



Havering
LONDON BOROUGH

OVERVIEW AND SCRUTINY BOARD

Subject Heading:

Emergency Planning and Resilience Assurance

SLT Lead:

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Policy context:

This work falls under the council's new resources stream of work. Corporate and Community resilience is an enabler and supports the delivery of People and Place Priorities and activities that have been set out in the new Vision and Corporate Plan.

Financial summary:

There are no financial implications related to this decision

The subject matter of this report deals with the following Council Objectives

People: What matters to our residents	[X]
Places: What's important for our Borough	[x]
Resources: A well run council that delivers for People & Place	[x]

SUMMARY

Purpose of this Report

This report provides an introduction to, and overview of the Council's Emergency Planning arrangements, and a "self-assessment" of the council's current activity in relation to emergency preparedness and resilience against the London Resilience Standards which is the "benchmark" standard for all London Boroughs. The report enables the Overview & Scrutiny Board to scrutinise and identify any recommendations that they may wish to make to Cabinet, or other key lines of enquiry they may wish to undertake or ask the People or Places Sub-Committees to consider on their behalf.

Whilst it is recognised that officers have a professional responsibility in all designated and prevention activities, elected members have a vitally important Community Leadership role. This dynamic is an important balance to be achieved, to ensure the best outcomes are realised in each incident.

The London Borough of Havering is committed to the resilience of the council and that of the borough, and in the outcomes, we are delivering to improve the lives of our residents.

We have clear political and managerial leadership to deliver to a high standard against the London Resilience Standards. We work actively across London and in the northeast of London to support our own organisation in being prepared, able to respond to and recover from incidents. We have a 'can do' attitude in Havering and work together, both internally within the Council and with our Category One Responders such as the Police and Fire Service when needed by our residents.

RECOMMENDATIONS

The report is for discussion and review by the Overview and Scrutiny Board.

The Board is asked to identify any themes for further enquiry or recommendations it wishes to make to the Cabinet.

REPORT DETAIL

This report is divided into four sections:

Section One - Introduction and the statutory requirements placed upon Havering
Section Two – The London and National Context and how this aligns with Havering's Plans

Section Three - An update of the current emergency preparedness and resilience against the London Resilience Standards.

Section Four - Conclusion

Section One - Introduction and the statutory requirements placed upon Havering

1.1 This report provides an overview of the requirements and arrangements in place and acts as a precursor to the Havering self-assessment in relation to the Resilience Standards for London (RSL) as part of the wider Assurance Framework for London Local Government which needs to be delivered by the end of December. This assessment provides assurance both in regards to the Council's Emergency Planning function and the collaboration with other statutory Category responders and partners.

Context

Statutory Requirements

1.2 Under the Civil Authorities Contingency Act 2004 the Council is defined as a "Category One Responder", and is required to have emergency and business continuity plans and cooperate with other Category 1 Responders in our resilience area (London) in regards to Emergencies.

According to the Civil Contingencies Act 2004, Category 1 Responders shall:

- Maintain plans for the purpose of ensuring, so far as is reasonably practicable, that if an emergency occurs the person or body is able to continue to perform his or its functions
- Maintain plans for the purpose of ensuring that if an emergency occurs or is likely to occur the person or body is able to perform his or its functions so far as necessary or desirable for the purpose of:
 - preventing the emergency,
 - reducing, controlling or mitigating its effects, or
 - taking other action in connection with it.

1.3 This means in practice that there is a statutory duty for the Council to have an emergency plan to prevent and / or respond to emergencies in the community, and business continuity arrangements to maintain the delivery of its functions, whilst responding to the emergency.

Definition of an Emergency

1.4 The Civil Contingencies Act defines this 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'*.

1.5 The threat to human welfare is an emergency only if it involves, causes or may cause:

- 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, or
- Disruption of services relating to health.”

Definition of a Major Incident

1.6 The Emergency Services continue to use the expression, ‘Major Incident’, which is defined as: ‘An event or situation with a range of serious consequences which requires special arrangements to be implemented by one or more emergency responder agency’.

Emergency Plan Command & Control structures in relation to the Emergency Plan:

1.7 The command and control structure of the Council in response is succinctly identified as:

- Gold (Strategic)
- Silver (Tactical)
- Bronze (Operational)

The Aim & Objectives of the Emergency Plan is:

1.8 To define the command, control, coordination and communication arrangements of the Council in the event of an emergency response in Havering. The objectives of the Emergency Plan are:

- To define the Council’s responsibilities in an emergency in accordance with the Civil Contingencies Act 2004 and other relevant legislation and guidance.
- To detail the response roles of key Council responders.
- To define the mechanism for activating the Emergency Plan and the response arrangements.
- To outline the command and control arrangements that will be adopted by the Council for an emergency response.
- To describe how the Council’s emergency response and recovery processes will be activated.
- To provide a source of information and reference to those with key roles in the emergency response of the Council.

