
Decision Maker: PUBLIC PROTECTION AND ENFORCEMENT PORTFOLIO

Date: Tuesday 28 March 2023

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

Title: EMERGENCY PLANNING & CORPORATE RESILIENCE
SERVICE - ANNUAL UPDATE

Contact Officer: David Tait, Emergency Planning and Corporate Resilience Manager
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Chief Officer: Assistant Director of Public Protection

Ward: (All Wards);

1. Reason for decision/report and options

- 1.1 The purpose of this annual report is to provide the Committee with an account of the key resilience works undertaken in 2022-23 and provide assurance of the Council's Civil Contingency activities across the organisation for 2023-24.

2. **RECOMMENDATION(S)**

- 2.1 Members are asked to note this report.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Summary of Impact: In an emergency situation certain groups of people may become vulnerable, depending on the situation faced. The Emergency Planning and Corporate Resilience Team work closely with blue light services and other partners to ensure that those who may be particularly vulnerable are identified and the appropriate levels of support are provided.
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Transformation Policy

1. Policy Status: Existing Policy
 2. Making Bromley Even Better Priority
To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
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Financial

1. Cost of proposal: Not Applicable (N/A)
 2. Ongoing costs: N/A
 3. Budget head/performance centre: Emergency Planning
 4. Total current budget for this head: £146k
 5. Source of funding: General Fund
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Personnel

1. Number of staff (current and additional): 1.8 FTE
 2. If from existing staff resources, number of staff hours: N/A
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Legal

1. Legal Requirement: Statutory Requirement
 2. Call-in: N/A
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Procurement

1. Summary of Procurement Implications: N/A
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Property

1. Summary of Property Implications: N/A
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Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: N/A
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Customer Impact

1. Estimated number of users or customers (current and projected): Borough residents and businesses.
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A
2. Summary of Ward Councillors comments:

3. COMMENTARY

3.1 Under the requirements of the Civil Contingencies Act 2004 (CCA) Local Authorities, as Category One Responders, have a legal duty to prepare, exercise & update their Civil Contingencies arrangements to ensure that whilst responding to an incident and / or business interruption, their core essential public services can continue to be delivered. Such arrangements must also consider essential services that are delivered by third party contractors alongside those delivered by directly employed staff. This service aims to provide the framework for effective management during such emergencies. The CCA also requires Local Authorities to provide local businesses with guidance on business continuity, particularly the need to plan for emergency events to aid their recovery from the impacts as soon as possible.

3.2 This annual report provides a summary of the activities undertaken by the Emergency Planning and Corporate Resilience Team (EPCRT) in fulfilling its duties under the Act.

Incident Response:

3.3 The EPCRT have responded to 23 emergency incidents over the last year, the response to which can be split into three broad categories:

- **Monitoring** - where Officers are only required to monitor the situation.
- **Information Sharing and Communicating** - whereby Officers cascade information to partners; and,
- **Incident Response and Co-Ordination** - where Officers have attended the scene and or utilised Local Authority equipment / services to assist in the emergency response.

3.4 Appendix 1 below provides the details of the incidents responded to during the reporting period. The most notable was the fire at 79 St Mark's Square, Bromley that occurred on the afternoon of Sunday 3rd July. A fire broke out on the 15th floor of the 18 storey residential building. The London Fire Brigade (LFB) attended and evacuated the whole block, the nearby cinema complex and hotel. 150 persons were evacuated in total. The EPCRT were informed and attended to manage a rest centre initially opened by the Met Police (MPS). Due to the scale of the incident, 12 members of the Council's Emergency Response volunteers attended to assist our displaced residents. EPCRT worked with the LFB and the MPS, giving regular briefings to residents as the incident progressed. After 7 hours, residents for the majority of the block were allowed to re-enter their homes. Only 1 family needed to be provided with temporary accommodation.

3.5 The incident posed many challenges to the Council responders, but they dealt admirably with the situation. Bromley Town Members came to the rest centre and thanked the Council team for their efforts. This was the largest emergency response incident the Council has managed in the last 4 years. The Council volunteers did an excellent job and came forward in numbers when the call out was made, so much so that offers of assistance had to be turned down from our staff.

