG) this is a Multi-agency body responsible for co-ordinating the joint response to an emergency.
- 3.15 As part of the continued commitment to consistency and accountability the London Resilience Forum sets a minimum level of service and preparedness that each borough aspires to meet. This is subject to a 3 year cycle led by the London Resilience Team with an in depth audit of 8 plans each year.
- 3.16 The LFB London Resilience Team arranges various events for the whole of London to train and exercise plans. In February 2016 London hosted Exercise Unified Response one of the largest emergency planning exercise events ever staged.

Emergency Planning in Bromley

- 3.17 The Emergency Planning function sits within the Public Protection Division of E&CS. We have 1 full time EP Manager (Laurie Grasty) who is managed by Paul Lehane who reports to Dan Jones Assistant Director SS&GS and PP. Laurie Grasty manages a virtual team of responders who are all volunteers from within the Council. Currently these number about 70 people.
- 3.18 It is important to appreciate that the Emergency Planning Manager does not provide the emergency response on behalf of the Council but seeks to ensure the Council is prepared and provides coordination of services through other departments and our contractors. The Emergency Planning Manager facilitates the response.
- 3.19 Within the Council there is a strategic hierarchy of control in the event of an incident.
 - **GOLD** (Strategic) The Chief Executive or in his absence the Executive Director of Environmental Services
 - **SILVER** (Tactical) The Borough Emergency Control Centre Manager
 - **BRONZE** (Operation) the Local Authority Liaison Officer (LALO) / Rest Centre Managers.

Borough Emergency Control Centre (BECC)

- 3.20 In the event of an emergency the Council can establish a Borough Emergency Control Centre (BECC) at the Civic Centre from which to coordinate the response. The Control Centre is supported by key staff representing each of the Councils Directorates with admin support to coordinate information, map the incident and log all the decisions.

- 3.21 The BECC is managed by one or more of six trained volunteers. These officers also provide a 24 hour on call service to implement the Councils overarching Emergency Plan and establish the BECC. They also decide whether to deploy the Local Authority Liaison Officers (LAOL's) or to establish Rest Centres if people have been evacuated from their homes or otherwise displaced. A fall back BECC can be set up at the Depot in Baths Road if the Civic Centre site was compromised.
- 3.22 As part of our commitment to exercising our plans the BECC was established as part of Exercise Unified Response and Operation Away Day.

Borough Resilience Forum (BRF).

- 3.23 Each Borough in London is required to establish a Borough Resilience Forum which.
1. Maintains a local risk register.
 2. Has a systematic, planned and co-ordinated approach to
 - Risk
 - Planning for emergencies
 - Planning for business continuity management
 - Publishing information about risk assessments and plans
 - Arrangements to inform and warn the public
 - Other aspects of civil protection duty, including the promotion of business continuity management by local authorities
 3. Supports the preparation of multi-agency plans and protocols and coordinates multi-agency exercises and training.

Laurie Grasty, our Emergency Planning Manager, currently chairs the Forum and acts as its secretary.

Risk Register

- 3.24 The Borough Risk Register reflects National and Regional risks where appropriate to local conditions and identifies specific local risks. In our case examples of a specific local risk include Biggin Hill Airport and the Waste for Fuel site.

Plans

- 3.25 The Emergency Planning Manager is responsible for the preparation and maintenance of 28 Borough Plans. These are common to all Boroughs and form part of the Minimum Standards for London. Each year we are audited on 8 of these. This year we will be audited on
1. Generic Emergency Plan
 2. Shelter
 3. Evacuation
 4. Identification of the Vulnerable

5.Warning and Informing

6.Excess Deaths

7.Pandemic Flu

8.Severe Weather

Training

- 3.26 Training staff who are involved in emergency planning and response is fundamental to our ability to handle any type of emergency.
- 3.27 Training is about raising the awareness of our key staff about what the emergencies are that they may face and giving them confidence in our procedures and their ability to carry them out successfully. It is also about developing competencies and skill-sets so that staff can fulfil key roles.
- 3.28 All our emergency response staff are volunteers and have daytime jobs, often far removed from their volunteering role.
- 3.29 In the last year we have provided training for Rest Centre Managers, Rest Centre Staff LALO's and BECC Managers.

Exercises

- 3.30 Planning for emergencies cannot be considered reliable until it is exercised and has proved to be workable.
- 3.31 The Civil Contingencies Act requires the Council to exercise and train staff in emergency plans. Similar requirements apply to business continuity plans.