1.9 Role of the Local Authority in an Emergency and the purpose of the Council's emergency response is: '

- To provide an effective and coordinated Council response to an emergency affecting the community, in support of the combined multi-agency response, in order to manage the immediate effects of the emergency, mitigate the impact of the emergency – especially on the vulnerable - and hasten the return to normality through the recovery process.

1.10 The role of a local authority during an emergency may be summarised as:

1.11 Supporting the emergency services and other organisations involved in the immediate response, including:

- Assistance in the evacuation of the local community.
- Provision of premises for reception centres.
- Clearance of debris and restoration of roadways, provision of engineering services and emergency signing.
- Structural advice, and making safe or demolition of dangerous structures.
- Provision of a Temporary Mortuary.
- Communicating with the Public.

Humanitarian Assistance

1.12 Providing support services for the community and others affected by the incident. This could include:

- Provision of Emergency Rest Centres, with food and beverages, beds, and welfare services.
- Provision of a physical Humanitarian Assistance Centre for the dissemination of information and support to those affected by the emergency.
- Provision of emergency sanitation and hygiene services.
- Re-housing of those made homeless, in both the short and long term. Inspection of housing.
- Environmental health management.
- Implementation of measures to control the spread of disease.
- Clearance and mitigation of pollution incidents.
- Enabling the community to recover and return to normality as soon as possible.

Section Two – The London and National Context and how this aligns with Havering's Plans

The London Context

2.1 On behalf of the Mayor of London, Greater London Authority, Local Authorities and London Fire Brigade, "The London Resilience Forum " coordinates institutions and communities to prevent, handle, recover and learn from disruption, and adapt to change; to ensure London survives and prospers.

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2.2 The “London Resilience Forum” (LRF), 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, of which Havering is part of.

2.3 More than 170 organisations make up the London Resilience Partnership. To make sure the views of all organisations can be effectively represented at the London Resilience Forum, work is conducted by a series of specific groups and sector panels which report into the main forum.

2.4 As well as the London Resilience Forum, each local authority area maintains a Borough Resilience Forum. These local arrangements enable local cooperation and information sharing.

2.5 In 2018/19, the LRF adopted a set of eleven resilience standards designed to lead to good outcomes and leading practice whilst supporting compliance with the Civil Contingencies Act 2004. The content within each standard has been drawn from national government guidance and legislation, LGA guidance, London specific guidance and other publications and reports; examples include relevant British Standards and the Kerslake report (Manchester Arena Incident Review).

2.6 All London Councils are required to provide a “position statement” also known as a self-assessment against these by the end of December 2022. This report has used that framework as the basis of providing a current “Position Statement” as that will be the standard to be achieved and assurance of the Councils Response and Planning.

National Covid-19 Public Inquiry underway

2.7 The UK Covid-19 Inquiry has been set up to examine the UK's response to and impact of the Covid-19 pandemic, and learn lessons for the future.

2.8 The Inquiry is chaired by Baroness Heather Hallett, a former Court of Appeal judge. The Inquiry has been established under the Inquiries Act (2005). This means that the Chair will have the power to compel the production of documents and call witnesses to give evidence on oath.

2.9 The Chair was appointed in December 2021. Following a public consultation, the Chair wrote to the Prime Minister to recommend changes to the draft Terms of Reference. The final Terms of Reference were received in June 2022.

2.10 As part of phase one all London Councils were required in November 2022 to complete an online survey regarding their Emergency Planning prepared for that. It is unclear which Council/s may be called as “witnesses” as part of that process. Havering Councils survey responses are in-line with our arrangements as set out in this report.

Arrangements within Havering Council

2.11 Currently the guidance and co-ordinating responsibility lies within the Communities Team under the Head of Communities. The major emergency plan is reviewed in light of the London resilience Forum guidance and are available for the public on the internet via the following link

[https://www.havering.gov.uk/downloads/file/2841/what we do in an emergency - havering major emergency plan](https://www.havering.gov.uk/downloads/file/2841/what-we-do-in-an-emergency-havering-major-emergency-plan)

2.12 The Team is made up of three officers that have undertaken the recommended training by the Cabinet Officer, Emergency Planning College at Easingwold, Yorkshire. This course is an in-depth introduction to emergency planning, business continuity, risk management, community resilience etc. The post of the Corporate and Community Resilience Manager, remains vacant awaiting realignment under the Target Operating Model Review, after the substantive post-holder left in October. The post will be filled as a matter of urgency once realignment takes place under the TOM.