Training, testing, and exercising during 2022-2023

- 3.6 A successful training programme was delivered during the year seeing Officers trained in roles across the spectrum of emergency response, increasing the number of trained staff across the Council. Refresher training was also delivered to our cohort of Borough Emergency Control Centre and Rest Centre Officers. All Assistant Directors with Environment and Public Protection were trained in the Silver role, further increasing our resilience. Another series of training days were provided to Bromley Rotarians in relation to emergency planning and rest centre working. We have retained over 40 Rotarian Emergency Response Volunteers trained to assist if required, with an enhanced call out system in place. Training was also provided to Biggin Hill Airport staff in relation to rest centre operation and management.
- 3.7 In terms of testing and exercising, the team again took part in several tabletop exercises over the year designed to test plans and enhance partnership working. These included an NHS Business Continuity exercise, a mass water disruption and a mass fatalities workshop, severe weather incident, a flooding scenario, 8 Directorate specific Business Continuity exercises, and an exercise at Biggin Hill Airport, which is worthy of specific mention.
- 3.8 Operation Tanner was a live play exercise held at Biggin Hill Airport in November 2022. Here a 2 aircraft collision was simulated, resulting in a number of fatalities, casualties, and uninjured survivors. As part of the exercise The Local Authority ran a Survival Reception Centre in conjunction with Airport staff and the MPS. 20 of our Rotarian Emergency Response volunteers played the roles of survivors along with actors from the Casualty Union. The exercise was very successful and raised a number of key learning points for all organisations involved. We await the full debrief document to be published, however the initial lessons learnt for the Local Authority have now been implemented.
- 3.9 Exercise Safer City 2023 is planned for the 17th of May. It will focus on the response to a London wide flooding incident. The exercise will again this year feature a live play component and it is our intention to utilise the incident to run a full major incident scenario within the Borough to fully test our response structures and processes.

Borough Resilience Forum update

- 3.10 The Borough Resilience Forum (BRF) is a statutory body established by the Civil Contingencies Act 2004 and is responsible for multi-agency emergency preparedness and co-ordination at the local level as determined by identified Borough risks and needs. The BRF consists of representatives from the MPS, LAS, LFB, British Transport Police, various NHS bodies including our local hospitals, The Environment Agency, utilities suppliers, business leads and third sector organisations. Also represented are The Red Cross, St John's Ambulance, Biggin Hill Airport Ltd and the Probation Service, with Council Officers from Public Protection and Public Health also in attendance. The Forum meets three times a year and is chaired by the Emergency Planning and Corporate Resilience Lead. The last meeting was held on the 6th of March, with the next scheduled for the 3rd of July.

- 3.11 The main business for the forum this year will be to interpret the direction of the recently published [UK Government Resilience Framework](#) to determine its impact upon local resilience working. The framework seeks to concentrate partner's resilience activities towards prevention and preparation as opposed to response and recovery. The strategy views resilience as a 'whole society endeavour' and sets out 6 broad themes to achieve these aims. One statement to note from the framework : 'This means putting resilience at the heart of our decision making and investment, well beyond areas that are explicitly focussed on emergencies.' We await further information regarding implementation which will be led by London Resilience Group through the BRF mechanism.
- 3.12 The review of the Borough Risk Register took place during July 2022 and now mirrors the format of the London Risk Register. The new document has seen a consolidation of old risks, identification of new risks but now also includes identified threats. Our risk owners worked together to reflect upon the new format and analyse the changes in risk profile. These were then reviewed from a local perspective and assessed accordingly. A redacted version has been placed on our Website. The next full review will take place in 2024.

Resilience Standards for London (RSL)

- 3.13 The standards were launched in July 2019. They were designed to enable Local Authorities to assess their capability and capacity against 12 standards that ensure Local Authorities have the appropriate procedures and policies in place to lead to good outcomes and leading practice, whilst supporting compliance with the Civil Contingencies Act 2004. The content of the standards has been recently reviewed by the author but remain unchanged.
- 3.14 The EPCRT have conducted 2 further reviews of the standards during this reporting year, reflecting upon works undertaken during COVID and the delivery of an online training presentation designed for Members. This has enabled us to demonstrate higher levels of resilience across the organisation. The Members' presentation outlines the Council's statutory responsibilities under the Civil Contingencies Act 2004, the method of operation used by the Council during emergency incidents and provides advice and guidance for Members when becoming involved in an emergency incident. The presentation was circulated to all members in November of last year.
- 3.15 The standards have also been reviewed by Colin Brand, Director for Environment and Public Protection as part of his role as a Member of the Southeast Resilience Programme Board. The latest review was presented to the Chief Officer Executive (COE) on the 7th of February for their review and corporate sign off prior to submission to London Resilience Group.
- 3.16 Last year's review of London's resilience arrangements has been shared with Chief Executives but has not been published more widely at this stage. The only change so far introduced was to realign the collaborative borough groups across London, with the Southeast region now including Lambeth and Southwark, with Croydon moving to the West. The Southeast Resilience Programme Board met in February, with a new chair from Southwark Council. The intention of the board is to reconnect Boroughs at Director level in preparation to implement any recommendations from the review and to continue to develop resilience and working arrangements within our newly formed region.

