



London Resilience Partnership

Humanitarian Assistance Plan

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Critical Information

Introduction	<p>Humanitarian Assistance can be defined as:</p> <p>“Those activities aimed at addressing the needs of people affected by emergencies; the provision of psychological and social aftercare and support in the short, medium and long term.”</p> <p style="text-align: right;"><i>Eyre et al. 2007</i></p> <p>People need timely practical support with a sympathetic and understanding approach. This kind of support can be crucial to ensuring that people directly affected by a major emergency are able to recover both practically and psychologically.</p> <p>The needs of people affected by major emergencies are individual and varied, and change significantly over time. The road to recovery is both personal and individual, but also collective and shared by communities</p>
Humanitarian Assistance Lead Officer (HALO)	<p>The HALO will be appointed by Local Authority Gold, and will typically be a director with responsibility for Adult Social Care.</p> <p>The HALO will bring together partners including Health, the police, and voluntary and faith sectors to oversee the Humanitarian Assistance effort. They form the Humanitarian Assistance Steering Group (HASG)</p>
First steps	<ul style="list-style-type: none"> • Appoint the HALO • Call the first meeting of the Humanitarian Assistance Steering Group. • Begin assessing the needs of people. • Identify options for providing support.
How to use this plan quickly	<p>Look at the Phase Model of Provision to help work through what people may be experiencing.</p> <p>Use the Menu of Options to identify appropriate actions</p> <p>Refer to the guidance for more information.</p>
Principles	<p>Every emergency is different, and it is important to be flexible to ensure the most appropriate and effective response.</p> <p>Respect for the individual and their needs, and for the diversity of communities is key to ensuring the best possible care for affected people.</p> <p>The response to any emergency is conducted in partnership. A multi-agency approach to managing and delivering the humanitarian response is crucial and sharing of information between partners is essential.</p> <p>The arrangements in this plan are complementary to major incident procedures for London set out in the LESLP Major Incident Procedures Manual, and the London Command and Control Protocol.</p> <p>Humanitarian Assistance commences during the “Response Phase” of an incident, and continues through to the longer-term “Recovery Phase”. The arrangements in this plan are designed to ensure that the support provided to people continues to be appropriate and accessible as response and recovery progresses.</p>

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1 Aim and Objectives

Aim

- 1.1 To ensure that humanitarian care is delivered in an effective manner that meets the needs of those affected by major emergencies.

Objectives

- 1.2 To provide effective management structures
- 1.3 To provide tactical options for those managing a Humanitarian Response, to enable a flexible and proportionate response
- 1.4 To provide the mechanisms and capabilities to deliver the options
- 1.5 To ensure that safe systems of work are employed throughout the response.

Scope

- 1.6 This plan is a Capability Plan, enabling an appropriate humanitarian assistance response to a major emergency, where the people affected have substantial practical or emotional needs. This plan establishes the following capabilities:
- The structures required to coordinate the humanitarian response
 - The capability to deploy staff to undertake immediate practical and emotional support, to assist affected people in accessing services
 - The capability to deploy staff to provide expert advice in particular areas (such as housing advice, benefits advice etc), who have been trained to understand the impact of traumatic events on affected people, and who can undertake their normal role in the unusual emergency context.
- 1.7 This plan establishes:
- The management structures to support the Humanitarian Response
 - Menus of tactical options to develop a flexible and appropriate response
 - Mechanisms for information sharing to enable an appropriate response.
- 1.8 The immediate response to an emergency of this kind is dealt with under the London Emergency Services Liaison Panel (LESLP) Major Incident Procedures. Some of the Capabilities provided for by this plan are of relevance to the immediate response (e.g. the staffing of Reception Centres). However, the main focus of this plan is the medium to longer-term support required by people affected by major emergencies.

Links to other plans

- 1.9 The following plans are related to this plan, and should be read in conjunction with this document:
- London Strategic Emergency Plan
 - London Emergency Services Liaison Panel (LESLP) Major Incident Procedures
 - Category One responders' major incident plans
 - London Recovery Management Protocol

- London Mass Fatality Plan
- London Multi-Faith Plan
- London Voluntary Sector Capabilities Document.

1.10 This plan indicates, wherever possible, where these other plans are relevant.

2 Background Information

Types of incident

- 2.1 There are many potential risks that may trigger the need for a humanitarian response. These are likely to be incidents entailing significant numbers of casualties and/or fatalities. However, other events may be traumatic if they entail an extreme impact on the homes or livelihood of affected individuals.
- 2.2 Some of the possible risks and threats requiring a humanitarian response are outlined in table one below.

Incident types	Localised examples	Large-scale examples
Industrial accidents	Fire/explosion at gas terminal/ LPG/LNG gas storage site Accident radioactive release Biological pathogen release Toxic release from local industrial accident (e.g. chlorine)	Large scale fire/explosion at gas terminal/ LPG/LNG gas storage site Explosion at natural gas pipeline Large toxic Chemical Release
Transport accident	Aviation accident Rail accident Local accident on trunk road/motorway Transport accident involving hazchem / fuel/explosives	Aviation accident over conurbation
Severe weather	Localised surface water or fluvial flooding	Widespread fluvial inland flooding
Structural failure	Building or bridge collapse	Reservoir dam collapse
Threats	Terrorist incident Violent disorder	Major terrorist attack

Table One: Possible risks and threats requiring a humanitarian assistance response

Scale of response

- 2.3 The scale of the capability required has been based on the London Community Risk Register, the National Resilience Planning Assumptions (2011) and the Local Risk Assessment Guidance (LRAG).
- 2.4 This plan acknowledges the possibility of an incident that is confined in scope to a single location and therefore would be primarily dealt with by a single borough response; and larger incidents requiring mutual aid, or being characterised by simultaneous incidents in multiple locations.
- 2.5 Table two below, provides a summary of how many people the London response is likely to need to be able to provide humanitarian support to.
- 2.6 The first row provides an indication of the number of people a borough may be able to provide support to without large-scale mutual aid.
- 2.7 The second column is indicative of the case-load that London as a whole would expect to deal with, without direct assistance beyond London. However, the plan allows for and expects

cooperation with other regions. It is likely many major emergencies in London will involve commuters and other visitors.

- 2.8 These figures should be treated with great caution. They do not at all indicate the level of support and assistance that individuals may require. People’s capacity to cope with adversity varies considerably, and therefore the need for support is not easily predictable in advance.

	Borough	Regional	Notes
Survivors	250	2,400	Includes those with injuries, and traumatised witnesses.
Friends and Family of deceased	700	3,100	
Evacuees requiring further support	550	80,000	Based on uninsured households.

Table Two: Summary of how many people the London response could provide support to

What is humanitarian assistance?

- 2.9 Humanitarian Assistance can be defined as:

“Those activities aimed at addressing the needs of people affected by emergencies; the provision of psychological and social aftercare and support in the short, medium and long term.”

Eyre et al. 2007

- 2.10 People need timely practical support with a sympathetic and understanding approach. This kind of support can be crucial to ensuring that people directly affected by a major emergency are able to recover both practically and psychologically.
- 2.11 The needs of people affected by major emergencies are individual and varied, and change significantly over time. The road to recovery is both personal and individual, but also collective and shared by communities.
- 2.12 The diagram overleaf gives an overview of some of the activities that may be required to ensure an effective Humanitarian Response, based on the changing needs of affected people.
- 2.13 It is important to appreciate that short-term emotional reactions to extreme events are like to form part of the natural recovery process. They do not require a formal psychological intervention (such as “counselling”) and it would be potentially harmful to provide this in the first weeks and months after an incident. Such approaches may be appropriate later if natural readjustment and recovery does not occur.
- 2.14 It is important to appreciate that there can be an outward ‘ripple effect’ from an incident, with people affected in different ways.
- 2.15 The psychological impact of responding to a traumatic incident should not be forgotten: it may be appropriate to consider provision for emergency services personnel.

Table Three: Model of Phased Provision (After Eyre, A. 2006)

Phase		Psychological and Emotional Reactions	Needs of People	Frontline/Operational Responders	Tactical Responders	Strategic Responders
Impact/immediate post impact: first few hours	Heroic phase	Shock, physical & emotional injury	Physical rescue & first aid; Shelter & safety; Information; psychological first aid	Response to alerts/call out; Delivery of physical & psychological support at designated centres/sites such as FRRCs, SRCs, rest centres etc	Manage callout & deployment; Ongoing co-ordination & liaison in relation to humanitarian service provision	Liaison & coordination with other strategic level responders; promotion & representation of humanitarian issues
Following hours/ first few days	Tunnel Vision phase	Searching & activity focused behaviour		Delivery of support services (e.g. through outreach & one stop shops): Helplines Reconciliation Family liaison Organised site visits Personalised support/advocacy	Management of support services; Supervision & support of staff; Liaison with operational & strategic level responders; Implementation of proactive outreach & community strategies	Strategic coordination of humanitarian support services; cross-government & multi agency liaison; Ongoing liaison & support of tactical level responders in managing humanitarian response
	Honeymoon phase	Normal post-traumatic reactions which usually diminish over time; Grief & mourning	Continuing safety, shelter, psychological first aid; Reconciliation with family/friends; Information updates	Information e.g. leaflets, briefings, newsletters Compensation/disaster funds Funerals Return of property		

NOT PROTECTIVELY MARKED

<p>Medium - longer term</p>	<p>Disillusion through to adjustment, acceptance, recovery</p>	<p>Acknowledgment Adjustment Acceptance; Responses to trigger events & anniversary reactions Post Traumatic</p>	<p>Ongoing access to support services & opportunities & choices to participate in support networks via family, social &/or disaster related community activities</p>	<p>Memorials Inquests Reviews & inquiries Trials</p>	<p>Managing transition processes (e.g. from reception to assistance centres); Coordination between 'home' and 'away' services (e.g. site-based & outreach teams)</p>	<p>Ongoing leadership & participation in strategic decision making forums relating to issues such as funding, communications, & commemorative activities</p>
<p>Longer - longer Term</p>	<p>(note the ups & downs of this process)</p>	<p>Growth/PTSD</p>	<p>PTSD - referral to specialist treatment</p>	<p>Activating exit strategies; Facilitating contacts & bolstering natural support & disaster related networks, including support groups</p>	<p>Managing exit strategies & transition to ongoing support networks</p>	<p>Coordination of & participation in review & evaluation processes; strategic coordination of transition processes & decisions concerning longer term support strategies</p>

3 Plan Activation

Trigger Points

- 3.1 It is likely to be appropriate to activate the plan for any incidents with a significant number of fatalities or potential traumatised survivors.

Alert Procedures

- 3.2 There are well established procedures for alerting Category One and Two and voluntary sector and faith responders about major incidents in London. These procedures should be followed, and no variation from these is called for in this plan.
- 3.3 Crucial to this plan, and to the overall response is the need for early alerting of the local authority for any major incident which is likely to have a traumatic impact on the public – especially a mass casualty or mass fatality incident.

Standby Procedures

- 3.4 The Local Authority Gold representative will nominate a senior officer to lead the Humanitarian Response (usually a director with responsibility for adult social care) – hereafter described as the Humanitarian Assistance Lead Officer (HALO). (NB: This nomination will be made by London Local Authority Gold, if the LLAG arrangements are activated, or by the relevant Gold Controller of the local authority at borough level if not). The HALO will, on the advice of the Local Authority Emergency Planning Officer and/or on the instruction of the Local Authority representative at the GCG trigger the standby procedure.

Actions to be taken by the Local Authority
<ul style="list-style-type: none"> • Notifying the appropriate managers responsible for the social care response within the local authority. • Initiating the cascade to operational staff who may need to respond • Contacting the Director of Public Health, the NHS England (London Region), the on-call director at the Mental Health Trust, and the Public Health England. • Placing on standby voluntary sector agencies and Faith responders. • Placing on standby other local authorities if required.

Activation Procedures

- 3.5 The HALO will, in consultation with the Local Authority representative at the Gold Coordinating Group, activate the Humanitarian Assistance Plan.

Actions:

1. Deploy operational staff to Survivor Reception Centres and/or Rest Centres as required.
2. Call in voluntary agencies and/or Multi-Faith responders as appropriate.
3. Confirm the Activation of the Plan with:
 - NHS England (London Region)
 - Mental Health Trust
 - Public Health England
 - Voluntary agencies
 - Faith responders
 - Other local authorities
 - Other relevant responders
4. Prepare for further deployments (to A&E, Friends and Family Reception Centre)
5. Convene Humanitarian Assistance Steering Group (HASG)

4 Management Arrangements

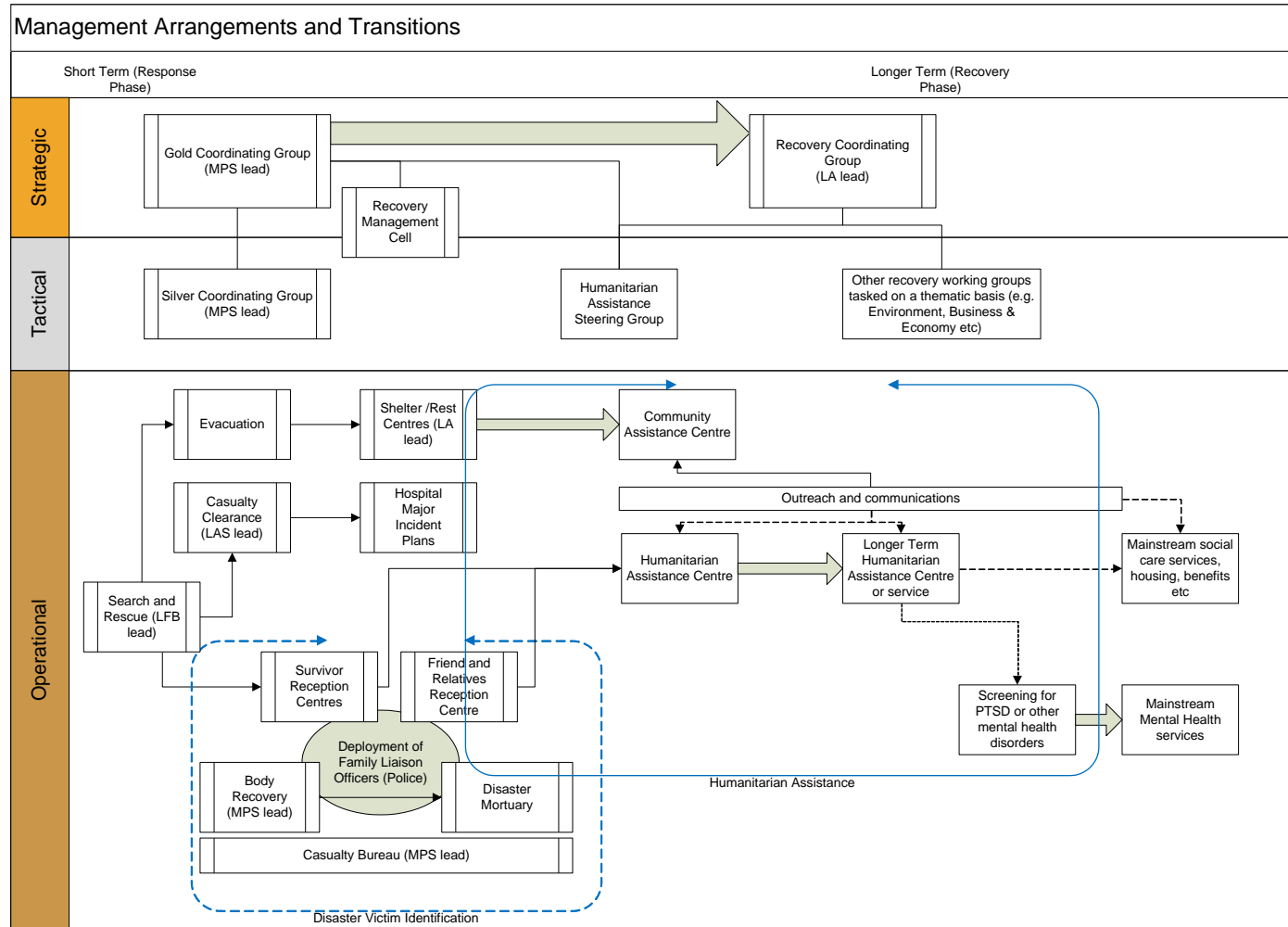


Figure One: Transitions between response and recovery

Overview

- 4.1 Management arrangements for dealing with the humanitarian aspects of a major incident in London are part of the overall Command and Control structures. For further information, refer to the London Strategic Emergency Plan and the London Command and Control Protocol.
- 4.2 As the Humanitarian Assistance commences at a very early stage in the response to an incident but may continue for weeks, months or years, the arrangements in this plan also link to the London Recovery Management Framework.
- 4.3 The key grouping established by this plan is the Humanitarian Assistance Steering Group.
- 4.4 Figure One shows how this transitions between response and recovery, and the operational elements of the response that the Humanitarian Response relates to.