2.13 The Emergency Planning team are the first point of contact through the Local Authority Liaison Officer (LALO) when an incident is notified to us out of office hours should the emergency services require assistance. The Havering Emergency Planning Officer call out list ensures that there is an availability to respond to major emergency calls from the emergency services 24 hours a day, 365 days a year.

2.14 A Havering Emergency Planning Officer will activate and co-ordinate an appropriate council-wide response to major incidents. This could include engaging others to set up rest centres and cordoning off roads.

2.15 The Emergency Planning Team liaise with the LALO on call and other category one responders and command structure and services and undertake a post incident debrief, that feeds back into the Plan, review and redo approach.

2.16 The table below sets out the number and nature of incidents the EP team has been involved in over the past five years

Date	Type of Incident	Address (if a/v)	Area
04/03/2018	Explosion	Farnham Road Post Office	Romford
17/04/2018	Chemical spill	Olive AP Academy (formerly Robert Beards Youth Centre)	Hornchurch
29/04/2018	Fire - Bin chute	Dryden Towers	Harold Hill
05/05/2018	Email threats	Hacton, Squirrels Heath & Elm Park Schools	Borough-wide
09/09/2018	Fire	Brook Lodge, Medora Road	Romford

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06/02/2019	Operation Scotney		Harold Hill
06/07/2019	Fire	Launder's Lane	Rainham
27/07/2019	Fire	Rosewood Avenue, Elm Park	Hornchurch
08/08/2019	Fire	Goldfinch House, Raven Close	Romford
22/01/2020	COVID-19		Borough-wide
15/08/2020	Flood	Lambs Lane North, Brookway and various addresses	Rainham
16/08/2020	Fire	Uphavering House, Parkhill Close, Hornchurch	Hornchurch
02/10/2020	Flood	Abbs Cross Lane	Hornchurch
14/01/2021	Flood		Borough-wide
24/03/2021	Leak	Braeburn House, Orchard Village	Rainham
25/06/2021	Flood		Borough-wide
18/02/2022	Storm		Borough-wide
19/07/2022	Fire	Drapers Court, Mavis Grove	Hornchurch
19/07/2022	Fire	Wennington	Rainham
10/08/2022	Fire	Queens Moat House, St Edwards Way	Romford
08/11/2022	Fire	6 St Edwards Way	Romford

2.17 As can be seen by the table, the severity of the incidents has increased this year with the Wennington Fires being classed as a major incident.

2.18 In-line with the statutory and LRF, the Councils has the following key plans:

Theme	Emergency Preparedness through capability development				
Individual Work streams	Outcome	Deliverables	Milestone	Responsibility	Status
HBRF capability and plan development	LBH to provide the lead agency role of developing capabilities/plans as per the London Partnership Work plan – updated every 3 years unless specified or significant changes required.	Mass Evacuation	2021-23	LBH Corporate and Community Resilience Team (CCRT)	Completed January 21
		Mass Shelter (combined with Shelter)	2021-23		Completed January 21
		Excess Deaths	2021-23		Completed Feb 21
		Major Emergency Plan (<i>updated yearly</i>)	2022		Completed Sept 22
		Recovery Management Plan	2021-23		Completed February 21
		Corporate Business	2022-23		Due February 23 -

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		Continuity Plan (updated yearly)			
		Humanitarian Assistance Plan including Rest Centre	2022-23		Updated Rest Centre Plan due December 2022. HA plan due December 2023
		Flogas COMAH Plan (LRG Responsibility)	Overdue		LRG completing this and should be signed off by end of 2022
		Structural collapse, response and recovery	2021-23		Completed July 2021
		Mass Fatalities/DDM	2022-23		DDM Plan with stakeholders for sign off by the end of 2022
		Multi-agency Flood Plan	2022-23		Due 2025 – but update after Flood exercise in March 2023
		Outbreak of a notifiable animal disease	2022-23		Completed Dec 21
		Pandemic Influenza Plan	2022-23		Ongoing work to include Pandemic learning.
		Water Supply Disruption Plan	2021-22		Due 2022

Risk Management Focus

2.19 The Councils Corporate Risk Register carefully considers this key duty and includes a risk that considers and mitigates the probability and impact of “Major system, supplier, external infrastructure failure or natural disaster” (HAV006). Majority of the mitigations relate to the plans held by the Emergency Planning team, including the:

- Major emergency plan in place within organisation to mitigate the initial impacts of these types of events.
- Corporate Business Continuity Plan and individual service area Business Continuity Plans held and updated by services.
- Corporate Business Continuity Plan outlines critical service for initial priorities with included service time scales.
- Individual incident plans for specific scenario for example, Multi-agency flood plan, Excess Deaths Plan, Severe Weather, etc.
- Regular updates of plans and testing and exercising associated risks

2.20 Additionally, there is a Cyber, Information Governance and Technology Risk (HAV002), that considers and mitigates the impact of a criminal act, experienced

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most recently by Hackney Council. Which would see the Emergency and BCP activated.