Business Continuity

3.17 Our Business Continuity (BC) cycle was completed in February 2023. All service plans have been reviewed and updated. A series of Directorate testing and exercise programmes have also been completed. The headlines from the lessons learnt from these 8 exercises were, and not in any particular order:

- Importance of fast time communication channels
- Mitigation of single points of failure
- Understanding of the BC response process
- Understanding key suppliers BC plans
- Nominated deputies
- BC access to key IT systems
- Importance of service impact analysis when a BC incident occurs
- Development of 'back office' support functions
- Staff understanding and confidence when operating during a BC incident

A lessons learnt document was produced and fed back to plan owners via the Corporate Leadership team for learning to be incorporated within all Service plans.

3.18 A COE BC session was held in January. Here the corporate plan was reviewed along with the findings of the Directorate exercises. A set of scenarios were then used to test the corporate plan and Senior Leaders' response, which was well received. The Chief Executive has requested a full organisational BC test to further test and embed these processes. This will be scheduled for later this year. The Council's BC management process for 2023-2024 will begin again in April.

Other areas of work undertaken by the EPCRT

3.19 Below is a summary of other areas of work undertaken by the EPCRT during this reporting year.

Close down and return to previous use of our 3 COVID testing sites. The 3 sites in question, Crystal Palace Park, Cotmandene and Hayes, Station Approach carparks were decommissioned over 3 month period. The team liaised with NHS England, our contractors and Council teams to ensure all spaces were returned to Council care in good order.

Event delivery across the Borough. The team assisted with the planning of the Council's Platinum Jubilee Celebrations in June, the open top bus tour by Bromley FC following their winning of the FA Vase, and the visit of His Royal Highness the Duke of Gloucester. The team were once again involved in the Safety Advisory Group (SAG) meetings for Wireless 2022 and provided support to the Event Liaison Team on site during the festival. Assistance was also provided to officers managing the urgent dismantle of the floodlights at Crystal Palace National Sports Centre.

Delivery of the London Bridge Plan. Following the death of Her Majesty Queen Elizabeth II, our plan was actioned. In the 10 days before the funeral, 6 venues were set up for residents to leave messages of condolence. A minute's silence was held on the day after the announcement of Her Majesty's death and the Proclamation Ceremony took place a day later, led by the Mayor. A service of remembrance was held the day before the funeral at Bromley Parish Church, with a live screening of the funeral itself taking place in Queen's Gardens Bromley.

Pan London work. The London Resilience Group maintains a number of emergency planning frameworks for Boroughs to formulate their local plans. One of those frameworks, Mass Evacuation and Shelter, is overseen by our EPCRT. This framework has now been reviewed and signed off; however a further capability review is currently being undertaken as the team do not believe that London Boroughs can deliver to the level required. Early survey indications are proving them to be correct.

IT Cyber playbook development. Based upon the EPCRT compiled and prioritised list of IT systems and databases used by all services, the team worked with IT and BT colleagues to workshop various situations to develop a series of processes to detail a set of actions required to identify, protect, detect, respond, and recover from a cyber security incident.

Coronation Celebrations. The team are involved in the planning and delivery of the big screening of the King's Coronation taking place on the 6th of May in Queen's Gardens, Bromley. The format will be similar to that of the screening of Her Majesty Queen Elizabeth II's funeral. The team are preparing the event management plan and subsequent risk assessment, booking of suppliers and security, and will oversee delivery on the day.

Membership of cross Council committees. The EPCRT continue to be active members with the following committees: Safety Advisory Group, Lone Working Group, Health and Safety Committee, Corporate Risk Management Group, Health Protection Board, the Emergency Planning and Liaison Group at Biggin Hill Airport, the Green Recovery Working Group, and the Safer Bromley Partnership. The team also have bi-monthly standing agenda items at the Corporate Leadership and the Chief Officer Executive meetings to update senior leaders on matters of resilience. The reach and engagement by the team is successfully increasing the understanding of colleagues in respect of the Council's resilience agenda.

Protect Duty

- 3.20 On Monday 19th December the Government announced details for the Protect Duty, now to be known as Martyn's Law.' This law will place a requirement on those responsible for certain locations to consider the threat from terrorism and implement appropriate and proportionate measures.
- 3.21 The Government announcement confirmed the locations to which Martyn's Law would be applied. They are locations where 'qualifying activities' take place. This will include locations for such purposes as entertainment and leisure, retail, food, drink, museums, galleries, sports grounds, public areas of local and central Government buildings, visitor attractions, temporary events, places of worship, health, and education. Whilst the location description is quite

broad, the location scope of the law has been reduced since the initial consultation, with public accessible places now removed.