Gold Coordinating Group / Strategic Coordinating Group

- 4.5 Overall strategic control of the response to a major emergency will be directed by the Gold or Strategic Coordinating Group (GCG or SCG).
- 4.6 Within this group, the lead responsibility for the humanitarian response will be with the Local Authority representative, usually the Chief Executive. For pan-London major emergencies this will be the London Local Authority Gold (LLAG).
- 4.7 Gold will transition from a Gold Coordinating Group (GCG) or Strategic Coordinating Group (SCG) during the response phase, to a Recovery Coordinating Group (RCG) in the response phase.
- 4.8 The GCG/SCG responsibilities include:
- Agreeing the overall recovery strategy (possibly supported by a Recovery Management Cell).
 - Making the decision to deploy key capabilities (e.g. Humanitarian Assistance Centre)
 - Agreeing the overall communications strategy
- 4.9 For further details see the London Command and Control Protocol, and the LESLP Major Incident Procedure Manual.

Key groups supporting the GCG / SCG

- 4.10 A **Recovery Management Cell** (RMC) may be convened to make early recommendations and decisions to support the recovery process in advance of the transition to Recovery.
- 4.11 A **Scientific and Technical Advisory Cell** (STAC) may be convened to provide advice to the GCG. This may include, for example, key health advice that will required by humanitarian responders.

Humanitarian Assistance Lead Officer

- 4.12 A Humanitarian Assistance Lead Officer (HALO) will be nominated by the Gold Local Authority representative, to the lead the Humanitarian Response. This will typically be a director responsible for adult social care.
- 4.13 This officer will chair the Humanitarian Assistance Steering Group (HASG), and ensure the attendance of appropriate representation.
- 4.14 The HASG will determine the appropriate approach for the Humanitarian Response, in liaison with Gold where necessary.

Guidance on determining who should be HALO	
The incident is predominantly confined in impact to a single borough	The HALO should be drawn from that borough
The incident spans two boroughs	The HALO should be drawn from one borough – other factors may determine the choice
The London HAC Plan has been activated, for an emergency which has affected multiple boroughs	HALO should be drawn from the borough hosting the HAC
For a widespread emergency affected very many boroughs (e.g. a regional flood event) - the HALO role may be more consultative and direction-setting.	The HALO may best be drawn from a borough with substantial experience or willingness to undertake the role.

Humanitarian Assistance Steering Group

4.15 The purpose of the HASG is to determine the direction of the Humanitarian Assistance response, and to ensure coordination of the activities of the responders involved. Terms of Reference and key responsibilities of the HASG include:

- Triggering the deployment of key capabilities
- Monitoring the performance of capabilities, and intervening to bolster the response where necessary
- Ensuring that the needs of affected people are understood and met
- Initiating consultation with communities and individual to ensure the response is effective
- Coordinating the welfare aspects of the response, and that effective pathways exist
- Ensuring effective mechanisms exist for sharing of information
- Ensuring effective promotion of services to affected people
- Financial control.

4.16 Suggested composition:

- Humanitarian Assistance Lead Officer (HALO) (Chair)
- Representative from the Metropolitan Police Service (e.g. Family Liaison manager)
- Representative from NHS England (London Region)
- Representative from the Mental Health Trust
- Representative from adult social care services
- Representative from the Children's and Young People's Service
- Information Management Officer (Local Authority)
- Communications Cell representative (Local Authority / Police)
- Emergency Planning representative (Local Authority)

- Chair of the Humanitarian Assistance Centre Management Group (if activated)
- HM Coroners Officer
- Representative from the London Resilience Team (if required)
- Voluntary sector representative(s) – for example British Red Cross, Victim Support etc.
- Faith community representatives (Salvation Army, London Churches etc as appropriate to the affected communities)
- Public Health England
- Secretariat (Minute-taker and meeting organiser).

HASG meetings

Frequency and timing

- 4.17 The HASG would be expected to meet frequently in the immediate aftermath of an incident, but less often in later stages. In the initial stages meetings should be at least daily (if more than one meeting is held per day, it may be difficult to discharge actions between meetings).
- 4.18 Meetings should be timed with regard to the timings of GCG / GRG meetings to enable discharge of actions emanating from Gold, and upward reporting.

Focus

- 4.19 Meetings should focus on managing the overall humanitarian response, in line with the strategic direction from Gold. In practice this should focus on:
- Setting objectives and monitoring outcomes
 - Understanding user needs
 - Coordinating between agencies to provide a coherent response
 - Transitioning between phases.
- In addition the following key considerations are likely to be applicable for the HASG to address in most incidents:
- Assessing what centres have been established, the take up of services and forward planning what types of centres will be required in the next stage of the response
 - What other methods of support have been set up? e.g. website, helpline
 - Devising a clear communications, media and marketing strategy to promote the services available
 - Support available to persons living outside of London – can support be accessed through local services?
- 4.20 Meetings should not be focussing on the detail of the operational response. This is the responsibility of tactical responders managing individual capabilities deployed. However, the meetings should be an opportunity to escalate issues, if needed.
- 4.21 The meetings should, if possible, avoid spending excessive time on sharing information on progress of the overall response. The time required for this will be shortened by the timely provision of Situation Reports.

Location

- 4.22 Meetings of the HASG will be held at a location determined by the Chair. Consideration should be given to the logistical considerations of requiring individuals to attend if they have a substantial role in managing operational elements of the response. For example, it may be appropriate to hold meetings near to the HAC (if activated) to enable the Chair of the HACMG to attend.

Admin Support

- 4.23 The Chair of the HASG will be responsible for ensuring the provision of the secretariat for the meetings. Draft minutes of meetings confirming action points should be produced within 1 hour of the close of the meeting during the early stages of the incident.

Borough Emergency Control Centre

- 4.24 The function of the Borough Emergency Control Centre (BECC) is to provide a hub for local authority decision-making (command) and information management (control).
- 4.25 Directly affected boroughs will operate their BECCs to respond to a major incident, and boroughs supporting affected boroughs are also likely to do so.
- 4.26 BECCs would normally expect to remain operational whilst initial responses are ongoing (see 6.2).
- 4.27 The BECC Manager must ensure production and dissemination of an appropriate and timely Situation Report (SitRep) to the HALO prior to the first meeting of the HASG.
- 4.28 BECCs will continue to operate until such time as medium to long term capabilities are able to function without its support.

Local Authority Welfare Coordinator

- 4.29 Most local authorities will have a Welfare Coordinator (or equivalent) in their BECC. This officer will be responsible for overseeing the initial deployments of staff to Rest Centres, Reception Centres etc., and coordinating the local authority humanitarian response.

Information Management Officer

- 4.30 An Information Management Officer should be appointed by the Humanitarian Assistance Lead Officer to oversee the collation, storage, maintenance and sharing of data about affected people.
- 4.31 It may also be appropriate for this officer to report on the numbers of people accessing services provided by the Humanitarian Response.
- 4.32 This officer would normally be an officer responsible for Information Management within Adult Social Care services.

Communications to other Local Authorities

- 4.33 An emergency in London may well affect people from well away from the area of the incident, particularly if it occurs in central London.
- 4.34 Communications with governments and families of foreign nationals would be led by the Foreign and Commonwealth Office (FCO).

- 4.35 The HASG must take a lead in ensuring effective communications with other local authorities whose residents may have been affected.
- 4.36 Initial communication will be the dissemination of Sitreps and Top-line Briefings through the Regional Resilience Teams.
- 4.37 As information is gathered about affected people, it will be important to notify the appropriate local authorities, to enable the appropriate provision of services. An appropriate lead officer within that authority should be sought to maintain on-going communication.
- 4.38 Once these linkages have been established, information should be shared by both sides on a regular basis about services available.

Critical Success Factors

- 4.39 A key role of the HASG will be to establish at the outset Critical Success Factors for the Humanitarian Response.
- 4.40 The Critical Success Factors should guide the subsequent actions of the HASG and responders acting under their direction. Where possible these should be SMART objectives (Specific, Measurable, Achievable, Relevant and Time-bound).
- 4.41 The Critical Success Factors may focus on the following areas:
- Numbers of affected people to whom support is provided
 - The response meets the needs of affected people
 - Costs of the response are effectively managed
 - Working practices safeguard the welfare of staff.

Recovery Management

- 4.42 At an appropriate point, usually several days after the incident, a transition will be agreed, such that the Gold or Strategic Coordinating Group (led by the Metropolitan Police Service) will hand the incident to a Recovery Management Group (under local authority leadership).
- 4.43 Details of this process are contained in the London Recovery Management Protocol.
- 4.44 Under the suggested arrangements, a Health and Welfare Recovery Group may be established. The HALO should liaise with the chair of the Recovery Management Cell and/or London Local Authority Gold to agree an appropriate arrangement, such as:
- The Humanitarian Assistance Steering Group assumes the full responsibilities of Health and Welfare Recovery Group
 - A separation of responsibilities (for example with the Health and Welfare Recovery Group focusing on recovery of health services, public health messages etc).

Transition and Exit Strategies

- 4.45 Key areas for the HASG to manage are the transition between different capabilities (e.g. from FFRCs to HAC), and the exit strategy for the response as a whole. This is critical to ensure that affected people are not 'lost' as the shape of response changes, and to ensure the response does not become open-ended.
- 4.46 An exit strategy for the humanitarian response as a whole is an early priority, particularly where the response is likely to be prolonged. A key element of the exit strategy is likely to be the transition to mainstream services.

5 Menu of options

Overview

- 5.1 As the phased model of provision demonstrates, people's needs will change as time goes on and therefore the response needs to adapt. There is no one answer to what should be provided; there are a variety of options and decisions will need to be made at the time of the incident about which options needed to be activated, based on the circumstances.
- 5.2 It is vital that organisations work together to avoid duplication or people being missed.
- 5.3 The following section provides options that should be considered for use in developing the Humanitarian Response. Consideration of which option will be informed by the numbers of people affected, the severity of the incident, spatial and demographic considerations (where people live, the type of people affected etc), and possibly a number of other factors.

Immediate/first few hours

Option	Trigger	Decision	Lead	Secondary	Plan Reference
Survivor Reception Centre	Significant number of survivors/ walking wounded	Police Silver	Police	Local Authority Voluntary agencies Rail / airport care teams	Section Six See also: LESLP Manual / LA Emergency Plan
Rest Centre	Significant number of displaced people	Silver	LA	Voluntary agencies	Section Six See also: LESLP Manual / LA Emergency Plan
Friends and Family Reception Centre	Large numbers of calls to casualty bureau. 'Searching behaviour'	Gold	Police / Local Authority	Voluntary agencies Rail / airport care teams	Section Six See also: LESLP Manual / LA Emergency Plan
Deployment of staff to A&E	Significant numbers of hospitalised survivors	Police Silver	Police	Local Authority social care teams	Section Six See also: Acute Trust Major Incident Plans Mass Casualty Plans

Next few days

Option	Trigger	Decision	Lead	Secondary	Plan Reference
HAC	Mass fatality incident	GCG / Humanitarian Assistance Steering Group	Local Authority	Police Voluntary Agencies Others as required	Section 7.1
Mortuary Support	Multiple fatalities	Mass Fatality Coordination Group	Police	Voluntary Agencies / Local Authority	London Mass Fatality Plan Emergency Mortuary Plans Section 7.2
Community Assistance Centres	Incident with significant community impact, not requiring HAC	Humanitarian Assistance Steering Group	Local Authority	Voluntary Agencies, Other responders as required	Section 7.15
Information Campaign – Newsletter, Website, Leaflets	All incidents	Humanitarian Assistance Steering Group	Local Authority	Other responders as required	Section 7.23
Helpline	Large numbers of calls / enquiries anticipated	GCG/ Humanitarian Assistance Steering Group	Red Cross/ Local Authority	Voluntary agencies	Section 7.29
Managing books of condolences donations and tributes	Significant numbers of tributes being left or similar	Humanitarian Assistance Steering Group	Local Authority	Voluntary agencies	Section 7.33 See also: GLA Disaster Appeal Fund Plan

Managing offers of support from volunteers					
Work in partnership with FLOs	Large-scale FLO deployment and long-term needs	Police	Police	Local Authority and voluntary agencies	Section 7.42

Medium Term (next few weeks)

Option	Trigger	Decision	Lead	Secondary	Plan Reference
Transitioning to longer term Assistance Centre	Recommendation of HACMG	HASG	Local Authority	NHS	Section 8.1
Consultation / engagement	Commencement of Recovery Phase	HASG	Local Authority	HASG	Section 8.5
Facilitating Support Groups	Initiative of affected people	HASG	Local Authority		Section 8.8
Outreach workers	Indications of difficulties with accessing support	HASG	Local Authority	NHS	Section 8.12
Ongoing Information Campaign – Newsletter, Website, Leaflets.	Will continue as long as necessary	HASG / GRG	Local Authority	Other agencies	Section 8.15

Longer term (many months)

Option	Trigger	Decision	Lead	Secondary	Plan Reference
Transition to mainstream services	Wind down of HA response	HASG	Local authority / mental health trust	NHS	Section 9.1
Memorials and anniversaries	Wishes of directly affected people	HALO	Local authority	Police	Section 9.8
Inquest Support	Dates of Inquests are set	Police	Police	LA	Section 9.7
Implementing exit strategies					Section 4.42

6 Procedural Notes: Immediate/first few hours

Overview

- 6.1 It can be assumed that the Humanitarian Assistance offered in the first few hours of an incident will be activated before the Humanitarian Assistance Steering Group has been established. Decisions about whether to establish a Rest Centre, a Survivors Reception Centre and deploy staff to A&E will be made by the Silver Coordinating Group.
- 6.2 Existing Plans / Arrangements in Place:
- Local Authority Rest Centre Plans
 - Potential locations for Survivor Reception Centres and Friends and Relatives Reception Centres identified by the Police and Local Authority
 - Police procedures for Survivor Reception Centres, Friends and Relatives Reception Centres and the deployment of documentation teams to A&E.
- 6.3 Below is a summary of what will have been put in place if the option has been activated.

Survivor Reception Centre

Overview

- 6.4 A Survivor Reception Centre may be set up following a major incident. It can either be a pre-determined or a dynamic venue or place, depending on the location of the major incident. Its function is to provide survivors, who do not require hospital treatment, a place to be directed to, where they can be met by police and other services to obtain initial information and support in the immediate aftermath of the incident and give details to police investigating officers.
- 6.5 In the early stages of an incident, where those involved are leaving the scene it may not be practicable to establish an SRC because of other more pressing primary responsibilities e.g. life saving or clearing the public from danger.

