

## EXECUTIVE

8 FEBRUARY 2005

### REPORT FROM THE DIRECTOR OF REGENERATION AND ENVIRONMENT

| <b>EMERGENCY PLANNING – WORKING ACROSS LONDON</b>   |  | <b>FOR DECISION</b> |                                     |
|---|--|---------------------|-------------------------------------|
| <p><i>This report refers to the work that has already been undertaken in the area of Emergency Planning and highlights the need for further interaction with Emergency Planning agencies across London</i></p>  |  |                     |                                     |
| <p><b>Summary</b></p> <p>The events of the 11 September 2001 in New York and the Civil Contingencies Act 2004 have placed an increasing requirement on local authorities in regards to Emergency Planning. This applies particularly to the thirty-three London local authorities which are prime targets.</p> <p>The London Resilience Forum (LRF) has started this interlinking process. The pressure for more joint working will become greater when the Civil Contingencies Act comes into force on the 1 April 2005.</p> <p>A large amount of work has been carried out already but this needs to continue if we are to meet the deadlines and requirements being set for us by the Act and the London Resilience Forum.</p> |  |                     |                                     |
| <p><b>Recommendation</b></p> <p>The Executive are asked to note the actions currently being taken on Emergency Planning across London and agree the continued involvement of the Council Emergency Planning Team and the Chief Executive.</p>   |  |                     |                                     |
| <p><b>Wards Affected</b> – All Wards</p>  |  |                     |                                     |
| <p><b>Reason</b></p> <p>To help achieve one of the Council's Community Priorities of 'Making Barking and Dagenham Cleaner, Greener and Safer'</p>   |  |                     |                                     |
| <b>Contact</b>  |  |                     |                                     |
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## 1. Background

### 1.1 Civil Contingencies Act 2004

1.1.1 In 2001 the Government instituted a review of Emergency Planning. The result was the Civil Contingencies Act which received Royal Assent on the 18 November 2004. The key objectives of the Act are:

- To create a modern framework for co-ordinating contingency planning and response at the local level
- To enhance co-operation and understanding in support of regional level capability
- To modernise the legislation under which the Government can respond to extreme emergency conditions.

The Act sets out a relationship between core responders in both public and private sectors.

1.1.2 The Act places duties on organisations (known as Category 1 responders) to undertake various measures. Category 1 responders include the emergency services, local authorities, certain National Health Service bodies, the Environment Agency and the Maritime and Coastguard Agency. Category 2 responders include Utilities, Telecommunications, Railways and have a limited range of duties.

Each Category 1 responder is;

- placed under a duty to assess the risk of an emergency occurring and to assess whether the Emergency Plan needs to exercise one of its functions to deal with the emergency.
- required to develop business continuity plans to ensure the continuity of its ability to discharge its functions in the face of an emergency
- required to maintain plans for performing its functions. As well as preventing the occurrence of emergencies, these include plans for responding to and recovering from an emergency.
- to warn and inform the public about the risks and the plans in place to deal with the risks. To maintain arrangements for warning the public if an emergency is likely to occur or has occurred and for providing them with advice about the response to an emergency.
- to work closely with other Category 1 organisations sharing information, agreeing risk assessments and agreeing plans.
- to undergo regular auditing by the Audit Commission
- however, local authorities have the additional responsibility of promoting Business Continuity Planning among the local business community working with them to develop their own plans if necessary.