3.22 It is proposed that Martyn's law will apply to eligible buildings which are either a building (including a collection of buildings used for the same purpose) or a location/event (including temporary event) that has a defined boundary, allowing capacity to be known. Premises will be drawn into scope if they meet the following criteria:

- That the premises is an eligible one – i.e. a building or event with a defined boundary.
- That a qualifying activity takes place at the location and;
- That the maximum occupancy of the premises meets a specified threshold of either 100+ or 800+

3.23 Proportionality is a fundamental consideration for this legislation and as such a tiered model of required activity will be introduced:

• **A standard tier** will drive good preparedness outcomes. Duty holders will be required to undertake simple yet effective activities to improve security and preparedness. This will apply to qualifying locations with a maximum capacity of over 100.

• **An enhanced tier** will see additional requirements placed on high capacity locations in recognition of the potential catastrophic consequences of a successful attack. This will apply to locations with a capacity of over 800.

3.24 Further information is awaited to define what activities standard and enhanced duty holders will be required to undertake, also the enforcement regime to ensure compliance. The Government will introduce Martyn's Law as soon as Parliamentary time allows. The Council's responsibilities under this legislation will be reviewed when more information is published by Government.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

4.1 In an emergency situation certain groups of people may become vulnerable, depending on the situation faced. The Emergency Planning and Corporate Resilience Team work closely with blue light services and other partners to ensure that those who may be particularly vulnerable are identified and the appropriate levels of support are provided.

5. TRANSFORMATION/POLICY IMPLICATIONS

N/A

6. FINANCIAL IMPLICATIONS

This report is providing a performance update on the service which members are asked to note.

There are no direct financial implications derived from this report, the annual budget position is regularly reported via the quarterly budget monitoring process.

7. PERSONNEL IMPLICATIONS

N/A

8. LEGAL IMPLICATIONS

The Civil Contingencies Act 2004 imposes a range of duties on the Local Authority as a category 1 responder. These include; assessing local risks of emergencies; preparing plans to mitigate the effect and deal with the consequences; having business continuity plans in place to provide an appropriate response whilst maintaining essential services.

9. PROCUREMENT IMPLICATIONS

N/A

10. PROPERTY IMPLICATIONS

N/A

11. CARBON REDUCTION/SOCIAL VALUE IMPLICATIONS

N/A

12. CUSTOMER IMPACT

N/A

13. WARD COUNCILLOR VIEWS

N/A

Non-Applicable Headings:	5,7,9,10,11,12,13
Background Documents: (Access via Contact Officer)	1) The UK Government Resilience Framework, Dec 2022 2) Resilience Standards for London Local Government, Jun 2019 3) Bromley Borough Resilience Forum Risk Register, V 1.1, Jul 2022



Incidents responded to by the Emergency Planning and Corporate Resilience Team

February 2022 to January 2023

2022	Incidents
February	Vehicle into building, Travelodge Bromley. Information sharing & Comms.
March	Suspect package Decathlon, Bromley High St. Monitoring.
March	Sink Hole, Westmoreland Rd, Bromley. Information sharing and comms.
March	Honor Oak Pump failure, potential water supply issues across South London. Incident response and co-ordination.
April	10 pump fire, Kings Hall Road, Beckenham. Information sharing & Comms.
April	8 pump fire, Cowden Rd, Orpington. Incident response and co-ordination.
June	House fire, Chelsfield Hill, Chelsfield. Information sharing & Comms.
July	12 pump fire, St Mark's Square Bromley. Incident response and co-ordination.
July	House fire, Waring Drive, Orpington. Incident response and co-ordination.
July	Heat wave red weather warning. Incident response and co-ordination.
July	Fallen masonry, Chislehurst High St. Incident response and co-ordination.
July	Grass fire, Lilly's Farm Chelsfield. Information sharing & Comms.
August	Grass fire, Wickham Court Farm, Layhams Rd. Information sharing & Comms.
August	Gas leak, Leaves Green, Biggin Hill. Information sharing & Comms.
August	Arson, gardens adjacent to the Churchill Theatre, Bromley. Incident response and co-ordination.
August	Mutual Aid assistance to gas explosion, Galpins Rd, Thornton Heath. Incident response and co-ordination.
October	Mutual Aid assistance to major fire, London Road, Thornton Heath. Incident response and co-ordination.

October	Evacuation of the Glades Shopping Centre, Bromley. Information sharing & Comms.
November	Unexploded bomb, Biggin Hill Airport. Information sharing & Comms.
November	Unsafe structures, Crystal Palace Sports Stadium. Incident response and co-ordination.
December	Power supply issue at the Civic Centre. Information sharing & Comms.
2023	Incidents
January	Public health matter, Saxville Rd, Orpington. Incident response and co-ordination.
January	Burst water main, Widmore Road, Bromley. information sharing & comms

- **Monitoring** - where Officers are only required to monitor the situation.
- **Information sharing and Communicating;** whereby Officers cascade information to partners.
- **Incident Response and Co-Ordination** – where Officers have attended the scene and or utilised Local Authority equipment / services to assist in the emergency response.

David Tait: Emergency Planning and Business Continuity Lead