Purpose

- 6.6 The purpose of a Survivor Reception Centre (SRC) is:
- To provide immediate shelter for persons who have been directly involved in an emergency
 - To allow documentation of the survivors
 - To enable the interviewing of potential witnesses by the Police
 - To provide first aid to those in need of it and not requiring hospitalisation
 - To provide initial care and welfare support to survivors
 - To organise onward travel where appropriate
 - To provide information to survivors.
- 6.7 A SRC is a temporary but secure area close to the incident scene setup for **survivors** not requiring acute hospital treatment, but who may have been slightly injured / contaminated or otherwise involved in the event (slightly injured people are referred to by the London Ambulance Service and NHS as Priority 3 casualties). This facility would be set up in the immediate aftermath of the incident, usually by the police, offering short-term shelter and first aid, plus the collection and recording of details for those involved.

- 6.8 The SRC will be set up immediately at a location as near as practicably possible to the incident site as determined by Police Silver at the time of the emergency. The Police are responsible for opening a SRC, supported by the Local Authority, in accordance with arrangements in the London Emergency Services Liaison Panel (LESLP) manual.
- 6.9 An SRC is likely to be run initially by the Police (who will be first on the scene) until the Local Authority becomes engaged in the response to provide additional support. The Police should deploy a Documentation Team to the SRC who will pass on details gathered from survivors to the Central Casualty Bureau. A Police Security Team should also be deployed to the SRC.
- 6.10 The Police should consult the Local Authority on a suitable location for the centre, as the Local Authority may have access to a suitable building. Where it is not possible for the Local Authority to provide a suitable location either within the proximity or timeframe, the Police will have to consider other options.
- 6.11 Within the SRC persons should be provided with whatever 'psychological first aid' is appropriate to the situation. This is likely to include befriending and reassurance alongside practical support such as access to telephones to inform loved ones that they are safe and well, and help with onward travel arrangements.
- 6.12 The Survivor Reception Centre is likely to be activated for only a limited period of time, and then may cease operation or migrate into a Rest Centre facility.

Rest Centre

- 6.13 The purpose of a Rest Centre is:
- To provide immediate shelter for persons who have been evacuated from an area or are otherwise in need of emergency accommodation following an incident
 - To provide initial light refreshments for evacuees
 - To enable details of evacuees to be maintained in the centre for reference
 - To provide for the well being of the evacuees and to offer support services and information on a wide range of welfare related subjects
 - To provide evacuees and survivors with updated information about the incident and its possible effects upon them directly.
- 6.14 A Rest / Reception Centre serves as a place of safety for those who have been evacuated from their home, work or other place or are unable to return to that place, but who are uninjured and not directly affected by the incident.
- 6.15 The responsibility for the set-up and running of Rest Centres lies with the Local Authority (supported by voluntary agencies) who would activate arrangements as outlined in their Rest Centre plan. The decision to set up a Rest Centre(s) may be come from a request by the Police or it may be decided by the Local Authority that a Rest Centre is needed in incidents where there is no police involvement.
- 6.16 A Rest Centre is likely to be established further away from the incident site than a SRC, in a building such as a sports centre, and would take up to 2-3 hours to set up. Local Authorities maintain a list of suitable buildings to be used as Rest Centres although these may not always be available or be the most suitable building to use at the time of the emergency. In prolonged incidents it is possible that evacuees may need to sleep overnight in the Rest Centre if they are unable to find alternative accommodation such as hotels or make their own arrangements to stay with family and friends.

Friends and Relatives Reception Centre

- 6.17 The purpose of a Friends and Relatives Reception Centre (FRRRC) is:
- To help reunite friends and relatives with survivors
 - To provide a place for the Police to record missing persons enquiries and to collect information that may aid their investigation
 - To provide friends and relatives with a safe area to gather, away from media attention
 - To provide friends and relatives with up-to-date and accurate information on the response arrangements that have been put in place
 - To provide access to practical and emotional support to those friends and relatives affected.
- 6.18 Past emergencies have shown that in the immediate aftermath of an incident, many people will travel to the scene in order to find family and friends that they believe to be involved. If large numbers of people are converging on the scene, the Police may decide that it is necessary to have a separate area where family and friends can gather to receive information as it becomes available.
- 6.19 A FRRRC (also known as a Family and Friends Reception Centre) may be located near to the scene, in the area of the community affected or near transport hubs such as major train station terminals.
- 6.20 It is the responsibility of the Police to determine the need to set up a FRRRC as part of the wider Disaster Victim Identification (DVI) process, in consultation with local authorities. It would be usual for the police to assign a Bronze officer to lead on this until the management of the facility can be handed over to the local authority.
- 6.21 A FRRRC is likely to be set up within first 24 hours of the incident occurring and should be a safe place for friends and relatives to gather where they can receive up-to-date information about the situation and response.
- 6.22 Local authorities will have a key role in the providing for the immediate practical and emotional needs for friends and family members.

Deployment of staff to hospitals and A&E

- 6.23 The Police will deploy Documentation Teams to all receiving hospitals in order to gather information on those involved. This would include forensic issues, security advice and collating details of received patients to enable the information to be added to Casualty Bureau records.
- 6.24 All hospitals have major incident plans and these are likely to be activated following any incident in London that involves a large number of casualties and/or fatalities. Hospitals will also have detailed arrangements for supporting friends and relatives of those that have been admitted, and work alongside Police Family Liaison Officers (FLOs) to ensure practical and emotional support is provided.
- 6.25 Police deployed in hospitals should also aim to offer support, reassurance and security advice to hospital managers on whether areas should be evacuated, shutdown etc.
- 6.26 Many social care services will have teams based at hospitals that may provide support. This may include provision of emotional and practical support to casualties and their families. Social care teams also play a crucial role in ensuring that discharged patients have appropriate care packages in place to allow them to return to the community safely.

7 Procedural Notes: Next Few Days

Humanitarian Assistance Centre

- 7.1 To establish a Humanitarian Assistance Centre, refer to Annex 4: HAC Activation Plan.
- 7.2 Guidance on operating an HAC is at Annex 5: HAC Operating Guide

Overview

- 7.3 A Humanitarian Assistance Centre (HAC) would be set up with the following objectives:
- Act as a focal point for humanitarian assistance to bereaved individuals and families, survivors and impacted communities
 - Enable individuals and families to gain as much information as is currently available about family members and friends involved in the incident
 - Enable the gathering of mass forensic samples in a timely manner, in order to enhance the ability to identify loved ones quickly
 - Offer access to a range of facilities that will allow individuals, families and survivors to make informed choices according to their needs
 - Provide a coherent multi-agency approach to humanitarian assistance in emergencies that will minimise duplication.
- 7.4 It is the responsibility of Local Authorities to set up and run a HAC with support from the Police and other agencies following a request from the Gold or Strategic Coordinating Group (GCG/SCG).
- 7.5 Sites have been identified in each Sub-regional Resilience Forum (SRRF) area that could be used as a HAC and site-specific plans have been produced for how these buildings would be used, in agreement with the MPS Property Services Division who would assist in carrying out the refit.
- 7.6 A HAC differs from Rest Centres or FRRCs in the respect that these are generally used in the immediate aftermath of an incident with specific purposes, for example to reunite relatives with survivors or to provide temporary shelter. The HAC should not interfere with the function of these or other initial support areas. Instead it should have a broader remit and longer-term role whilst investigation and recovery operations are taking place.
- 7.7 A HAC is unlikely to be fit for purpose and open for use until up to 72 hours after the incident. It should be set up with the primary aim of providing a focal point in which information and humanitarian support can be provided to bereaved families, survivors and other persons affected by a major incident. The centre may also be used to enable investigating officers to obtain information and forensic samples from those directly involved to aid the identification process.
- 7.8 Although the Local Authority will be responsible for chairing the HAC Management Group and running the centre, there will be a range of other statutory organisations (e.g. Police Family Liaison Officers) and voluntary agencies (e.g. British Red Cross) present who can provide information and support for survivors and their relatives. This will include practical advice such as compensation, benefits support, travel assistance and information on the investigation process. It will also carry out befriending and listening services (offered by Local Authorities and voluntary agencies) that will enable those who wish to access further support the signposting to access these services.
- 7.9 All staff deployed by Local Authorities and Voluntary Agencies to the HAC should be properly trained and briefed on their role within the centre and that of others working alongside them. This should include awareness of their remit and avoid attempting to provide support for which

they are not trained e.g. avoid formal counselling which is not appropriate immediately after the incident.

- 7.10 There are likely to be two groups of Local Authority staff deployed to the HAC; those members of the Crisis Support Team who are trained to offer emotional support such as befriending; and those staff such as Benefits Advisors who are carrying out their normal job in an unusual environment. Both groups will need to be thoroughly briefed before working in the centre and should be conscious of the need to treat relatives, friends and survivors with compassion and dignity throughout.
- 7.11 The HAC will remain open for as long its services are required. This is likely to be a number of weeks or possibly months. The HAC management group should consider the exit strategy for the centre from the outset.
- 7.12 The HAC will be supported by other means of support for survivors and relatives who are unable or do not wish to access the HAC itself. This should include a website and telephone helpline that are able to signpost to the range of organisations and services that are available to support those affected by the incident.

HALO Actions:

1. Confer with the LLAG if an HAC is recommended.
2. Appoint an HAC Build Manager. The HAC Build Manager will be responsible for converting the identified building into an HAC.
3. Appoint an HAC Manager. The HAC Manager will be responsible for delivery of the service within the HAC.
4. Ensure the HAC Manager is appropriately briefed. Consider:
 - Latest information about the incident;
 - The HAC role, and the CAC Managers responsibilities;
 - What other support is available to affected people;
 - Routes for accessing logistical support (typically via the BECC);
 - Which other agencies should be asked to attend.
5. Establish the hours of operation. Initially these may need to be extended hours (e.g. 6am to 10pm). As the recovery progresses these can be reviewed.
6. Request / agree a level of support from other agencies.

Temporary Mortuary Support

- 7.13 In a major incident involving large numbers of fatalities, a Temporary Mortuary may be required. Support may be required by the bereaved that visit the Temporary Mortuary to view their loved ones. It may also help to identify the needs of the people that work in the Temporary Mortuary, and the delivery of appropriate support services.
- 7.14 In general, it should be anticipated that the Family Liaison Officer assigned to a family will identify the needs of those visiting the Mortuary, and will lead on ensuring these needs are met. This may involve facilitating the attendance of Faith representatives.

Community Assistance Centres

- 7.15 The purpose of a Community Assistance Centre (CAC) is to provide advice and support to people affected by a major incident, and to support the recovery of the community in a local setting.
- 7.16 Community Assistance Centres may be considered particularly where a Humanitarian Assistance Centre has not been activated. It may be appropriate particularly when:
- The impact is concentrated in a particular area. If a number of areas are affected several such centres may be considered
 - People are affected significantly, and need advice and support, but the intensity of the impact is of a lower order (for example, there are not mass fatalities) and/or the number of people affected is smaller than would trigger an HAC.
- 7.17 Caution should be exercised before triggering both CACs and an HAC because of the potential for dilution of resources.
- 7.18 Establishing a CAC is a local authority responsibility, accessing such support as is needed from other responding organisations.
- 7.19 A CAC should be located in an appropriate publicly accessible building within easy reach of the affected people. It may be appropriate to transition from Rest Centres or SRCs directly, as the response develops; or it may be sensible to identify an alternative building.
- 7.20 Besides the Local Authority, there are a number of agencies who may be appropriate to attend, depending on circumstances:
- NHS staff, if health monitoring is needed
 - Voluntary agencies and faith responders may need to attend to provide emotional support and care
 - Insurance companies
 - Benefits Agency
 - Registered Social Landlords, if social housing stock has been affected
 - The Police, if investigations are still ongoing.
- 7.21 In some cases, CACs may be an appropriate setting for public meetings, for community engagement and consultation.
- 7.22 Consideration should be given at the outset to how long a CAC should remain open.

HALO Actions

1. Identify an appropriate location – access local knowledge if pre-planned buildings have not been identified.
2. Appoint a CAC Manager. The CAC Manager will be responsible for delivery of the service within the CAC.
3. Ensure the CAC Manager is appropriately briefed. Consider:
 - Latest information about the incident;
 - The CAC role, and the CAC Managers responsibilities;
 - What other support is available to affected people;
 - Routes for accessing logistical support (typically via the BECC);

- Which other agencies should be asked to attend.
4. Establish the hours of operation. Initially these may need to be extended hours (e.g. 6am to 10pm). As the recovery progresses these can be reviewed.
 5. Request/agree a level of support from other agencies.

CAC Manager Actions

1. Identify and deploy staff to the CAC. Develop shift patterns to cope with extended opening and peak periods of demand.
2. Appoint a CAC Liaison Officer to maintain communication with the BECC:
 - This officer should also maintain an overview of the concerns and questions of affected people;
 - This may take the form of an FAQ Sheet that can be shared with other capabilities (e.g. Helplines, website etc).
3. Determine how best to make use of the building. Consideration should be given to:
 - A reception area to meet and greet service users, and to direct them to the help they need;
 - How to organise the layout to provide space for different agencies working in the centre;
 - Whether private areas are needed – e.g. for one-to-one discussions, quiet areas etc;
 - Rest areas for staff.
4. Determine arrangements for refreshments (for staff and service users).
5. Ensure all necessary physical assets are in place (furniture, IT and communications equipment etc).
6. Brief operational staff. This briefing should contain:
 - Latest information about the incident;
 - What affected people are likely to be most concerned about, their likely emotional state, the sorts of questions and needs people will have;
 - What support is available to people;
 - Individual roles within the CAC;
 - Escalation routes for complex questions;
 - Health and Safety issues, including building evacuation procedures, stress management.
7. Provide regular feedback on progress and issues to the HALO via the BECC.

Information Campaign

- 7.23 **Incident Website** - Following a major incident it is likely that a support website will be needed which details all the information and contact details for members of the public requiring further support.

- 7.24 The website's primary function will be to act as a signposting facility, so that persons affected can either visit any centre that has been set up, or alternatively use the links provided to access support remotely / locally or via the telephone support line.
- 7.25 The type of information that the site contains will be determined by the nature of the incident and the needs of the community. This is likely to include a variety of practical advice (e.g. financial assistance) and signposting to emotional support (e.g. Survivors / Bereaved Support Groups). The site should have links to other useful websites, for example, the Local Authority, local police, Disaster Action and other statutory and voluntary bodies.
- 7.26 In some cases, it may suffice to offer online support through the web pages of Local Authorities for as long as required. In other instances, it may be necessary to migrate website information to a designated webpage for the incident, containing detailed signposting information and a professionally designed layout. Links should be made with regional and national government agencies to provide assistance in hosting the website where possible.
- 7.27 Attached in Annex 2 is a template site map for the type of information and structure that the website should adopt.
- 7.28 **Information leaflets:** Following a major incident information leaflets will be a useful tool to provide information and signposting to further support. They should contain information about normal reactions, when to seek further help, tips on dealing with crisis, and useful contact details. Attached in Annex 3 is a template leaflet.

When leaflets are issued the following issues need to be considered:

- Who is the target audience – i.e. where most of those affected commuters or children or football fans – this will influence where the best place is to make information available
- How will vulnerable communities be reached?
- Format – does the information need to be available in large print, Braille or different languages.