2.21 A key mitigation in all Emergencies is effective Business Continuity Planning and regular exercise/simulations that provide a continuous plan, review and redo approach.

Planned Exercises externally and within the council

1. "Power-cuts" – this will be undertaken in line with LRF guidelines imminently
2. "Flooding preparedness" will be undertaken in March 2023.
3. Business Continuity Plans will be refreshed in February 2023

Preparation for those

2.22 SLT and CLT Leadership took part in a Cyber Attack case-study session on 22 November 2022, based on the recent lessons learnt from the London Borough of Hackney. This was prioritised as it directly impacts on loss of data and access to systems, which are issues that arise from current live issues (Power cuts and Cyber Attacks).

2.23 Services will use this learning to undertake their annual review of their BCPs in February to ensure they remain current ahead of that. See 3.48 for a full list of exercises.

Organisational assurance and scrutiny undertaken

2.24 Every major incident has a "hot-debrief" following an incident and a full de-brief a few weeks later that informs our planning and approach.

2.25 Following the activation of the Council's Emergency Response arrangements for covid-19 in March 2020. In October 2020, the Overview & Scrutiny Board established a Topic Group to review the impact of the COVID pandemic and the Council's emergency planning response to it.

The Scope of the Scrutiny Topic Group review:

2.26 The focus was on the Council's emergency planning arrangements and the operation of its Command Structure. It therefore concentrated on the following key areas:

1. Review the Council's influenza-pandemic plan and develop an understanding of the Council's Command structure. Challenge and review planning assumptions contained within the plan (was the response proportionate to the risk);
2. Understand and explore the relationship between the Command structure and the Borough Resilience Forum; a. With reference to the Community Resilience Development Framework, was there sufficient support for individuals identified at

being of greatest risk? How are we doing it and what worked well/not so well (lessons learnt) b. Promotion of the pandemic plans/Command responses into Member organisations from the business and voluntary sector. How was it communicated and were there any areas for improvement? c. Was the Resilience Plan tested pre-Covid? If so, what were the improvements gleaned from it?

3. Communication roles between Command, the Resilience Forum and elected Members. How the council communicated government guidance on responding to the pandemic and impacts on service provision.

2.27 Scrutiny Findings

- The rapid transition into an emergency planning situation and the mobilisation of the associated pandemic plans and Command Structure demonstrated to the Topic Group that emergency planning was firmly embedded practice in the Council.
- Testing of emergency plans is undertaken as a routine practice. The current emergency plans were tested in April 2019. This reinforces the above statement that emergency planning arrangements are well established amongst the officer cohort.
- The scale and longevity of the pandemic has exceeded all previous pandemic planning scenarios. For example, lockdown restrictions had not previously featured in any pandemic planning. Emergency plans have therefore been modified throughout key stages of the pandemic, however the core of the Command Structure and the governance framework which supports it has remained intact and effective.

Section Three - An update of the current emergency preparedness and resilience against the LRF Standards.

3.1 This section gives Members an overview of the proposed Resilience Standards for London local government and our self-assessed position statement against them.

The Resilience Standards for London

3.2 The Resilience Standards for London (RSL) were launched in 2019. These are the independent way in which the organisation is assessed for resilience and preparedness around Emergency Planning. This comprises of eleven standards that are designed to both provide assurance and also to drive continuous improvement across the full range of this area of work: from senior leadership and organisational culture to emergency response to recovery and building community resilience.

3.3 Each standard is comprised of a desired outcome which is complemented by a summary of legal duties, good practice guidance and links to supporting documentation.

3.4 There is no requirement to submit an assessment against all standards but rather each borough will need to produce a position statement highlighting strengths as well as areas identified for improvement.

3.5 Resilience Standards and position statement

Standard 1 Risk Assessment

3.6 Desired Outcome: The council has a robust and collectively understood assessment of the most significant risks to the local area, based on how likely they are to happen and what their impacts might be. This information is used to inform a range of risk management decisions, including the development of proportionate emergency plans and preparations.

3.7 Position Statement: Havering has a robust understanding of the risks associated to the council and its local area. The Council has a comprehensive internal corporate risk management process, including a Corporate Risk Register containing the risks to the Council along with mitigation and controls. The Corporate Risk Register with specific risks as threats being managed by the Council's Corporate and Community Resilience Team. This risk register is updated regularly and discussed quarterly with the Director of Strategy, Policy and Transformation.