- 1.1.3 The Regulations and Guidance information will be available for public consultation in the near future and we will then have a clearer idea as to the specific requirements and the resources that will be needed to fulfil them.
- 1.1.4 One of the clearer aspects of the new regime is that of working with other organizations. Currently it is expected that London will have its own London Regional Resilience Forum and the Local Authority Representatives will be the Chair of the Local Authorities Emergency Planning sub-Committee, currently this is the Chief Executive of the London Borough of Croydon and the Chief Executive of the Association of London Government. The London Regional Resilience Forum will meet twice a year.
- 1.1.5 On a more local level there will be Local Resilience Forums. There will be five across the whole of London and the current view is that each of them will require one Local Authority Chief Executive and possibly one Emergency Planning Manager. This Chief Executive might also sit on the London Regional Resilience Forum.
- 1.1.6 There will be Borough Forums on which the Local Authority will be represented by the Borough Emergency Planning Manager.
- 1.1.7 As a result of these various meetings working groups will need to be developed to deal with the regulations and guidance. Emergency Planners and other local authority officers will be involved in these work groups. These will be in addition to the sub-groups and work streams already being undertaken by members of the London Local Authority Emergency Planning Group in the areas such as Mortuary Planning, Channel Tunnel Rail Link, Human Aspects of Mass Transport Disasters and, if the bid is successful, the Olympic Games
- 1.1.8 One final implication of the Act may be that there may be a requirement for local authorities to have officers on a formal standby system ready to respond to a Major or Catastrophic Incident. The wording used in the First Draft Guidance notes implies that this might be the case.

## **2. London Resilience Forum**

- 2.1 In October 2001, Rt. Hon. Nick Raynsford MP, as Minister for London, established the inter-agency London Resilience Team (LRT), as part of the Cabinet Office Civil Contingencies Secretariat, to review emergency planning preparedness in the Capital. The LRT was made up of representatives of central and local government, the police and other emergency services, transport providers, health service, the utilities and the Greater London Authority. The LRT's remit was to examine not only the preparedness of key individual organisations, but also their interdependencies, interaction command control and communication for London as a whole.
- 2.2 Following the LRT's review, a new structure has been established. At its head is the London Resilience Forum, chaired by Rt.Hon. Nick Raynsford MP (with the Mayor as deputy), top-level representation of London's key organisations, as well as the Government's top emergency planners. This is supported by a number of sub-committees which take responsibility for driving emergency planning in the key sectors – the blue light services, transport, utilities, local authorities, health and business community.

- 2.3 The Minister for London holds a six-monthly briefing meeting for all London Local Authority Chief Executives at which they are advised of ongoing work, major events and the current security situation.
- 2.4 As a result of the work of LRT the London Local Authority Emergency Planning Forum, whose members are all local authority emergency planners, has been recognised as representing Local Authorities Emergency Planning views. The Forum is now formally a Group with a constitution and a business plan. Representatives from the Group sit on all of the LRT sub-groups to provide the local authority input. Local authority emergency planners are also being seconded to work as part of LRT.
- 2.5 The Emergency Planning and Communications Centre Manager (EPCCM) is the deputy representative on the Critical Infrastructure Group and the Assistant Emergency Planning Officer (AEPO), is the lead representative on the Site Clearance Group and the deputy representative on the Consequence/Recovery Management Group
- 2.6 One example of the major work streams to come out from the London Resilience Team is that every London local authority has had to produce a framework document detailing the actions that it would take in the event of a mass evacuation of part of London. The framework needed to show how the Borough would cope with an influx of up to 10,000 displaced people, where and how they would be accommodated, fed and possibly clothed for at least 48 hours. A deadline was set for the production of this document which the Emergency Planning Team successfully met.

### **3. London Local Authority Gold (LLAG)**

- 3.1 In 2003 LRT developed the concept of a London Local Authority Gold (LLAG). In Emergency Planning terms 'Gold' is one or more individuals who give the strategic input to a Major Incident. The term is used by all of the emergency services as well as local authorities. The concept of a LLAG evolved into a group of Chief Executives who were trained and who volunteered to go on a rota to provide the co-ordinating function for all London local authorities in the event of a Catastrophic Incident on the same lines as New York. Our Chief Executive has agreed to participate in this rota.
- 3.2 The Executive will recall that at their meeting of the 27 April 2003 they agreed that the Association of Local Government (ALG) resolution vested the 'London Local Authority Gold Chief Executive' with the necessary powers to act on behalf of all London local authorities, which would include the power to incur expenditure in the event of a Catastrophic Incident.
- 3.3 Until recently whenever Chief Executives were on a two week call-out period they were supported by their administrative officers, the Emergency Planning Manager and their own Communications Centre which would act as the London Local Authority Control Centre (LLACC). All staff would also be on call for the two week period. Some boroughs do not have the same 24 hour facilities as provided by this Borough in the Communications Centre and so representation was made to the Office of the Deputy Prime Minister to identify funding to enable a LLACC to be set

up ready to be activated if required. The Control Centre is in Clapham and will, on a day to day basis, be used as the Headquarters for the Emergency Planning Team of the London Fire and Emergency Planning Authority now that they have moved out of their site on the Albert Embankment.