Telephone Helpline

- 7.29 There may be a need to establish a telephone support service where callers can seek advice or discuss their reactions to the incident and any difficulties they may have. Callers may also seek a range of simple practical information and advice connected with the incident. If necessary, they can be referred to other sources of support.
- 7.30 Dependent upon circumstances this may be managed by the local authority, or by the British Red Cross (with support from other voluntary agencies).
- 7.31 Local Authority Call Centres will be well placed to deal with calls that are mostly of a practical nature, where the public are seeking primarily guidance rather than emotional support. If it is likely that callers may be seeking or need emotional support, the British Red Cross are the better option.
- 7.32 In either case, it is likely that a significant amount of the callers will require sign-posting to other services. It is critically important therefore, to maintain close monitoring of the types of calls being taken, and identify gaps in service provision and/or staff knowledge as soon as possible.

Helpline Checklists

- Decide on the type of helpline – Emotional Support or Information/Advice

- Decide on the size and opening hours
- Identify the location for the helpline
- Identify the staff for the helpline
- Prepare a briefing for staff
- Identify the Communications engineer and agree technical set-up
- Source equipment and supplies
- Identify who is responsible for publicising the helpline
- Design what information needs to be recorded from each call.

Publicising the Helpline

- Who is responsible for promoting the helpline?
- Who is the target audience?
- Where are they?
- What language do they speak as a first language?
- Are any special 'groups' particularly affected?
- What is the announcement / advert for the helpline?
- Where is the number being publicised? When? How?

Managing Messages of Condolences and Gifts

- 7.33 Well wishers may want to send gifts or make donations to those people affected or offer messages of condolences and other tributes. This is an important means for the wider community to express their concern and grief. Arrangements need to be put in place to sensitively manage what is often a spontaneous process. This is a role normally carried out by the affected Local Authority.
- 7.34 Arrangements need to be kept under review in the early days of the response to the incident to ensure they are appropriate to the wishes of the community.
- 7.35 It is important to include in the communications strategy information about how people can pay tribute and express their sympathy.

Floral tributes

- 7.36 It is almost impossible to control where floral tributes are left. In any incident with fatalities it is likely that people will leave them in places that they feel have a connection with the incident that has occurred. Therefore discussions involving the management of floral tributes will need to include the landowners of the locations where tributes have been left, as well as Faith organisations, the local authority and other stakeholders. Floral tributes are a temporary and often spontaneous memorial but one which is very symbolic for the wider community, and a focus for grief. Great sensitivity should be taken in dealing with floral tributes. There may be a pressure to remove tributes to if they are blocking access points. It is also preferable to ensure that tributes are not allowed to degrade. Floral tributes can be converted into a lasting remembrance by retaining the written cards in an appropriate archive. Sites of tributes can also be a focal point for visiting dignitaries, VIPs etc.

- 7.37 Consideration should be given to the establishment of a Memorial Garden (or similar), as a central point for Floral Tributes. This can encourage tributes to be left in a place that is suitable for them, and can also allow tributes left elsewhere to be moved if needed.

When to remove Floral Tributes

Weather Considerations – if it's raining or very hot the tributes will degrade quicker. Floral tributes may be left immediately following the incident but also at events – One Month On, Anniversary, Minutes Silence and Memorial Services etc.

When to remove Floral Tributes

Management of removal - consider the following:

- Who will remove them?
- Give Notice to the public – When they will be removed and what will happen to them. Large Posters, press releases and information on websites may be appropriate
- Ensure staff are briefed, in case they receive any questions
- Time of day for removal – Early Morning recommended
- How – If using Council marked Vans, consider what they say on the van. If possible, staff removing the tributes should be respectfully dressed (e.g. dark suits rather than working clothes)
- Where will they be taken? – It needs to be remembered that the Floral Tributes could be messy, and need to be taken somewhere that is easy to clean after its use. Also consider how long the location can be used, as it can be a timely process to separate the floral Tributes
- Who will separate the Floral Tributes? – WRVS can assist
- What happens to the flowers – Composted
- What happens to the written cards? – Metropolitan Archive or another local museum.

Books of Condolences

- 7.38 Books of Condolences are very appropriate in any high profile incident where a number of lives have been lost. Local Authorities should consider providing one or more Books of Condolences in key public buildings. Other agencies are also likely to want to do the same. The details of where Books of Condolences are should be provided on the incident website.
- 7.39 The timing of how long to leave Book of Condolences open is a matter for judgement, but sufficient time should be allowed for people to pay tribute.

Donations

- 7.40 Many people will wish to donate financially to the victims of a major disaster. The GLA's Disaster Appeal Fund Plan may be activated in the event of a London-wide emergency. The decision to activate this plan will be made by the GLA in partnership with the British Red Cross, in consultation with the Gold or Strategic Coordinating Group.
- 7.41 Individual local authorities may wish to make their own arrangements for dealing with donations in the event of a more local emergency. This is likely to be through the Mayor's office of the local authority.

- 7.42 In high profile emergencies, concerned members of the public are likely to try to make donations in kind, of clothes, food, household goods. This is very likely to occur if people have lost their homes and/or possessions. Once this process starts, it may well escalate and potentially create a major logistical task to manage the donations. Local authorities should therefore be extremely cautious about accepting or encouraging donations in kind. Generally, financial donations are more useful.
- 7.43 The act of donating has a therapeutic effect for those who are distressed about what has happened, and wish to help and show solidarity with directly affected people. Finding alternative, and more beneficial means for expression of these feelings may be advisable.
- 7.44 Communications messages should deal promptly with the issue of donations as soon as it seems likely to occur.
- 7.45 It is likely to be appropriate to choose a location for receiving donations that is separate from a Humanitarian Assistance Centre or similar. This is a role that faith communities are potentially well positioned to support. Donations may vary widely in their quality and appropriateness, and will need sorting before they can be put to use.
- 7.46 Corporate donations are likely to be of a higher quality, and engagement with businesses wishing to provide aid can help to ensure that what is provided is appropriate.

Managing offers of support from volunteers

- 7.47 In larger incidents there is often a strong desire from people to volunteer to help. In dealing with such offers the following factors should be considered and balanced:
- Community involvement in the response may help to ensure it is sensitive to local need
 - Allowing people to take a role in the response supports their psychological recovery. Conversely, telling people they are “not needed” can be a very difficult message for people
 - Volunteers will come with a variety of skills, some of which may be useful. However it may be difficult to verify these skills, and suitably trained and qualified people from known organisations may provide a better service to affected people
 - Certain tasks or roles would be unsuitable to give to volunteers. For example, allowing volunteers to work unsupervised with vulnerable people would be very ill-advised
 - It is preferable to accept volunteering offers where there is an organisation that is able to vouch for the person and their suitability – e.g. a local voluntary agency
 - There may be tasks in the wider response that are more suitable for people to undertake (e.g. clearing up debris from streets). Therefore if there are large numbers of volunteering requests the issue may best be escalated to the Recovery Management Group (or Cell).
- 7.48 It is recommended that the local authority tasks an officer to compile a list of offers of help, and the response provided. Even if there is no immediate task that the volunteer can help with, it may be possible to involve them at a later date.

Support to Families with Police Family Liaison Officers

- 7.49 The involvement of Police Family Liaison Officers (FLO) will depend on the nature and extent of the incident. The roles of the FLO include the following:
- to provide a documented, two-way communication channel between the family and the Police
 - gather evidence and information about the family in a sensitive manner

NOT PROTECTIVELY MARKED

- contribute to a co-ordinated response to the needs of the families, ensuring that they are given information about support agencies in accordance with their wishes.
- 7.50 The Police Family Liaison Co-ordinator, in consultation with the Senior Investigation Officer (SIO) and Senior Identification Manager (SIM) will define and develop a strategy, taking into consideration the needs of the family; if necessary involving the activation of Local Authorities and voluntary groups . The aim is to achieve a partnership approach with the family and those who may be acting on their behalf.
- 7.51 The family may require support and assistance with a variety of issues, such as trauma of the bereavement, funeral arrangements, financial or legal advice, health or social services. Volunteers can work with FLOs to assist in providing these services and co-ordinate the referral of families to more long-term support services with already existing agencies.

8 Procedural Notes: Next Few Weeks

Consultation and Engagement

- 8.1 Consultation and engagement with affected people and the wider community can play a critical role in shaping an effective humanitarian response, as part of wider Recovery Management.
- 8.2 It would be mistaken to be prescriptive about how this should be carried out. However, sensitivity to the emotional state of affected people is a key consideration both in how consultation is carried out, and in assessing the feedback received.
- 8.3 Consideration could be given to:
- Public meetings, consultation meetings and/or focus groups
 - Seeking views and input from Support Groups
 - Establishing an “unmet needs” group to identify gaps in service provision
 - Using the experience of front-line responders to identify problem areas
 - Questionnaires / feedback forms or suggestion boxes in key locations (e.g. in an HAC).

Transitioning to longer term Assistance Centre

- 8.4 The decision to transition from a Humanitarian Assistance Centre (under the London HAC Plan) to a longer term Assistance Centre is a decision that must be taken early in the life of the HAC in order to provide the time to manage the transition.
- 8.5 In general, the need for a longer term Assistance Centre is likely to be triggered by a likelihood of large numbers of people with long-term or persistent symptoms or problems resulting from the incident.
- 8.6 The HALO will need to identify a senior officer to lead the commissioning process. It is recommended that the commissioning process, and subsequent contract management be undertaken in partnership with health services to ensure ongoing links between the Assistance Centre and mainstream health services.
- 8.7 It is recognised that there will be a tension between the normal commissioning processes used by local authorities for the provision of social care, and the need for rapid outcomes. It will be essential to effectively manage the risks relating to any foreshortened commissioning process.

Facilitating Support Groups

- 8.8 Support Groups can be an excellent of facilitating self-help amongst survivors, and friends and relatives.
- 8.9 In general, the Local Authority should play an enabling role to allow groups to establish themselves, where this is appropriate. However, it is usually preferable to allow the group to become self-running as soon as possible.
- 8.10 It is important for HASG to maintain an overview of what groups are running, and gain a sense of how they are running, without intruding or attempting to direct the group. However, not all groups are equally helpful, and there is a duty of care implicit in directing affected people to such a group.
- 8.11 It should also be noted that groups for Survivors may not welcome Friends and Relatives as members, and vice versa.

1. Identify the need / desire for Support Groups. The initiative should come from affected people, rather than directed from above.
2. Identify what assistance is needed. This maybe:
 - Space for meetings – somewhere easily reached, conducive, informal.
 - Short-term funding for setting the group up.
 - Technical advice with setting up websites, particularly where discussion boards may need internet security. (However, social media tools for this sort of initiative are rapidly improving, and many people are becoming very familiar with them).
3. Provide a point of contact for ongoing liaison as the group develops.

Outreach workers

- 8.12 Outreach workers tasked with following up individuals with significant needs may be appropriate where there are indications that people are not able to engage with services effectively.
- 8.13 For example, if the incident affects populations who suffer from significant social exclusion, or if the impact on housing means that the community has been significantly dispersed, key workers who are able to make individual contact may be a useful intervention.
- 8.14 Outreach workers may be able to:
- Assess the current needs of affected people
 - Sign-post to the appropriate support services
 - Provide support in claiming appropriate financial assistance, submitting insurance claims etc.

Ongoing Information Campaign – Newsletter, Website, Leaflets.

- 8.15 It is likely to be particularly important to focus on continuing outreach to affected people, as the media interest turns away from the incident. It is likely to be necessary to take a low-key approach.
- 8.16 The key focus is to reach out to affected people, who may often not have made contact with the core responding agencies directly.
- 8.17 An important consideration will be to identify the agencies and service providers who affected may turn to in order to find support. These may include:
- GPs
 - Voluntary agencies such as Victim Support, the Samaritans, CRUSE.
 - Faith groups
 - Employers' occupation health departments
 - Schools education welfare advisers.
- 8.18 It is also likely that those most aware of an individual who is suffering 'invisibly' are the close friends and families of affected people.
- 8.19 It is important to ensure these sorts of groups have access to information, and that messages are targeted appropriately.

- 8.20 Where information has been directly captured by a responding agency, it may be appropriate to make direct contact. This could be done by letter, which would be the least intrusive method. Other means of contact should be undertaken with careful consideration. However, direct outreach by caseworkers maybe appropriate to make contact with people who may have not come forward directly.

Acts of Remembrance

- 8.21 Acts of Remembrance, such as memorial services are likely to be an important part of the recovery process.
- 8.22 The organisation of such events needs to be handled carefully bearing in mind:
- The faiths of those directly and indirectly affected – there is a need to be respectful and inclusive
 - The wishes of the bereaved are extremely important. However, Acts of Remembrance are also important to the wider community
 - The involvement of appropriate community leaders, VIPs etc needs to be carefully managed
 - Different communities will react differently to different events, and over time. Some disasters are marked regularly over a very long period of time, other incidents may be followed by a desire, at some stage, to ‘move on’
 - Some Acts of Remembrance should be private and low-key, others will be large-scale.
- 8.23 Directly affected people are likely to need support during this time. Careful consideration of how this is best provided will be important. Consultation with individuals may be appropriate. Many people will be able to find the support they need from their own friends and family, or community.
- 8.24 Media interest may be high. Care should be taken with event planning to enable the media to satisfy the needs of the wider community without intruding on people who are traumatised or bereaved.

Development of Referral Pathways

- 8.25 Pathways should be developed to ensure that affected people can access particularly mental health, but also other support services. There may be a complex web of services that affected people may present to, in their personal journey to recovery. These include statutory and voluntary sector agencies, and faith and community organisations.
- 8.26 Key steps:
- Assessment of likely future needs
 - Establish the key long term service providers
 - Develop a strategy for promoting key services
 - Managing and monitoring.
- 8.27 The key long term service providers may include an Assistance Centre, a “Screen and Treat” service provided by Mental Health Trusts, or may be mainstream health and social care services.
- 8.28 It is recommended that the **greater the needs of affected people the simpler the means of accessing help should be**. Simplicity of referral pathways provides a greater chance that people will access the required help.

- 8.29 Promotion of services should consider both EXTERNAL publicity, but it is probably as important to identify all the services where affected people may seek help, and ensure the mechanisms for referral exist. In addition to those working directly as part of the response (i.e. FLOs, Assistance Centre staff etc), consider the following:
- Victim support
 - Bereavement support charities and agencies, and similar
 - Faith organisations
 - Local authority customer services, and social services departments
 - Schools education welfare advisers
 - GPs and pharmacies
 - Occupational Health departments of affected departments.
- 8.30 Once links are established, it is also important to monitor who is being referred to each service, and where from. Once pathways are established, service providers should provide management information on numbers referred to and from their service to the HASG.
- 8.31 Development of Referral Pathways is likely to form a key element of the exit strategy for the response as a whole.

9 Procedural Notes: Longer term

Transition to mainstream services

- 9.1 It is likely that it will be necessary at some stage to mainstream the ongoing care of people affected by a major incident, if there are long term issues for the affected people. This should be anticipated and planned for in any incident causing mass fatalities or life-changing injuries.
- 9.2 A key consideration will be how to “hand over” cases from any centralised provision (especially Humanitarian Assistance Centres) to the local authority and local health partners.
- 9.3 It should be noted that different elements of service provision may transition at different times, according to need and circumstances.
- 9.4 It is of course the case that the individual has right not to access mainstream services. Care and sensitivity in how this transition is handled is critical.
- 9.5 Local authorities will be bound to consider each individual’s needs on a case-by-case basis, considering their eligibility for ongoing services in relation to the Fair Access to Care Services policy. Whilst this policy operates in similar fashion in all authorities, the actual services offered can vary markedly according to local resources, and priorities. This may result in differences in provision between individuals with similar circumstances.
- 9.6 It will therefore be essential to consider carefully how to manage this transition. Actions may include:
- Communicating with partners at an early stage, and particularly to the local authorities whose residents are accessing central service provision
 - Developing a strategy for communicating with service users
 - Considering a ‘wind-down’ period where the service closes to new referrals prior to full exit.
 - Updating web materials to sign-post people to their own local social care services.