3.8 The Havering Borough Resilience Forum (HBRF) oversees the Havering Borough Risk Register, which is available publicly online, and is updated subject to regular review by the HBRF Risk Assessment Working Group (RAWG) and are localised based on the ongoing National Risk Assessment and the London Risk Advisory Group (LRAG) process along with incorporating lessons identified following emergency events we have had in the Borough such as flooding and the Wennington Fire in July this year.

3.9 Both these risk management approaches take on a planning assumption approach to identify potential consequences to suit the dynamic modern urban risk environment in London.

3.10 Areas of Focus and Improvement:

- Update the Borough Risk Register to make a more publicly facing document in order to communicate risk
- Widen the Havering Borough Resilience Forum to additional Council representatives (e.g. subject matter experts).

Standard 2 Governance Arrangements – Political Leadership

3.11 Desired Outcome: A council that operates with effective political governance which enables the organisation to meet their duties under the Civil Contingencies Act, and to achieve local resilience objectives.

3.12 Position Statement: An 'away day' took place in July 2022 to brief the new Cabinet on Emergency Planning and Resilience. They were briefed on a fictional emergency involving flooding with the Leader taking the role of the LALO.

3.13 Havering Council has a well-established scrutiny function, which has facilitated Elected Members to challenge Contingency Planning arrangements. Overview and Scrutiny Committee meetings have reviewed past incidents that have affected London and Havering alongside the Councils level of preparedness and response. This has included the ongoing issues regarding Launderers Lane.

3.14 Areas of Improvement:

- Members to be offered a greater range of training on Emergency Planning and Resilience matters once the proposed Target Operating Model is in place.
- The principles of a 'Councillor's Guide to Civil Emergencies' as produced by the Local Government Association to be embedded in our future training and development programme for Members. Consultation with Members will take place on the best way to embed this. This is contained as Appendix A

Standard 3 Managerial Leadership

3.15 Desired Outcome: A council that operates with managerial leadership that drives the emergency planning and resilience agenda across the organisation. The organisation meets their duties under the Civil Contingencies Act and achieves local resilience objectives.

3.16 Position Statement: The Corporate and Community Resilience Team (CCRT) coordinates all resilience activities across the Council, including duties under the Civil Contingencies Act (2004) for Emergency Preparedness, Response and Recovery (EPRR), Business Continuity Management (BCM), Organisational Resilience and other supportive functions across the Council. The CCRT actively supports other teams working in collaboration with them to share expertise in order to deliver a shared goal; a more resilient Borough for the community.

3.17 Resilience and contingency planning matters are regularly discussed on the Senior Leadership Team (SLT) Agenda. The council has clear pathway and channel to escalate and disseminate alert and risk critical information.

3.18 Areas for Improvement

- Greater involvement of the Corporate Leadership team in the corporate and community resilience agenda. Training is needed for this to ensure mainstreaming of the agenda further.
- Encourage service leads (Assistance Director or Head of Service) to undertake training such as the role of Rest Centre Manager to strengthen the pool of competent leader to take charge during an emergency.

Standard 4 Culture – Organisational Engagement

3.19 Desired Outcome: The council has a positive culture towards Emergency Planning and resilience which is embedded and seen as everyone's business. Capacity and resilience are developed across the organisation ensuring the responsibility of plans and decision making is at the appropriate level, building experience and knowledge across the organisation.

3.20 Position Statement: The CCRT has established clear partnership and arrangements with all service areas during an emergency response, including out-of-hours and on-call teams. The CCRT works closely with the Council Communications team to ensure time-critical information in a disaster is shared internally and externally. The Council has strengthened its team of Local Authority Liaison Officers (LALO) in 2022 to a total of 9 officers and continued to develop staff capable of taking up the role of LALO.

3.21 There is engagement in training exercises including those run by London Resilience Group and local interventions. The local interventions have included terrorist attacks and flooding in recent years although 'live' interventions have been curtailed in recent years. An exercise concentrating on flooding is currently being planned for 2023.

3.22 Areas for improvement:

- Develop an Organisational Resilience Strategy, aligning to ISO 65000
- Further ongoing consultation and collaboration with staff and partners around resilience
- Develop with partners a full range of exercises post covid-19

Standard 5 Organisational Plans and Procedures

3.23 Desired Outcome: The council has risk-based emergency plans which are easy to use, clearly understood, and exercised set of arrangements to reduce, control or mitigate the effect of emergencies in both the response and recovery phases.

3.24 Position Statement: The London Borough of Havering has a range of contingency plans in the form of generic, specific and multi-agency plans. The overarching plan is the Havering Major Emergency Plan which is updated regularly and subject to approval via the Senior Leadership Team through the Executive Decision process.

3.25 The Havering Major Emergency Plan forms a strategic document, owned by top management in order to provide a flexible and robust emergency management framework under which the Council, working closely with resilience partners, can provide an effective and efficient response to major emergencies in Havering, and in support of other London Boroughs when requested. This document, and the response structures featured form the necessary capacity in order to respond to any event or situation that occurs or threatens to affect the organisation or community.