Exercises have 3 main purposes:

- to validate plans
- to develop staff competencies and give them practice in carrying out their roles in the plans (training)
- to test well-established procedures (testing)

3.32 In the last 12 months we have taken part in

1. Operation Awayday (Train crash)
2. Exercise Corvus (Pandemic Flu)
3. Exercise Swiftstrike (Plane crash)
4. Exercise Connects (Communications)
5. Exercise Safer city (Pan London incident)
6. Operation Unified Response (Major train crash and building collapse)

Recovery following an Incident

3.33 The Council is responsible for leading the Recovery after an incident. During an incident fire and ambulance services have high activity over a short period of time, police involvement will be more protracted, particularly where a crime has been committed. However there will come a time when the immediate response is at an end and the police will hand over the chair of the Strategic Coordination Group to the Council. This point marks the start of a new phase of the incident, although preparation for the recovery phase should begin much earlier. This period is unpredictable; can be labour intensive; and may stretch local authorities to extraordinary levels. (Home Office Recovery An Emergency Management Guide)

- Rebuilding the community
- Managing the financial implications
- Managing resources
- Responding to community welfare needs
- Developing strategic issues

Local Emergencies

3.34 In the last 12 months we have responded to 4 incidents

- Gas leak in Penge (Rest Centre set up)
- Suspect Unexploded bomb in St Mary Cray
- Suspect Package in INTU
- Gas pipe fracture outside a building following motor vehicle accident.
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In addition we have been called upon to advise and assist the LFB in 5 other minor incidents

Voluntary Sector and Faith Groups

3.35 The voluntary sector has a wide range of services that can be called on in the event of an emergency. We have a Memorandum of Understanding with the British Red Cross to assist with the establishment and operation of rest centres for displaced people and to signpost people to other services .

3.36 We work with the Arch Deacon for Bromley and Bexley and the multi-faith group which provide faith support in times of an emergency. The Samaritans can provide support to those who in the community who are psychologically affected by an incident. The Salvation Army will attend a major incident to provide refreshment to the blue light services in attendance and victims.

Corporate Resilience (Business Continuity).

3.37 The Civil Contingencies Act requires the Council to have plans to ensure that we can continue to perform our functions in the event of an emergency.

3.38 It may be helpful to think of the business continuity management (BCM) duty in two strands. In practice, our plans need to ensure that we can:

- Continue to exercise our civil protection functions.
- Continue to perform our ordinary functions

3.39 A Business Continuity Plan cannot be considered reliable until it is exercised and has proved to be workable. As part of the Business Continuity process there is a continual need to prove plans and strategies by testing. No matter how well designed and thought-out our business continuity

arrangements appear to be, a series of robust and realistic exercises will identify areas that require amendment.

- 3.40 Whilst there is assurance from the individual Directorates that they have updated Business Continuity plans there is no Corporate overview. None of the plans have been independently reviewed or tested / exercised and with the current resource there is no capacity to undertake this.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

- 4.1 The Councils Emergency Planning and Business Resilience arrangements are specifically targeted at those who are identified as being vulnerable. (See Para 3.5). Exactly who is vulnerable will depend on the specific nature of the emergency. Those who are generally self-reliant and can help themselves tend to do so leaving those who cannot as being vulnerable. We have a vulnerability protocol to assist us identify who may be vulnerable.

5. POLICY IMPLICATIONS

- 5.1 Fortunately emergencies and serious incidents are rare but they do occur and they are by their nature impossible to predict. It is essential that the Council can respond effectively and efficiently when called upon.

6. FINANCIAL IMPLICATIONS

- 6.1 A major incident or emergency in the Borough or in London could have very significant financial consequences. The Council has to bear these costs but might be able to recoup an element through the Bellwin Scheme. This is a discretionary scheme providing for Central Government assistance in exceptional circumstances.
- 6.2 The nature of the emergency will influence the financial implications. These could range from thousands of pounds for short term shelter to millions in the case of a major accident or incident. These costs include the longer term recovery costs. Bromley has a Designated National Emergency Mortuary (NEMA) site that would require activation in the event of mass fatalities in London.
- 6.3 The Emergency Planning budget for 2016/17 is £78.1k and the service is run by 1 member of staff.

7. LEGAL IMPLICATIONS

- 7.1 The Council is classified as a Category 1 responder and has duties as set out in this report to prepare for emergencies and have business continuity plans in place to enable it to provide an appropriate response and maintain essential services.

8. PERSONNEL IMPLICATIONS

- 8.1 The Council has one full time Emergency Planning & Corporate Resilience Manager. The rest of the Councils response is based on volunteers.

9. PROCUREMENT IMPLICATIONS

- 9.1 The Emergency Planning & Business Resilience service procures a number of services. These include
- Airwaves Radios for communication with London Resilience Team, local boroughs and our own emergency staff. Annual contract value £3000

- Everbridge Mass Communications system for contacting on call staff. Annual contract value £ £7000
- British Red Cross who support the operation of rest centres and help with humanitarian assistance. Annual contract value £2000
- Veolia Emergency Response support. Annual contract value £1500
- The Council's contractors need to have their own Business Continuity plans to ensure they can continue to operate during times of stress.

Non-Applicable Sections:	[List non-applicable sections here]
Background Documents: (Access via Contact Officer)	[Title of document and date]