Inquest Support

- 9.7 In a major incident involving fatalities, an inquest will need to be held. Support may be required by the bereaved and those giving witness statements at the Inquest. While the bereaved are likely to be supported by FLOs at the inquest, it should be recognised that others (e.g. survivors) may not automatically receive this support, and so alternative provision may be appropriate. Those managing the venue where the inquest is being held may want to consider some practical issues, such as the need for quiet rooms.

Memorials and anniversaries

- 9.8 Anniversaries are likely to be a particularly difficult time for people affected by a major emergency. Service providers should be aware of this, and prepare for a surge in demand.
- 9.9 The desire for events to mark anniversaries is not straightforward to judge. There is likely to be a diversity of opinions – between those who feel strongly that the event should be marked, and those who wish to “move on”. Equally, some may wish for a low key event, whilst others may feel that a higher profile marking of the anniversary is appropriate.
- 9.10 It is advisable therefore, to consult extensively (and sensitively) in the run up to anniversaries to gauge the opinion of, in particular, those most directly affected.

NOT PROTECTIVELY MARKED

- 9.11 It may be appropriate to consider a permanent tribute or memorial. Again, extensive consultation should take place before any initiative is taken.
- 9.12 It is possible that a desire to mark anniversaries may emerge or continue very long after formal management of the incident has ceased. Local Authorities, with their community leadership role, would expect to be key to identifying and responding to such needs. For very significant pan-London emergencies, it may be the case that regional and/or national tiers of government would take a leading role.

10 Roles and Responsibilities

- 10.1 The roles and responsibilities of the key responders during the initial response phase can be found in the LESLP Manual.
- 10.2 The responsibilities outlined below are specifically focussed upon the consolidation and recovery phases of the incident.
- 10.3 These are based on the information contained within the National Recovery Guidance Template, Humanitarian Assistance in Emergencies: Non-statutory guidance on establishing Humanitarian Assistance Centres and Voluntary Sector Capabilities Document.

Local Authorities

- Take the lead role in the recovery phase of emergencies (see paragraph 3.28 of Emergency Response and Recovery).
- Chair the RCG and provide other officers to assist if required.
- Lead on providing support to the local community working with community groups and residents.
- Deal with any highways issues involved (in conjunction with the Highways Agency as required) such as road closures, clean up, etc.
- Implement, with the support from other agencies, a communications strategy.
- Deal with the implications of any school closures or school children that have been affected by the emergency.
- Provide Environmental Health advice.
- Lead the waste management for the recovery process including sourcing specialist contractors to dispose of toxic waste.
- Co-ordinate the support from the voluntary agencies.
- Co-ordinate the local political involvement.
- Provide alternative accommodation for displaced persons.
- Work with utilities suppliers to co-ordinate the restoration of the utilities services.
- May provide financial assistance for food, clothing, toiletries etc.
- May arrange and, where appropriate, pay for child or elder care.
- Will work closely with health agencies and other relevant organisations in planning the response.
- Will assess the medium and longer term social and emotional impact on the community affected and consider what long term response is required.
- Ensure that services meet the emotional needs, including those of children.
- Provide practical advice and guidance, for example with accommodation and financial issues.
- Refer on to appropriate social care, health, housing and other services.
- Specific responsibilities within a Humanitarian Assistance Centre include:
 - Establish and meet the costs of implementing and running a Humanitarian Assistance Centre.
 - Identify suitable and fit-for-purpose venues for the HAC.

- Ensure that venues comply with all Health and Safety legislation.
- Manage the day-to-day running of the HAC.
- Work closely with health care agencies and other relevant organisations in all aspects of emergency planning and response, including co-ordinating the provision of social care and welfare support to the community and leading on establishing key humanitarian assistance facilities.
- Prepare communications strategy to publicise venue including street signage.
- Write, test and exercise premises –specific set up and equipping plans for each designated venue.

National Health Service

NHS England will:

- Co-ordinate the provision of immediate health care.
- Through a range of providers, facilitate care and advice to evacuees, survivors and relatives. Co-ordinate the primary care, community and mental health role during the recovery stage, including replacement medication.
- Establish with local authority facilities for mass distribution of counter- measures, for example vaccinations and antibiotics.
- Liaise with local GP and hospital services across UK.
- Signpost other practical help and/or advice as appropriate (e.g. prosthetic limbs; etc.).
- Provide guidance on best practice and sources of information.

Mental Health Trusts will:

- Co-ordinate and inform primary care services and anticipate presentation/demand on mental health services in the immediate aftermath.
- Provide information and reassurance.
- Co-ordinate resources to respond to acute reactions to trauma, escalation of mental illness in existing client group and monitor longer term trauma responses in people affected by the event.

Public Health England

PHE will:

- Provide leadership and coordination for the public health elements of the emergency response.
 - Provide health protection services, expertise and advice.
 - Ensure provision of high quality and timely public health data to the multi-agency response.
 - Provide guidance to professionals in health and local government and other sectors.
- Communicate with the public by providing information and advice relevant to PHE's responsibilities.

Coroner's Officer

- Provide advice and information to bereaved.
- Liaise with FLOs.
- Liaise with other organisations.

Metropolitan Police and City of London Police

The Police will:

- Ensure that the Recovery Co-ordinating Group (RCG) is convened as early as possible during the actual response phase to an emergency/major incident.
- Be represented at the local level on the RCG in order to ensure that local issues can be addressed with foreknowledge of particular areas and issues.
- Offer managerial guidance with respect to, or act as conduit for, the other emergency services should they not be present at the RCG.
- Give feedback to the RCG regarding implications for the police service that any proposed recovery strategy or measure may entail, in particular with regards to:
 - Body recovery, identification and forensic examinations
 - Security issues
 - Traffic management at funerals, memorial services, etc
 - Public order at funerals, memorial services, etc.
- If a temporary mortuary has been established, a Senior Identification Manager may join the RCG or should be liaised with.
- Providing security within any HAC that is established.
- If Family Liaison Officers are deployed, a Family Liaison Manager may join the RCG (or liaison to the FLO Manager should be sought) in order to liaise closely with the RCG regarding investigative and individual recovery issues, such as funerals.
- The police Family Liaison Officer (FLO) will work to the strategy set by the police Senior Identification Manager (SIM). Through the Family Liaison Advisory Team or Family Liaison Co-ordinator (FLC), the SIM will appoint FLOs to the appropriately identified family. The FLO will remain the Single Point of Contact (SPOC) between the SIM, the family and Specialist Support Services.

The FLO's responsibilities include:

- Gathering information and evidence in a compassionate manner from family members and friends regarding the details of potential victims or missing persons (to contribute to the earliest possible identification and repatriation).
- Providing help and advice regarding the investigation and criminal justice system.
- Providing communications to and from the investigation team and the family and other support services.
- Keeping the family fully informed of any developments in the investigation and recovery operation.
- Keeping a record of all contacts with the family, the reasons for the contacts and the outcomes in the FLO log.
- Establishing close liaison with other relevant agencies and partners within the HAC.

London Fire Brigade

The London Fire Brigade will provide:

- The use of specialist equipment during the recovery phase
- Professional advice on Fire and Rescue issues
- A long term urban search and rescue capacity if required.

Voluntary Sector

The nature, range and scale of services offered by the voluntary sector may alter depending upon the context of the emergency situation at the time. The voluntary sector can provide support in a number of generic areas specifically:

- Welfare
- Social and psychological aftercare
- Medical support
- Search & Rescue
- Transport
- Communications
- Documentation
- Training & exercising.

British Red Cross

- Provide emotional and practical support.
- Provide access to a range of practical support services.
- Offer therapeutic care (relaxing massages) for clients and staff.
- May provide first aid for both clients and staff.

The Salvation Army

- Co-ordinate the provision of faith support, accessing appropriate faith leaders as necessary.
- Listen and provide emotional support.
- Provide access to a range of practical support services.

Victim Support

- Provide emotional and practical support to those affected by crime and other emergencies.
- Offer advocacy and help with navigating the criminal justice system.
- Provide information on the services provided by other agencies and referrals, where appropriate.

Cruse Bereavement Care

- Listen and provide ongoing emotion support.
- Provide bereavement and contact information.
- Provide access to UK local branches for ongoing support.

St Johns Ambulance

- First aid and healthcare.

- Medical support to ambulance service / hospitals / mortuaries.

Samaritans

- Listen and provide ongoing emotion support.
- Provide bereavement and contact information.

Disaster Action

- Offers support and guidance to survivors and the bereaved.
- Guidance and consultation for responding agencies.

Faith Groups

Subject to the specific beliefs and practice within faith communities, Faith Groups are likely to have a role in:

- Recognising the spiritual dimension of life and death
- A ministry of care and comfort to relatives and others caught up in the disaster
- To support others as requested by Family Liaison Officers
- Providing a ministry with Hospital Chaplains in hospitals
- Providing a ministry at temporary mortuary facilities
- To organise local church services as required by the community
- To assist with the organisation of memorial services
- Engage with partner agencies to support community cohesion work.

Foreign & Commonwealth Office (FCO)

- Provide consular assistance to British nationals overseas following an incident abroad.
- Deploy a Rapid Deployment Team to assist consular staff and assist evacuation of British nationals where required.
- Provide a central contact and information point for all records and data relating to persons who have, or are believed to have been involved in an incident overseas.
- Liaise with the Metropolitan Police Central Casualty Bureau (where opened) to ensure joined up information sharing on those affected.
- Lead in the repatriation of bodies of British Nationals following deaths overseas.

Department for Communities and Local Government (DCLG)

DCLG's Government Liaison Team will:

- Liaise with central government departments in relation to the incident
- Provide advice and support to local responders during the recovery phase, including assisting with the co-ordination of recovery from a regional/ widespread incident if required
- Provide links to central government coordination of media relations

Health and Safety Executive

The Health and Safety Executive:

- Protect people's health and safety by ensuring that risks in the workplace are properly controlled
- Regulate health and safety in nuclear installations, mines, factories, farms, hospitals, schools, offshore gas and oil installations, and other workplaces
- Regulate the safety of the gas grid, railway safety, and many other aspects of the protection of both workers and the public
- Assist in supporting workplace health and safety of other responding agencies, including the emergency services
- Provide relevant specialist, technical or CBRN advice to support recovery from emergencies, especially, but not exclusively, those events that involve major hazard industrial sites.

National Rail – Train Operating Companies (Care Teams)

- Will provide information and practical assistance to those involved and those affected by the incident.
- Will establish and maintain close contact with police FLOs.
- Will work alongside and seek to complement the efforts of other responding agencies. Primary among these will be police FLOs, with whom early and close contact will be established, along with hospital staff, local authorities and voluntary sector and faith communities.
- Will support communication infrastructure with family and friends of those involved in the incident (by the provision of telephones and generally providing communication support, internet access, phone calls etc.)
- Will make arrangements and, where appropriate, pay for travel for family and friends, including taxi fares, overseas flights etc.
- Will arrange and, where appropriate, pay for accommodation for family and friends.
- May provide financial assistance for food, clothing, toiletries etc.
- Will arrange to meet family and friends from locations within the transport infrastructure.
- May arrange and, where appropriate, pay for child or elder care.
- Will assist in the tracing of luggage and other items of property lost as a result of incidents.
- Will respond to any other needs and concerns which become apparent and generally attempting to help out wherever possible.
- Transport company staff will not provide any form of counselling services but would help to put individuals in contact with the appropriate specialist agency where appropriate.

Transport for London (TFL) Care Teams

- TFL care teams will provide the full services as described above if the incident

involves Transport for London/London Underground customers/staff/infrastructure.

- If the incident involves other transport providers, the Association of Train Operator Companies (ATOC) then Transport for London care teams will give support under existing agreements.
- For any other incident, Transport for London care teams will provide support as required under agreements with the police Family Liaison Co-ordinator.

UK Airlines

Following an aviation incident in the UK that involves UK airlines, they:

- Will provide information and practical assistance to those involved and those affected by the incident
- Establish a telephone helpline for the relatives of those that may be affected
- Will establish and maintain close contact with police FLOs
- Will support communication infrastructure with family and friends of those involved in the incident (by the provision of telephones and generally providing communication support, internet access, phone calls etc.)
- Provide representatives to attend Gold Command meetings
- Assist in the establishment and operation of a Humanitarian Assistance Centre (where required)
- Will make arrangements and, where appropriate, pay for travel for family and friends, including taxi fares, overseas flights etc
- Will arrange and, where appropriate, pay for accommodation for family and friends
- May provide financial assistance for food, clothing.

Insurance Industry

Following an emergency, the insurance industry will provide the following through the Association of British Insurers (ABI):

- Facts and figures about who and what is covered by household and business insurance;
- Specific guidance on the issues likely to arise after a flood or terrorist event
- Details of the protocol between the insurance industry, the police and other emergency responders on communication and co-operation after a major event
- Key contact details of the organisations that represent the insurance industry.

Criminal Injuries Compensation Authority

Provide advice and information with regard to claims.

Citizens Advice Bureau

The CAB will provide free information and advice to help people resolve their legal, monetary and other problems.

The agencies listed below should be consulted in incidents where there has been a significant impact upon local businesses in the community, particularly to support small and medium size enterprises.

Business Link

Business Link provides information, advice and support to businesses and individuals. Rather than providing all the advice and help itself, it fast-tracks customers to the expert help they need.

Business Link will fast-track customers to support and advice on the following:

- Start Ups
- Finance and Grants
- Taxes
- Employing people
- Health and Safety
- IT and e-commerce
- Sales and Marketing
- International Trade
- Business Continuity and Disaster Recovery.

Chamber of Commerce

The British Chamber of Commerce is a private organisation with a paid membership. It is not, therefore, a recognised responder.

However, members of the Chamber of Commerce can receive the following support:

- Making new business contacts
- Legal Expenses
- Insurance
- Business Helpline
- HR Advice
- Health & Safety service
- Payment services
- Risk Insurance.

11 Information Management

Information Gathering

- 11.1 Information about affected people will be gathered at various stages of the response. Large amounts of ‘raw’ data will be collected in the initial response, and this is very likely to be incomplete, and potentially inaccurate. Particular problems have been experienced in past emergencies from information gathered from people who are in shock at the time.
- 11.2 As the incident stabilises and moves towards the recovery stage, the likelihood is that data collection about affected people is likely to be easier to organise and conduct effectively.
- 11.3 Information will be gathered by:
- The police via witness statements, Casualty Bureau and during victim identification
 - Hospitals, as people are admitted, and as friends and family members visit
 - Local authorities staffing reception centres and rest centres
 - Agencies providing Helplines and other support, including transport operators, insurance companies, employers etc.
- 11.4 Wherever possible, sufficient information for identification of and subsequent contact with the affected person should be recorded. This should be passed to the Local Authority at the earliest reasonable opportunity, subject to genuine operational constraints. However, there should be an assumption on all sides that information should be shared between Category One responders.
- 11.5 The Local Authority should, at the outset, establish a master list of affected people that services may need to be provided to. Initially, this may just be very basic details (name, address, date of birth, contact details etc).

Information storage and management

- 11.6 Information about affected people should be treated as highly confidential. Information security must be a primary consideration throughout.
- 11.7 It should be recognised that information gathered in the response phase may be inaccurate or incomplete. Where reasonably possible, and subject to relevant legislation, the local authority should work to ensure the accuracy of the information.
- 11.8 Over time, and subject to need, there may be benefit in developing more detailed information about the “case history” of services provided, concerns and issues.
- 11.9 A range of solutions may be appropriate to the circumstances, from a simple spreadsheet list, to creating records on the Authorities social care database. Where affected people have substantial / long-term needs it is recommended that local authorities use their existing social care databases as the principle tool for managing information about affected people and sharing this with partners, in line with local Information Sharing Protocols.
- 11.10 It is very important to ensure that information provided by affected people is kept up-to-date, to avoid repetition of questions as people access services over time.