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3.26 This includes clear activation and notification systems along with robust command, control and coordination structures.

3.27 Beneath the Havering Major Emergency Plan exists a range of specific contingency plans driven by risk assessment and planning assumption requirements based on regional and national guidance, standards and supporting information such as lessons capture and good practice. These specific contingency plans are designed to deal with a range of emergencies and include all top identified risks such as flooding.

3.28 After each emergency there is a strategic debrief and lessons identified against processes contained within the Havering Major Emergency Plan, and formal debrief meetings are held with subsequent reports/actions/recommendations are shared across the partnership following any significant incident.

3.29 To underpin all the Emergency Preparedness, Response and Recovery capabilities, Havering has a comprehensive Business Continuity Management programme to ensure that the organisation can effectively adapt and react to business disruption in order to react to stresses that are placed on the Borough. For example, there is a specific piece of work taking place now by the Transformation Team to enhance cyber security. Business Continuity Plans are updated in February each year as part of an annual cycle.

3.30 Areas for Improvement:

- Ensure that learning from major incidents is constantly taken on board as quickly as possible and transferred to other situations as they occur

Standard 6 Resources, Roles and Responsibilities

3.31 **Desired Outcome:** The council has sufficient resources in place to support emergency planning and organisational resilience arrangements and has the ability to scale up staff resources, not only to support the response and recovery, but also to maintain the delivery of business-critical services.

3.32 **Position Statement:** The Council's priority is to ensure that our residents, businesses and community are supported in an emergency and the appropriate resources are made immediately available and remain scalable and sustainable for as long as required.

3.33 The Council's role and responsibility is clearly defined and explained in the Havering Major Emergency Plan (MEP) and accompanying Emergency Planning Policy. Within the MEP are the relevant Command, Control and Communication (C3) chapters that illustrates the structures around how as an organisation we stand up and respond to an emergency, aligned to London Local Authority Standardisation.

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3.34 We have a clearly defined 'Council Gold' strategic role and accompanying rota system in place and all members of the Council Senior Leadership Team (SLT) are experienced in being on call during emergencies. Alongside we have the Local Authority Liaison Officer (LALO) and 'Second' On-Call Emergency Planning Officer to undertake the 'Council Silver' tactical response, both 24/7/365. There are other operational council teams who support this, for example Corporate Communications team who can effectively communicate, respond and form statements for the public, media and social media during and after an emergency.

3.35 Robust arrangements are in place for the Leader of the Council, Cabinet Members and Ward Councillors to be notified of an incident affecting Havering, as appropriate 24/7/365. Cabinet Members have undergone a recent training pilot in order to illustrate their role and the role of the Council in an emergency.

3.36 Havering has a fit for purpose Borough Emergency Control Centre (BECC) dedicated to forming the nerve centre of the response during an emergency. This is located in TR1 of the Town Hall and houses all the equipment required under the Resilience Standards for London. The facility and its equipment are regularly tested and exercised via scheduled maintenance, command-post exercises, training events and real incidents. Since COVID-19, staff are also trained to set up a BECC and Rest Centre virtually.

3.37 Recent training events, exercises and incidents have successfully tested these arrangements. Whilst we do have trained and experienced staff, issues such as volunteer recruitment, retention and remuneration do exist.

3.38 Areas of Focus and Improvement

- In order to meet the designated Resilience Standards for London of 48-hour response capability without support from other Boroughs, more resource is needed as we battle against the effect of climate change. This year has seen more emergency incidents than most previous years.

Standard 7 Partnerships

3.39 **Desired Outcome:** The council demonstrates a high level of partnership working and interoperability between itself and all emergency responder and supporting organisations, as a means to ensure an inclusive, collaborative approach to Integrated Emergency Management.

3.40 **Position Statement:** The London Borough of Havering chair and provide the secretariat function for the Havering Borough Resilience Forum (HBRF), facilitating a meeting on at least a biannually basis. The meeting is open to all Category 1 and 2 Responders along with other supporting partners forming a group of local and regional representatives that can actively discuss, make decisions and engage in strategic discussions about local resilience matters. Attendance is pleasingly high from a multitude of partners.

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3.41 The HBRF is the custodian of the Havering Borough Risk Register, this document along with the risks contained are subject to regular review by the HBRF Risk Assessment Working Group (RAWG) and are localised based on the ongoing National Risk Assessment and the London Risk Advisory Group (LRAG) process along with incorporating lessons identified following emergency events.

3.42 Future resilience challenges affecting the Borough are often discussed at various fora, meetings and engagement events that include representation from resilience partners and Havering Council and often include discussion items such as sustainability, flood risk management, climate change and extreme weather.