- 3.4. A new protocol is being developed on command and control functions that will operate across London local authorities in the event of a Catastrophic Incident. It is expected that in future, Chief Executives on the rota will be supported by up to four staff to assist them and that the LLACC will be staffed from local authority officers from across the whole of London. The number of people required in the LLACC is expected to be around 15 to 20 on each shift.
- 3.5. In addition to the LLAG rota, the LRT will soon institute a Recovery rota on a similar basis. The role of the Chief Executive on this rota will be to look ahead to when the Catastrophic Incident itself has been dealt with and to start the preparations for the return to normality.
- 3.6. If every Chief Executive in London volunteers to join both rotas, the time on call should be one fortnight in every 33 weeks. However, all selected officers could be called upon at any time to assist a LLAG or to staff the LLACC for the duration of any Catastrophic Incident.

#### **4. Training**

- 4.1 Since last summer the EPCCM and the AEPO have run several in-house Emergency Planning Training courses. These courses are aimed at all volunteer managers who are named in the Emergency Plan. One of the most important groups to attend this training has been the volunteer Local Authority Liaison Officers (LALO). These people will be the first to respond to any Major Incident in the Borough and to act as the liaison point between the Local Authority and the Emergency Services.
- 4.2 The Women's Royal Volunteer Service provide Rest Centre training which is accredited by the Institute of Leadership and Management and one of these courses has been booked with another one proposed for later in the year.
- 4.3 The Emergency Planning College at Easingwold provides training in specific areas and The Head of Strategy and Support Services for the Department of Regeneration and Environment, recently attended the Chief Executives' training course.
- 4.4 The London Fire and Emergency Planning Authority have an obligation to provide emergency planning training for local authorities and this is currently being concentrated on Chief Executives who are part of the rota - either in small groups or on a one-to-one basis.
- 4.5 A cross-London training group has been set up comprising Emergency Planning Managers from the five Local Authority Mutual Aid groups as well as a representative from the London Fire and Emergency Planning Authority. The aim of the group is to agree pan-London training for all who will be required to attend a Catastrophic Incident.

## **5. Council's Emergency Plan**

- 5.1 Work has been ongoing to keep the plan updated in line with current thinking. The main body of the Plan itself has been reduced and replaced by Action Cards detailing the specific actions to be taken by specific roles during a Major Incident.
- 5.2 The content of the Plan with the exception of contact information has been placed on the Council's Intranet and also on the website. Comments have been received from other Local Authority Emergency Planners on how good it is and how they have used parts of it.
- 5.3 The website will also form a major part of our new remit to 'Warn and Inform' the Public.

## **6. Equalities Impact**

- 6.1 During the construction and development of the Emergency Plan, equalities issues have been identified and work is ongoing with the faith forum to ensure all cultural issues are addressed.

## **7. Consultation:**

- 7.1 The following were consulted

Lead Member:

Access and Inclusion, Councillor McCarthy

David Waller, Interim Head of Finance, DRE  
London Emergency Planning and Fire Authority

## **8. Background Information**

- Chief Executives' Circular from Association of London Government, 19 December 2003
- Minute 376; Executive meeting 27 April 2004; Emergency Planning – Local Government Gold Resolution
- Civil Contingencies Act in full - <http://www.legislation.hmso.gov.uk/acts/acts2004/20040036.htm>
- Civil contingencies Act – Short guide – [www.ukresilience.info/ccact/1decshortguide.pdf](http://www.ukresilience.info/ccact/1decshortguide.pdf)
- London resilience Team - <http://www.ukresilience.info/londonprepared/resilienceteam/index.htm>