Information sharing

- 11.11 Sharing information about affected people will be vital to a number of aspects of the response:
- Criminal investigation

- Victim identification
 - Humanitarian assistance.
- 11.12 There should be a presumption to share, rather than the reverse. For further information on this point, refer to Data Protection and Sharing – Guidance for Emergency Planners and Responders (HM Government 2007: <https://www.gov.uk/government/publications/data-protection-and-sharing-guidance-for-emergency-planners-and-responders>)
- 11.13 The sharing of information must be undertaken as securely as reasonably possible. There are a number of options that may be considered. In the short term, secure email systems are available which can be used to share data files between responders. The development of a national multi-agency extranet may supersede the need for such systems.
- 11.14 Agencies should establish what information they will need, and how frequently this should be updated. The HALO should assign an Information Management Officer to ensure that appropriate mechanisms are in place to store and pass information between agencies.
- 11.15 Local partnerships should review Information Sharing Protocols to ensure they enable the sharing of information in a timely manner between appropriate partners.

National Resilience Extranet

- 11.16 The Humanitarian Assistance Steering Group may wish to consider if the National Resilience Extranet will facilitate sharing of data. This will depend on sign-up of agencies and may not be consistent across all agencies and all boroughs.

12 Capabilities

Summary of capabilities required

12.1 This section describes the capabilities provided for, the numbers of staff expected within this plan and skills and knowledge required.

Capability	Recommended Numbers and source	Skills and knowledge required
HALO	1 per LA	Strategic management skills Awareness of overall civil protection principles and good practice in Humanitarian Response Thorough understanding of social care principles and practice
Welfare Coordinator	3 per LA	Understanding of civil protection principles and local response arrangements Thorough understanding of social care principles and practice
Rest Centre staff	60 per LA Support from WRVS and others	Understanding of basics of EP and role of rest centres
Humanitarian response staff	20 per LA Support from BRC and Salvation Army	Understanding of basics of EP Awareness of needs of survivors and the bereaved. Ability to assess needs, provide immediate care and support, and to direct people to support services Ability to work in Reception Centres, HAC or as part of an outreach team
Rail care teams and airport care teams	Individual companies discretion	Awareness of needs of survivors and the bereaved. Ability to assess needs, provide immediate care and support, and to direct people to support services Understanding of the support available from their organisation
HAC staff – specific advisers	Various agencies – numbers as required.	Role-specific knowledge Aware of needs of survivors and the bereaved
Information Manager	1 per LA	Information Management expertise.
Family Liaison Officers	MPS, CoLP – supported by other forces as needed.	Role specific knowledge. Awareness of other agencies involved in the response.

How these capabilities may be delivered

Local Authorities

- 12.2 Most London Local Authorities will have in place teams of staff that can be deployed to rest centres.
- 12.3 In practice, it is recommended to local authorities that a subset of 20 of these staff are trained to deliver humanitarian support in a variety of contexts – reception centres, HAC or as part of an outreach groups. In this way a single flexible team can be deployed in a variety of contexts according to need.

Other Agencies

- 12.4 The Metropolitan Police Service and other police forces have Family Liaison Officers already in place.
- 12.5 Train Operating Companies, Transport for London and airports provide their own “incident care teams” that will play a key role in providing capacity for transport-related incidents.
- 12.6 Voluntary Sector capabilities are outlined in the London Resilience - London Voluntary Sector Capabilities Document.
- 12.7 Faith sector responders may not have had formalised training but in many cases will have appropriate skills (e.g. pastoral care) and networks of volunteers that may be mobilised in support of a humanitarian response.

Annex 1: Plan Validation

This plan will be subject to an annual desk review and audit.

A training specification has been provided for courses for:

- Humanitarian Assistance Steering Group members
- Local authority operational responders.

Operational responders from other agencies provide their own staff with role-specific training – this is beyond the scope of this plan.

Exercise Schedule

The following schedule of exercises is proposed to validate the plan.

Year	Type of exercise	Comments
2013/14	Command post	Incorporation into regional exercises
2014/15	Table top	Borough-level HASG exercises
2015/16	Walkthrough exercise	Humanitarian Assistance Centre site walkthrough exercise.

Annex 2: HASG: Suggested First Meeting Agenda

1. Introductions and apologies
2. Terms of Reference
3. Overview of the incident (what's happening?)
4. Assessment:
 - a. Who has been affected and how?
 - b. HA services needed
 - c. HA services available (which agency or service could provide these?)
 - d. How those services can best be delivered
5. Agreement on immediate priorities and actions
6. Communication Strategy- how will we let people know what is on offer?
7. Horizon scan for future issues
8. Exit strategy
9. AOB
10. Date, time and location of next meeting

Annex 3: Website Site Map Template

Home page

Introductory message (the incident the website is for)

Telephone support number (and available hours)

HAC location (if applicable: note the location, travel details, opening hours)

Links to the following headings below

Who are we?

Outline who is running the website and which agencies are supporting it

How can we help?

If HAC has been established, note the services being provided in the centre

Financial and legal help

Summary of funds that have been established

Links and phone numbers for suitable government agencies

Help coming to terms with the event

Details of the telephone support number for persons who feel emotionally affected by the incident and may need professional counselling referral

Online resources

Signposting for websites and support information provided by appropriate agencies

Links to advice leaflets for persons affected by an incident

Contacting others affected

Details of support groups established

Information on how to set up your own support group (including links to Disaster Action)

Your questions answered

Basic Q & As about what support is available and where it can be accessed

Memorials and condolence books

Details of arranged memorial sessions / monuments, as appropriate

Online book of condolence and details of location for actual book of condolence (if appropriate)

Annex 3a: Template Emergency Leaflet: Coping with a Major Incident

This leaflet has been prepared, using expert clinical advice, to be adapted for local use and distributed widely in the event of an incident likely to cause psychological distress to significant numbers of the population.

The leaflet has been produced to inform the public and practitioners about the likely psychological effects of exposure to the trauma of a major incident. It is designed to help people cope with their feelings in the immediate aftermath and assist them in deciding whether and when to seek further help.

As well as assisting the public, the addition of local information such as telephone numbers will aid a range of practitioners in providing timely advice. The guidance will most likely be used by health and social care agencies but can be distributed by anyone who finds it helpful.

In the event of a major incident, it is intended that agencies download the text and insert local information and logos as appropriate.

COPING WITH A MAJOR INCIDENT

If you have been involved in a major incident or event, you may find this leaflet helpful. It describes how you might feel in the days and months after the incident and has information about how to obtain help, if you need it.

After an incident

Often, major events make us feel that that life is unfair and unsafe. But, looking back afterwards and despite our feelings and problems at the time, it is clear that most people do cope well and recover without long-term problems.

What you have seen and heard is likely to have an effect on you, even if you have not been injured. Coping can be difficult. Everyone is different and each person has his or her own feelings afterwards.

What has happened can cause strong feelings, but, usually, they settle in time.

How you might be affected

Major events are shocking and some of them can be overwhelming. After any major event, it is normal to have feelings and other experiences that may continue for some weeks.

People who are directly involved or who lose loved ones are the people who are likely to be most affected. However, witnesses, friends and relatives may have reactions too.

Immediately afterwards, you might feel:

- stunned, dazed or numb
- cut off from what is going on around you
- unable to accept what has happened
- that it hasn't really happened.

Usually, these feelings fade and others may take their place in the hours or days afterwards.

In the following few weeks, you might experience:

- tears and sadness
- fear
- anxiety
- numbness or dreaminess
- unpleasant memories about the event
- problems with your concentration
- difficulties with your memory
- difficulties with sleeping, nightmares and tiredness
- feeling less confident or, sometimes, helpless
- reduced energy
- feeling angry or irritable
- reduced appetite

- guilt about the incident
- headaches and other aches and pains
- feelings of reluctance to discuss the event or you wish to talk about it all the time
- wanting to avoid people, places or activities that remind you of the event (and this might include travelling on public transport)
- elation about surviving

Children and young people are as likely to be affected as adults and they may have similar experiences. Often, they become unsettled and more aggressive or fearful and it is usual for them to be more clingy and demanding. Also, they may 're-play' the event in their games. These reactions are understandable and, usually, reduce gradually over time. Parents can help their children by providing both information and reassurance. Like adults, children cope surprisingly well in the longer-term.

What can I do that's helpful?

You should:

- take each day at a time
- do things that make you feel safe and secure
- be patient with yourself; it may take weeks or months to feel that you and your life are back to normal
- try to re-establish your usual routines such as going to work or school
- spend time with family, friends, and others who may be able to help you through this difficult time
- give reassurance to children to help them to feel safe and to talk about their fears and worries
- take good care of yourself physically; eat well, exercise regularly, reduce alcohol and drug use and get enough sleep
- talk it over when you are ready, but, don't worry if you get upset or cry while you think or talk about what happened
- take extra care; after a major incident or event, people are more likely to have accidents

What isn't helpful?

Bottling up your feelings isn't helpful; let yourself talk when you feel ready.

Alcohol and drugs; while they can numb your feelings, they can also stop you from coming to terms with what has happened or cause more problems later.

Do I need professional help?

Most people who have encountered a major incident find that they get better over time. However, if you are still having difficulties after a month, you might need some help.

The same advice applies to your children; they, too, may benefit from help if their feelings and behaviour are a worry to you a month after the event. It is helpful to seek advice if this is the case. Going to school may be very helpful to children and young people because it re-establishes routines and brings them into contact with friends.

What professional help can I expect?

Advice, help, and treatment aim to enable adults, young people and children to come to terms with an event, by talking about their feelings and learning to cope better.

Sometimes, medication is helpful.

Where do I find help?

[INSERT LOCAL INFORMATION HERE]

Speak to your family doctor (you could take this leaflet along) or contact the NHS 111 Service by dialling 111 or go to www.nhs.uk/111

Other support groups and caring organisations you may find helpful include:

- The Samaritans – Offers a 24-hour helpline for those in crisis. Tel: 08457 909090 www.samaritans.org.uk
- Cruse – Bereavement Care – Offers counselling, advice and support throughout the UK. Tel: 0870 167 1677 (Monday - Friday 9.30am - 5pm) www.crusebereavementcare.org.uk
- Disaster Action – Provides support and guidance to those people who are affected by disasters. Tel: 01483 799 066 www.disasteraction.org.uk
- Assist Trauma Care – Offers telephone counselling and support to individuals and families in the aftermath of trauma. Tel: 01788 560800 (Helpline).
- For useful information on coping with trauma, see the following websites:
- www.istss.org
- www.rcpsych.ac.uk/info/index.htm
- www.uktrauma.org.uk
- webmaster@uktrauma.org.uk

Annex 3b: Template Emergency Information Leaflet

Adapted from Humanitarian Assistance in Emergencies: Non-statutory guidance on establishing Humanitarian Assistance Centres

[INSERT NAME OF INCIDENT HERE]

If you are worried about a loved one:

Casualty Bureau: Please call the bureau on [XXXX] to report someone missing. Upon calling, you will be given a unique reference number, which you should quote each time you call. The number is available 24 hours a day.

Please note, the Casualty Bureau only records information and is not able to give information out about specific cases.

For more help and information:

Family and Friends Reception Centre: The centre is at XX and provides an area for those concerned about loved ones to talk to the Police and get further information and advice about the incident.

Survivors Reception Centre: The centre is at XX and provides an area for all those directly affected by the incident to talk to support organisations.

NHS Direct: Health advice is available through the 24 hour helpline on 0845 4647.

Other sources of advice:

British Red Cross - www.redcross.org.uk – has trained volunteers on standby to offer practical support and comfort to people affected by tragedies. Its UK switchboard is 0870 170 7000.

Disaster Action - www.disasteraction.org.uk - All members of Disaster Action have themselves been affected by major disasters. The website provides advice, information and contact details for further help – Disaster Action does not run a 24 hour phone line, but there is always an answering service.

For longer term help from Government:

The Department for Culture, Media and Sport has responsibility within the Government for co-ordinating support to UK victims of major disasters.

If you are having difficulty over the coming days and weeks accessing any support services or if you have any further questions about the help that may be available, please contact the Department. Write to the Humanitarian Assistance Unit, DCMS, 2-4 Cockspur Street, London SW1Y 5DH, email hau@culture.gsi.gov.uk or ring 020 7211 6200 and ask to speak to someone in the Unit.

The Department will need your name and address in order to offer ongoing information and support. Please let them know if you would prefer them not to keep these details.

Longer term care

Counselling is available through the NHS. Most people who have encountered a traumatic event find their symptoms subside over time. If symptoms do not improve after 4 - 6 weeks and continue to concern you, please contact your local GP.

If this disaster has left you needing additional financial support, or you would like to know about local support services, your Local Authority social services can provide advice.

Annex 4: Humanitarian Assistance Centre Activation Plan

1 Introduction

Scope

- 1.1 The purpose of this document is to provide information to assist in the construction of a centre that is fit for purpose to operate as a Humanitarian Assistance Centre (HAC) for London.
- 1.2 This plan does not cover the operational management or services that would be provided within a HAC. For this information see Annex 5.

Description of a Humanitarian Assistance Centre

- 1.3 A Humanitarian Assistance Centre (HAC) should be seen as a sophisticated facility where bereaved families, survivors and anyone else directly affected by the incident can receive information and appropriate support from all the relevant agencies – without the need for immediate referral elsewhere.
- 1.4 It is acknowledged that, while the support will take various forms and may require the provision of a wide range of services, the dignity and privacy of individuals requiring psycho-social support is of paramount importance.
- 1.5 The purpose of the Humanitarian Assistance Centre is to:
 - Act as a focal point for the giving and receiving of information and assistance to bereaved families and friends, survivors and to anyone else who has been affected
 - Enable those affected to benefit from appropriate information and assistance in a timely and co-ordinated manner
 - Enable the gathering of forensic samples where appropriate (in order to assist the identification process) in a timely manner
 - Offer access to a range of services that will allow affected people to make informed choices according to their needs
 - Ensure a seamless multi-agency approach to humanitarian assistance in emergencies that should minimise duplication and avoid gaps.
- 1.6 As part of its psycho-social support function, it will be necessary for the Humanitarian Assistance Centre to act as a facility that provides practical advice and assistance to individuals and businesses affected by the incident. These individuals and organisations may need advice across many areas including housing, insurance, utilities and repairs (replacement of fixtures, doors, windows, etc.). A caring and supportive approach to providing practical assistance will be as important as, and integrated with, providing direct psychological support such as befriending and psychological first aid.
- 1.7 The HAC should be environmentally suitable for the purpose and equipped to receive people with a range of disabilities. It should conform to the Disability Act 2004 and other relevant legislation.

Planning Assumptions

- 1.8 The requirement for a Humanitarian Assistance Centre will become apparent, as the scale of the incident becomes known.
- 1.9 A Friends and Families Reception Centre will be opened to provide initial support and assistance.

- 1.10 The Humanitarian Assistance Centre should be built, equipped, staffed and open for operation within 48 – 72 hours of the decision to open a HAC.