3.43 The Council chair the CONTEST Board and also oversees the multi-agency event Safety Advisory Group (SAG) which regularly meets to discuss the safe delivery of local events in the Borough and has a wide council service and multi-agency representation.

3.44 Areas of Focus and Improvement:

- Review the governance and reporting lines of the Havering Borough Resilience Forum locally
- Enhance HBRF multi-agency training and exercising programme with greater input from partners
- Continually enhance partnership working practices across the organisation ensuring that resilience matters are a priority and regularly discussed, such as with the business and voluntary sector

Standard 8 Training, Exercise and Evaluation

3.45 **Desired Outcome:** Members and officers across the organisation are competent to fulfil their roles in emergency preparedness, response and recovery. The council develops and assures their resilience capabilities and arrangements through an exercise programme that is risk-based. Lessons learned from previous exercises and incidents have been identified and plans modified accordingly.

3.46 **Position Statement:** A comprehensive training and exercising programme in Havering is in place, and ever evolving to accommodate new standards, guidance, best practice and initiatives. The current training programme is still developing to encompass new roles as part of the Local Authority Standardisation being rolled out across London.

3.47 In addition, new training and exercising initiatives are underway in Havering to ensure that all Emergency response roles are given suitable access to training on a regular basis to ensure sufficient people are trained and competent in their roles (e.g. Rest Centre Manager and LALOs). It is acknowledged there are always some training gaps and both the availability and frequency of training and exercising offered can be always be improved upon and will be reviewed and addressed once the new Council structure is in place. The Corporate and Community Resilience team plans on working towards delivering a more structured less reactive annual

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training and exercising plan, that will in the future incorporate lessons from recent major incidents.

3.48 The list below gives a synopsis of what exercises have taken place over the last five years and what partners were involved.

- Exercise Connects 2017, Communications drill: LRG, NE boroughs
- Exercise Safer City 2017, Table-top Severe Weather drill
- Exercise Atantis 2017 Table-top Flood drill: MPS, LFB, NELFT, EA, Met Office, Red Cross
- Exercise Connects 2018, Communications drill: LRG, NE boroughs
- Exercise Safer City 2018, Table-top Counter Terrorism drill
- Exercise Exodus 2018, Table-top Terrorist attack drill: MPS, LFB, NELFT, LAS, BHRUT, NHSE, E&S Water, Salvation Army
- Exercise Safehouse 2018, Live Marauding Terrorist Attack drill: MPS, LAS, Romford Night Time Economy
- Exercise Contagion 2019, Table-top Influenza Pandemic drill: MPS, LFB, NELFT, PHE, BHRUT, Red Cross
- Exercise Safer City 2019, Table-top Water disruption drill
- Exercise Matattack 2020, Live Marauding Terrorist Attack drill: MPS
- Cross Border Outbreak 2020, COVID-19 drill: NE boroughs
- Exercise Cybattack 2021, Table-top Cyber attack drill
- Exercise Connects 2021, Communications drill: LRG, NE boroughs
- Exercise Connects 2022, Communications drill: LRG, NE boroughs

3.49 Havering has a comprehensive evaluation process leading to post exercise reports, and similarly operational incidents are debriefed in a timely manner, where lessons learnt and recommendations are being actioned.

3.50 It should be remembered that when real incidents such as flooding and fires caused by heatwaves take place, there is less need for exercising as the Council and partners need to deal with real life emergency situations.

3.51 Areas of Focus and Improvement:

- Deliver an updated more structured annual Training and Exercising programme to include all response roles
- Continue to explore joint training and exercising opportunities with other East London Boroughs
- Arrange Elected Member Training opportunities

Standard 9 Business Continuity

3.52 **Desired Outcome:** The council is able to demonstrate a high level of resilience in their priority functions and emergency response and recovery capabilities.

3.53 **Position Statement:** Havering has an established and robust Business Continuity Management (BCM) programme in place and a policy that outlines the

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requirement for Directors, Heads of Service and Team Leaders to have current BCM plans in place which are communicated and understood within their teams and tested with a scenario-based exercise. Corporately, the current BCM lifecycle allows all services to refresh their agreed BCM plans and procedures at least annually, or more often such as following learning from an exercise, incident or the release of any new guidance or requirement.

3.54 The Corporate Community and Resilience Team supports the organisation by coordinating the annual BCM programme, driven by the Director of Strategy, Policy and Transformation and approved by the Senior Leadership Team (SLT) and the Chief Executive.

3.55 The BCM programme outlines the process in which BCM is embedded across the organisation, agreed by top management through to Directorate summaries and Service level Business Continuity Planning. Overall, this approach to BCM is discussed at SLT every year and is collectively owned by them and the Corporate Leadership Team (CLT).