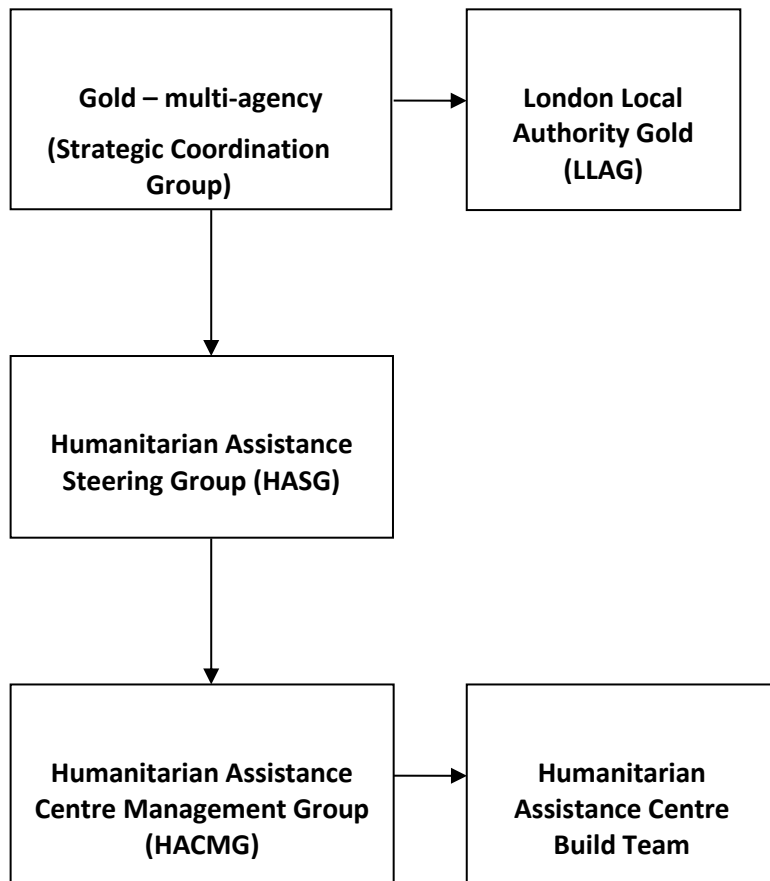
2 HAC site identification

- 2.1 It is the responsibility of the Humanitarian Assistance Steering Group (HASG) to determine which venue will be used as the Humanitarian Assistance Centre. Some venues have previously been identified across London as suitable for use as a HAC and these sites should be considered in the first instance. The venue chosen may not be in the borough in which the incident has occurred. In all cases the Local Authority within which the HAC is based will lead in the physical establishment of the facility, in consultation with the police.
- 2.2 A list of these previously identified sites is held and maintained by the London Local Authority Coordination Centre, and is available to the HASG on request.
- 2.3 A form that can be used to consider the suitability of a site is contained in Appendix B.

3 HAC Activation Process

- 3.1 An incident of the scale that would require the use of a Humanitarian Assistance Centre will be strategically managed by a Strategic Co-ordination Group (SCG), at which all key responding agencies are represented at a senior level. The SCG is also known as 'Gold'.
- 3.2 In the event that the Family and Friends Reception Centre (FFRC) or other facilities having already been established (to meet people's immediate needs after an emergency), the Strategic Co-ordinating Group will consider requesting the establishment of an Humanitarian Assistance Steering Group (HASG) who would, amongst other things, decide whether these arrangements have sufficient capacity to cope with the present demand and anticipated future demand.
- 3.3 The Humanitarian Assistance Steering Group (HASG) should consider at an early stage whether the needs of people are such that a Humanitarian Assistance Centre should form part of the response strategy; and make an appropriate recommendation to London Local Authority Gold (LLAG) / the Strategic Co-ordinating Group (SCG).

Figure 1: Humanitarian Assistance groups and decision making process



- 3.4 The decision to implement a Humanitarian Assistance Centre will be made by the Strategic Co-ordinating Group (SCG) in coordination with the Humanitarian Assistance Steering Group (HASG).
- 3.5 Once it is decided that a HAC is required, the HASG will request the establishment of a Humanitarian Assistance Centre Management Group (HACMG) to specifically focus on the establishment and running of the HAC, allowing the HASG to maintain a strategic overview of the humanitarian assistance requirements outside of the HAC. Membership of the HACMG should, as far as is possible, be pre-determined during the local planning stage but this is subject to the need to be flexible to cater for specific requirements of any particular incident.

4 Establishing a Humanitarian Assistance Centre

- 4.1 In order to deliver a fit for purpose HAC, it is likely that a significant amount of work will be required to fit out the chosen venue. To achieve this, a HAC Build Team will be required to manage this process, led by the Local Authority who are responsible for establishing and running the HAC. The role of the HAC Build Team is to hand to the HAC Management Group a fully laid-out, furnished and equipped facility. It is the responsibility of the Humanitarian Assistance Steering Group to agree, in consultation with the HAC Manager, whether to request the Metropolitan Police to assist with establishing the HAC.
- 4.2 In July 2005, the Metropolitan Police Service's Property Services Department (PSD) was heavily involved in the establishment of the Family Assistance Centre at the Royal Horticultural Halls (RHH), Westminster. The involvement of PSD in this manner in any future incident, however, should not be assumed. At the time of publication Property Service Department are unable to commit support to any given Local Authority in the provision of a Humanitarian Assistance Centre unless the subject of a formal pre-arranged agreement.
- 4.3 Appendix D contains a template Memorandum of Understanding between the MPS PSD and Local Authority.
- 4.4 The HAC Build Team should be headed by a Property Manager from the Local Authority and assisted by the suggested following personnel:

ROLE	RESPONSIBILITY
LA Corporate Property Manager	HAC Build Team Manager
LA Facilities Manager	Provide support to the MPS PSD while maintaining and safeguarding the integrity of the building
LA Security Manager	Coordinating evacuation and fire safety issues, signage, security arrangements, porters, cleaning.
LA ICT Major Incident Manager	To oversee and coordinate installation of Networking and Telecommunications within the HAC
LA Property Team / Met Police (where MPS PSD are involved)	Coordinating physical build of HAC, including IT and telecommunications networks furnishings, plants etc.
Venue Centre Manager	To cancel any planned events conferences / exhibitions and provide expert knowledge of the building and its infrastructure.
Humanitarian Assistance Centre Manager	To oversee the design and layout of the centre to ensure the space is usable and fit for purpose, and sign-off the build of the centre once complete.
LA Health and Safety Manager	To ensure H&S standards are adhered to during the build and that the finished centre meets H&S, fire and accessibility requirements for a public building.

Below is a suggested first agenda for the HAC Build Team. Meetings must be minuted and all decisions, and the rationale for decisions, must be recorded.

1.	Financial Management - ensure that full accounting and cost recovery systems are put in place from the outset.
2.	Premises requirements and the level of build required
3.	Communications systems – telephones/mobiles/radios
4.	IT infrastructure – computers/fax/copiers/printers
5.	Facilities – toilets/ablutions and provision of furnishings
6.	Consider any additional requirements for disabled access
7.	Consider the needs of vulnerable people and children
8.	Site accessibility, car parking / public transport and security arrangements
9.	Exit strategy – decommissioning
10.	Future meeting times

4.5 The HAC Build Team should consider the following logistical issues as part of their planning:

- The rapid and appropriate identification of a Facilities Manager
- Identification of building, flooring and electrical contractors for the provision of essential services to the facility
- Provision of access to computers (internet access), televisions and telephone lines
- Provision of office equipment (including photocopiers and fax machines)
- Provision of mobile phones for use within the centre
- Provision of furnishings including pictures, bins, notice boards, etc.
- Provision and management of fire safety equipment
- Provision of appropriate and lawful signage
- Arrangements for the cleaning of the facility
- Provision and management of robust security arrangements
- Provision of car parking and accessibility to public transport
- Creation and/or awareness of existing evacuation plans

- Accessibility of the venue to the disabled and sensory impaired
- Accessibility of the venue to children (including a nappy changing area and a play area)
- Decommissioning and removal of equipment following the decision to de-activate the HAC.

4.6 Appendix C details a checklist of considerations that should be completed before the HAC is opened.

5 Layout of the HAC

Key considerations

5.1 A floor plan and photograph of the layout of the centre set up at the Royal Horticultural Halls (RHH) in July 2005 can be found in Appendix A. This floor plan identifies the various areas which were set aside for specific purposes, and it may be used as a generic template for similar structures in the future. The floor space of this particular venue incorporated:

- Registration and reception area (where the police are able to validate and record details of attendees) which provide practical physical resources such as maps of the centre, maps of local amenities (banks, places of worship, transport routes, etc.), phone cards, pens, paper, and other ancillary support items as are deemed necessary
- A waiting area
- Areas where visitors were taken for confidential interviews
- Quiet areas where visitors were able to go for private time
- Adequate washroom facilities for staff and visitors (separate areas)
- Separate refreshment areas that cater for varied dietary requirements for staff and visitors
- Supervised childcare facilities
- First Aid point
- Telephone and internet access points, chargers for mobile phones and mini-com access
- Staff only areas (including separate refreshments areas)
- Administration office
- Management office
- Workstations for each of the organisations involved in the humanitarian response.

Further considerations

5.2 The Build team will need to have regard to the space required in and around reception. Avoiding clients needing to queue outside the building in the view of the media and public will be a high priority in order to protect their privacy. However, during busy periods, time for security checks to be carried out may necessitate a short wait.

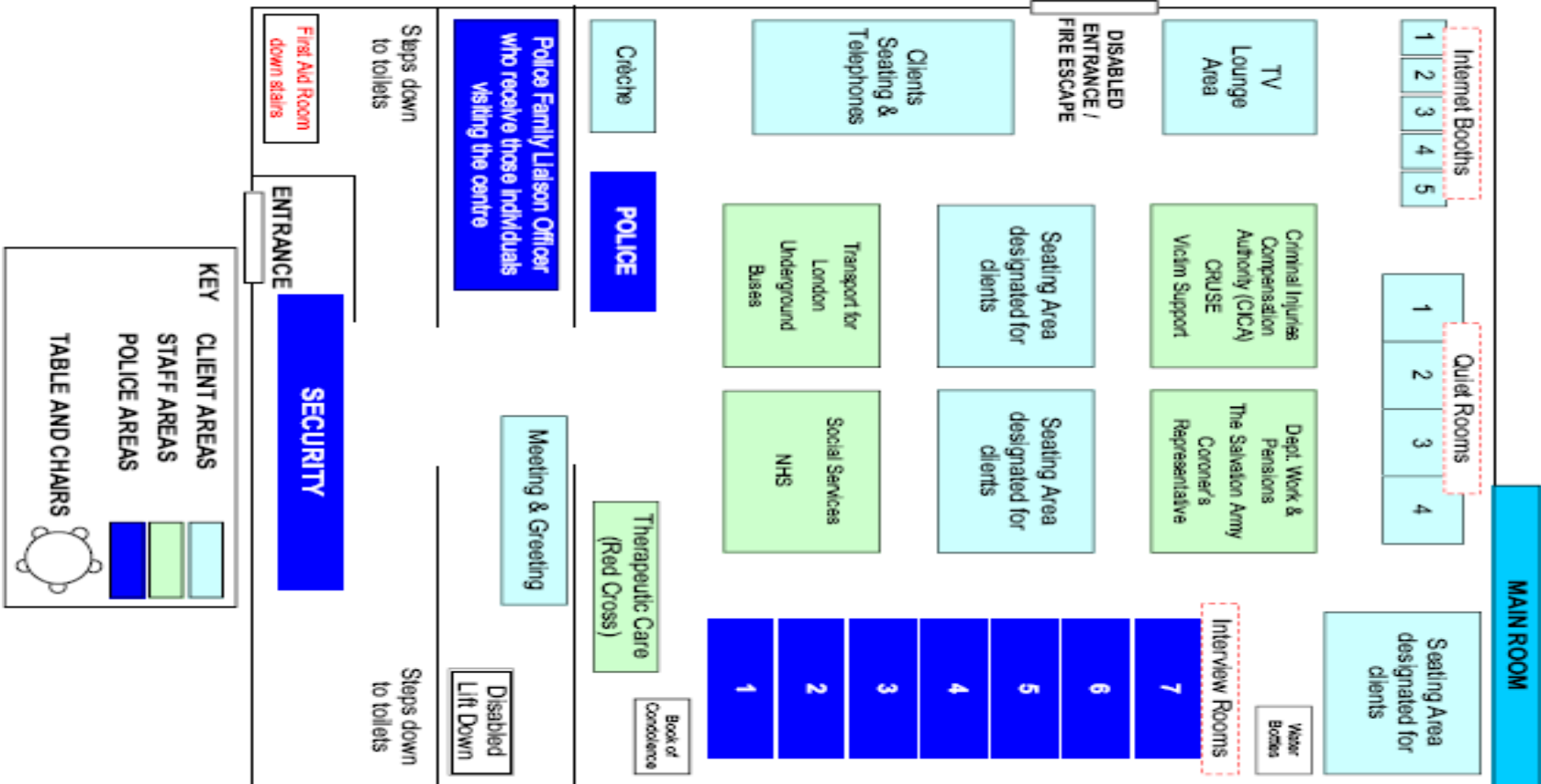
5.3 The Build Team should identify if possible an external smoking area that can be used by clients. This should be as private as possible.

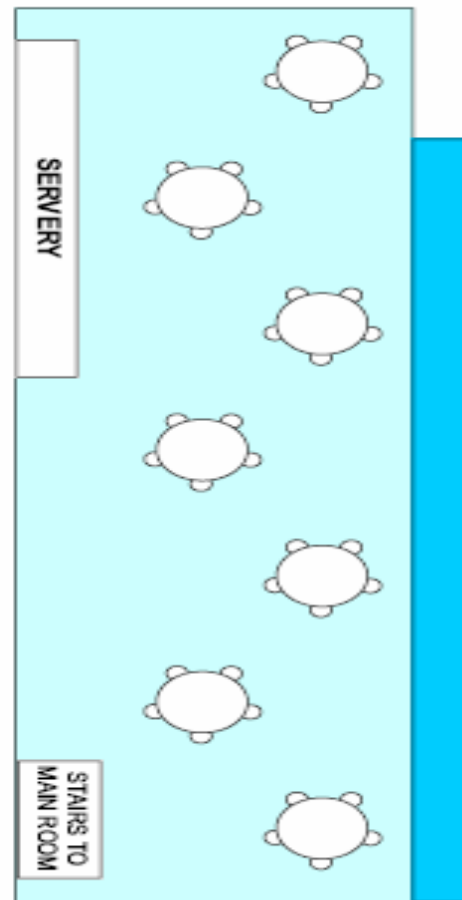
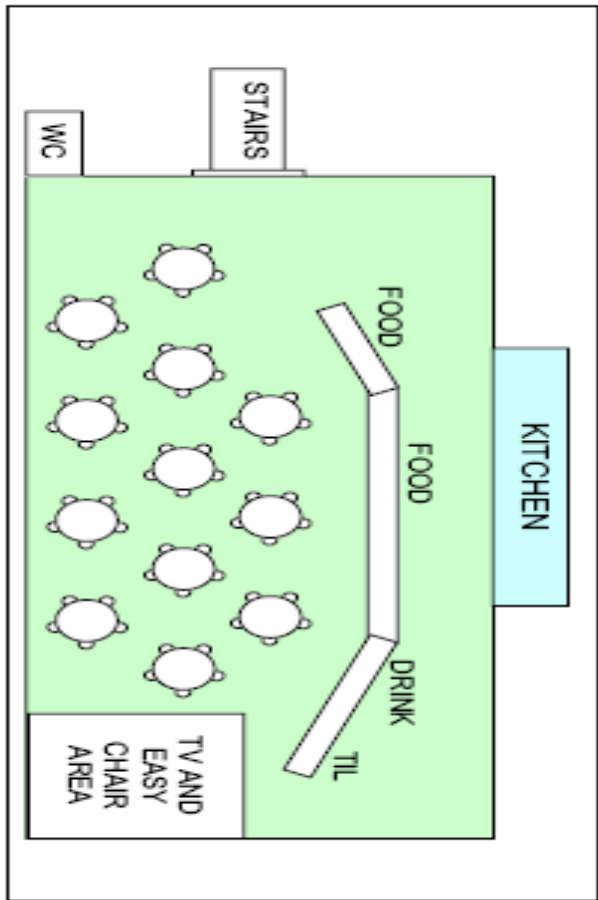
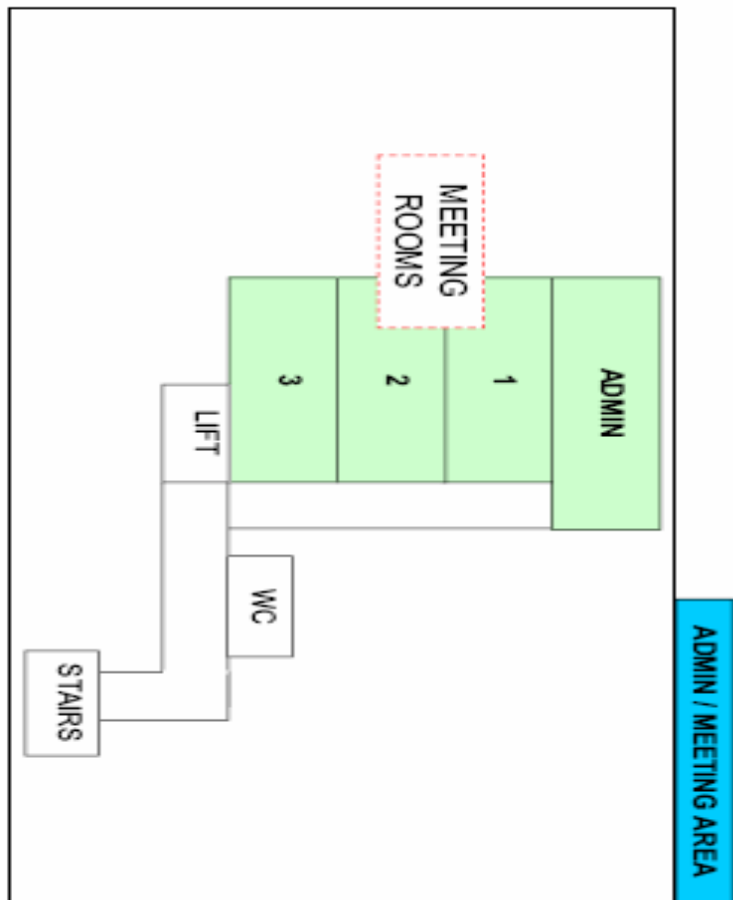
Signage