3.56 Areas of Focus and Improvement:

- More work needs to be done when a service is outsourced to ensure there is no service delivery gap if an emergency occurs
- Consider embedding Business Continuity into annual service planning

Standard 10 Community Resilience

3.57 **Desired Outcome:** The council has a strategic and coordinated approach to activity that enables individuals, businesses, community networks and voluntary organisations to behave in a resilient way and act to support other members of the public. Community resilience considerations and the voluntary capabilities of all these partners are integrated into existing emergency management plans.

3.58 **Position Statement:** Havering Council continues to promote and engage with annual campaigns that relate to community resilience, safety and awareness of risks in the Borough. These include winter readiness, heatwave advice etc.

3.59 The Community and Corporate Resilience Team have engaged with groups such as the Compact Forum that represents the Community and Voluntary Sector so they are aware of risks such as flooding.

3.60 The Havering Volunteer Centre continues to be a great support throughout recent events such as COVID-19 (arranging volunteers for test and vaccination centres) and Wennington fire (the setup of a centre for physical donations and its subsequent transfer to Romford).

3.61 Areas of Focus and Improvement:

- Develop a Havering Community Resilience Strategy
- Develop spontaneous volunteering and arrangements

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- Further ongoing consultation and collaboration with voluntary, business and community networks
- Explore a database of community volunteers, resources and expertise available

Standard 11 Recovery Management

3.62 Desired Outcome: The council has robust, embedded and flexible recovery management arrangements in place to support the rebuilding, restoring and rehabilitation of the community following an emergency. Arrangements clearly link and complement emergency response arrangements, enable the smooth transition from response to recovery and support collective decision making to initiate, inform, resource, monitor and ultimately closedown the recovery phase of emergencies.

3.63 Position Statement: Havering Council has robust recovery management arrangements in place. This can be seen both with COVID-19 and the recent Wennington Fires with the smooth transition from response phase to recovery phase in each of these major incidents.

3.64 Havering has established recovery management plans in place that have been tested, exercised and used in several incidents over the years. The Havering Major Emergency Plan details the strategic recovery and restoration to 'relative' normality process and illustrates in detail how the longer-term activity of rebuilding, restoring and rehabilitating the community is undertaken.

3.65 Built into all emergency and business continuity plans and procedures in Havering, recovery management is a process that initiates at the earliest possible stage during an incident and formally starts when the situation has been stabilised. All information and media management are undertaken by the Corporate Communications Team.

3.66 Areas of Focus and Improvement:

- Continue to incorporate lessons identified from historic incidents into the Recovery Strategy documents
- Develop and enhance stronger relationships with private, charity and community organisations
- Create a recovery checklist

Section Four - Conclusion

4.1 Going forward, the focus of the team is likely to be cost of living, climate change, power outages, flooding, winter storms, cold weather alerts and other seasonal pressures. Plans are already underway to address these.

4.2 These standards should be seen as part of a broader assurance framework for the council, with the aim of continually improving performance across its emergency planning and resilience activities.

4.3 It is anticipated that the increasing future need will require additional resources, which will be considered as part of the TOM work outlined in the Chief Executives report to Cabinet on the 9th November 2022.

4.4 This work has already started with an increase of number of Local Authority Liaison Officers (LALOs) being increased from seven to nine.

IMPLICATIONS AND RISKS

Financial implications and risks:

There are no financial implications associated with approving the Council's Emergency Planning & Resilience arrangements. However, the delivery and monitoring may have financial implications for the Council and its partners

Legal implications and risks:

The legislative framework is set out at Section 1 of this Report and therefore will not be repeated here.

There are no apparent legal implications in considering the Report and making any recommendations considered appropriate.

Human Resources implications and risks:

There are no human resource implications associated with this report, however ongoing training will be made available to those staff who require it.

Equalities implications and risks:

There are no equalities implications associated with this report

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

There are environment and climate change implications associated with this report. Climate change is likely to have implications for the Council in terms of more storms, floods heatwaves and fires.

A robust emergency planning and business continuity strategy is therefore essential to combat these risks and ensure competent and appropriate response and recovery arrangements are in place.

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London Borough of Havering Corporate Risk Register October 2022 - included in papers

[Emergency planning and our responsibilities | Emergency planning | The London Borough Of Havering](#)

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/913502/NRS_for_LRFs_V3.0_Aug2020.pdf

[National resilience strategy call for evidence Local Government Association response - September 2021 | Local Government Association](#)

[London Resilience Forum | LGOV](#)

Havering's Cabinet 7/2/2021 [Topic Group report 2.pdf \(havering.gov.uk\)](#)

[Microsoft Word - Kerslake Arena Review PROOFED.docx \(jesip.org.uk\)](#)