- 5.4 The table below lists a number of signs that should be prepared and put up through the HAC. Exact locations will depend on the building in question.

Sign Required	Location	Purpose
Agency signs	Each agency workstation	Ensure visitors can identify and locate the agency they wish to contact
Signs for key facilities	As needed	Direct clients to reception, toilets, refreshment areas etc
Feedback forms	Reception area	Direct clients to take, complete and return Feedback Forms
No Photography is permitted throughout this facility	Entrance	Ensure privacy of visitors
No Smoking	Throughout	
Smoking Area directions	As needed	Direct smoker to an external designated smoking area

Appendix A - London HAC Floor Plan (7/7/2005)







Appendix B – HAC Venue Considerations Form

Humanitarian Assistance Centre - Venue considerations	
Date:	LRF Area:
Borough:	
Name of Venue:	
Address:	
Contact telephone number of venue:	
Email address:	
Web address:	
Names of Site visit attendees	
Name:	Role:
Telephone Number(s):	
Email Address:	
Name:	Role:
Telephone Number(s):	
Email Address:	
Assessment	
Who owns the premises?	
What is the normal activity use of the building?	
What are the specifications of the main hall?	
Are there any licensed agreements in place for these activities? <i>i.e. existing activities which have formal agreements</i>	

<p>Does the building have public liability insurance?</p> <p>Are there any contracts/clauses that may affect the use of this building?</p>
<p>What will be the impact of cancellation of normal activity in the short term?</p>
<p>What will be the impact on disruption of business in the long term?</p>
<p>Are there any significant risks in the locality that may affect the use of this building?</p>
<p>Is the building close to any prime sites that may disrupt the activity within the venue?</p>
<p>Security – can the premises be easily secured?</p>
<p>Telephone and internet access points, how many?</p>
<p>Is there a short term business continuity plan?</p>
<p>Does the building have utilities back up (i.e. back up generators)?</p>
<p>Community Impact – close proximity of schools, residential area etc</p>
<p>Traffic – parking arrangements, traffic flow - can these be easily arranged / managed?</p>
<p>Location in respect of any Resilience Mortuary Sites</p>
<p>Proximity to Public Transport</p> <ul style="list-style-type: none">Bus RoutesUndergroundMain line station(s)

Overall Suitability (indicate below):			
Very Good	Good	Moderate	Unsuitable
Completed by:		Date:	
Approved by:		Date:	

Appendix C - Checklist of considerations before opening the HAC

Requirement	Completed
Have there been clear procedures agreed for managing security and access to the HAC?	
Have the fire alarm arrangements and emergency exits been agreed and checked?	
Have all health and safety / risk assessment procedures been followed?	
Is the HAC accessible for persons with limited mobility?	
Are there suitable catering facilities in place, where applicable?	
Are there adequate toilets / baby changing facilities?	
Have the media been given a tour of the HAC?	
Has the HAC been promoted locally and in the media?	
Are record keeping systems in place to track those who visit the HAC?	
Have all agencies and their staff been briefed on their role in the HAC?	
Are there sufficient communication links to other parts of the response effort?	
Have arrangements been made for the regular cleaning of the HAC?	
Is there an agreed exit strategy for the scaling down or closure of the HAC?	
Are arrangements in place to fund the HAC for its duration, with suitable record keeping systems established?	
Have neighbouring authorities been notified of the existence of the HAC?	
Have the HACMG communicated with local businesses about the possible congestion and disruption from the HAC?	
Has a community impact assessment been completed to assess the effect of the HAC on surrounding areas?	
Is there suitable signage on the surrounding road network about the HAC with adequate car park facilities on site?	
Is the site fit for purpose and with suitable space to offer appropriate support to visitors?	
Have staff admin and rest areas been designated in the HAC?	
Have staff rotas and HAC opening hours been agreed by the HACMG?	
Has a suitable name for the facility been discussed and agreed?	
Is there a website and telephone support line established to support the function of the HAC?	
Have all services previously available in the Reception Centre or Family and Friends Reception Centre been transferred to the HAC?	
Has the timing for opening the HAC been agreed with Gold Command (and	

Requirement	Completed
regional / central government where applicable)?	
Have the HACMG identified back-up staff that could take over roles within the group, if required?	
Have the HACMG identified who will oversee the day-to-day management of the HAC?	
Is there suitable signage within the HAC to direct visitors to the available facilities?	

Appendix D - Template Memorandum of Understanding: Metropolitan Police Service Property Service Division

This Memorandum of Understanding (MoU) relates to:

Provision of support from the Metropolitan Police Service (Resources Directorate Property services Operational Support Group) for the set up of a Humanitarian Assistance Centre (HAC) as per the London HAC Plan V2 and other temporary emergency premises as may be identified together with provision of related furnishings and equipment.

The London Borough of _____ is seeking to provide a suitable response capability in respect of emergency premises in the event of:

- A major incident requiring the activation of the Humanitarian Assistance Centre Plan within the LB of [borough name] or other London Borough in which LB of _____ has responsibility for provision of a Humanitarian Assistance Centre.
- A local incident within the LB of _____ requiring the provision of relevant temporary emergency premises.

2. The LB of _____ will identify relevant premises and seek the assistance of the MPS to:

- When requested by the LB of _____, provide and procure where necessary on behalf of the LB of _____, any furnishings and equipment required to provide the relevant standard of accommodation as identified within the London HAC Plan.
- When requested by the LB of _____, provide any additional furnishings or equipment that may be required to meet the specific needs of the HAC following an incident occurring for which the LB of _____ has responsibility.
- When requested by the LB of _____, provide such furnishing and equipment resources as required, to meet the needs of any local temporary emergency premises within the LB of _____ or such premises in any other LB for which the LB of _____ has the responsibility to provide.
- When requested by the LB of _____, set up identified premises in accordance with the London HAC Plan.
- When requested by the LB of _____, set up temporary emergency premises as identified.

- 3. The LB of [REDACTED] will agree to reimburse the Metropolitan Police Service for any cost incurred in respect of:**
- Provision of any furnishings and equipment by the MPS in order to provide a HAC or other temporary emergency premises that may be identified within sections 1 and 2 above. The set-up of a HAC or other temporary emergency premises that may be identified as stated within sections 1 and 2 above.
 - Any other expenditure incurred by the MPS to facilitate provision of a HAC or other temporary emergency premises as stated within sections 1 and 2 above.
 - Expense incurred by the MPS within the restoration and disposal process of a HAC or other temporary emergency premises as stated within sections 1 and 2 above.
- 4. The LB of [REDACTED] will have the option to:**
- [REDACTED] Utilise or dispose of any furnishings or equipment procured on its behalf by the MPS to facilitate the accommodation as stated within sections 1 and 2 above.
 - [REDACTED] Seek the assistance of the MPS to dispose of any furnishings and equipment procured on its behalf by the MPS, as identified by the LB of [REDACTED].
- 5. In respect of any requests by the LB of [REDACTED] within sections 1, 2 and 4 above, the MPS will have the option to:**
- Utilise third party resources acting on behalf of the MPS.
 - Utilise and or procure furnishings and equipment on behalf of the LB of Islington as required, to a standard appropriate to the use of the identified premises (as a HAC or other temporary emergency premises).
 - Due to other operational priorities, decline, withdraw, reduce or delay (as relevant) direct or any third party support acting on behalf of the MPS, at any time following such requests for support.
- 6. The MPS will subject to operational priorities, endeavour to meet any timeframes identified within any requests by the LB of [REDACTED] for assistance within section 2 above.**

7. The content of this document does not commit the LB of [REDACTED] or the MPS into any formal contractual agreement in respect of sections 1 – 6 above.

However, the MPS (Resources Directorate, Property Services Operational Support Group) will endeavour to respond to any requests for support made by the LB of [REDACTED] in respect of premises as stated within sections 1 – 5 above providing a formal request is received in writing from the **Emergency Planning Officer**, LB of [REDACTED]:

- Identifying the nature of the support required (within section 1 – 5 above).
- Identifying the premises to which support is requested
- Detailing the time scale(s) involved in providing such support.
- Confirming that the LB of [REDACTED] will meet the total costs incurred by the MPS in respect of provision of such support.
- Identifying the authorising officer and position held.

The contact details and email addresses necessary to progress this process will be agreed between the **Emergency Planning Officer for the London Borough of [REDACTED] and the Emergency Planning Officer for the MPS DoR Property Services Operational Support Group.**

A Malcolmson 29/03/2007

Annex 5: London Resilience Humanitarian Assistance Centre Operating Guide

1 Introduction

Purpose and scope

- 1.1 This document provides guidance on operating a humanitarian assistance centre, hereafter referred to as the Humanitarian Assistance Centre or HAC.
- 1.2 It assumes that the HAC has been established to the point that:
- The premises from which the HAC will operate has been acquired, furnished and equipped
 - HAC staff have been recruited.
- 1.3 Information on setting up an HAC is contained in the separate annex.

Audience

- 1.4 The audience for this document are potential HAC Managers, team leaders of operational staff, and other personnel likely to be deployed to the HAC.

Objectives

- 1.5 The objectives of this guidance are to:
- Define the service offer of the HAC as a whole
 - Describe the roles of organisations that may work from the HAC
 - Provide operating guidelines for managing the HAC
 - Identify key risks and mitigating actions

List of Abbreviations

Abbreviation	Definition	Explanation
HAC	Humanitarian Assistance Centre	
HACMG	Humanitarian Assistance Centre Management Group	Multi-agency group providing day-to-day management of the HAC.
HASG	Humanitarian Assistance Steering Group	Senior-level steering group overseeing the humanitarian response. Chaired by HALO
HALO	Humanitarian Assistance Lead Officer	Director responsible for the overall humanitarian response
FLO	Family Liaison Officer	Police officers working with bereaved relatives as part of the investigation
MPS	Metropolitan Police Service	
SCG	Strategic Coordination Group	Multi-agency group responsible for strategic leadership of the response to a major incident. Chaired by a senior police officer

SIM	Senior Identification Manager	Senior police officer leading the disaster victim identification process. The SIM assigns FLOs to the families.
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2 Service definition

Purpose and description

- 2.1 The Humanitarian Assistance Centre should be seen as a sophisticated facility where bereaved families, survivors and anyone else affected by the incident can receive information and appropriate support from all the relevant agencies – without the need for immediate referral elsewhere.
- 2.2 The support provided will take various forms and may require the provision of a wide range of services, according to the needs of the individual, and the impact of the incident.
- 2.3 The dignity and privacy of individuals requiring psycho-social support is of paramount importance. Considerable emphasis should be placed on ensuring a caring response with positive outcomes for clients, to ensure the service facilitates personal recovery.
- 2.4 The purpose of the Humanitarian Assistance Centre is to:
 - act as a focal point for the giving and receiving of information and assistance to bereaved families and friends, survivors and to anyone else who has been affected
 - enable those affected to benefit from appropriate information and assistance in a timely and co-ordinated manner
 - enable the gathering of forensic samples where appropriate (in order to assist the identification process) in a timely manner
 - offer access to a range of services that will allow affected people to make informed choices according to their needs.
- 2.5 As part of its psycho-social support function, it will be necessary for the Humanitarian Assistance Centre to act as a facility that provides practical advice and assistance to individuals and businesses affected by the incident. These individuals and organisations may need advice across many areas including housing, insurance, utilities and repairs (replacement of fixtures, doors, windows, etc.). A caring and supportive approach to providing practical assistance will be as important as, and integrated with, providing direct psychological support such as befriending and psychological first aid.

Operating hours

- 2.6 The operating hours of the HAC will need to adapt flexibly to the needs of affected people. In the initial stage it may be appropriate to open 24 hours a day but, with time, it may become sensible to scale down operations to day-time hours e.g. 0800 – 2200 x 7 days.
- 2.7 The important factor is to ensure that the correct opening times are clearly communicated as widely as possible (including any answer phones giving information) to ensure that those who may wish to use the centre are not unduly inconvenienced.
- 2.8 The needs of different communities and their calendars, particularly with regard to fasting periods and holy days should be taken into consideration at all times.

Hours	Circumstances
24 hours a day	<p>If the acute needs of affected people have not yet been met – i.e. immediate practical needs (food, shelter, clothing)</p> <p>If the demand for information is overwhelming, and other means do not or cannot meet the need</p>
Extended hours – e.g. 0800 to 2000 (or 2200)	May be appropriate if demand remains high, and there is a strong likelihood that affected people will not be able to access services during normal business hours. For example, if people are likely to have returned to work
Normal business hours – e.g. 0900 to 1700 (or 1800)	Only likely to be appropriate if there is a high level of confidence that affected people will be able to access services during these hours. (It may be appropriate to consider limited weekend opening for example to supplement these hours).

Scope of service

- 2.9 The incident may require a wide range of agencies to provide services at the HAC. Some services may not be required at the outset, others may not be required for the entire duration of the operation of the HAC. The role of deciding and implementing the roll-out of these agencies is an issue for the Humanitarian Assistance Centre Management Group.

Agency	Who can they help/ What can they help with	How else can they be contacted
Local Authority	<p>The local authority role will be to meet and greet clients, gain an understanding of clients needs, and work to ensure those needs are met by either providing direct support (as below) or referring to other agencies as appropriate.</p> <p>Direct support:</p> <ul style="list-style-type: none"> • May provide financial assistance for food, clothing, toiletries etc; • May arrange and, where appropriate, pay for child or elder care; • May provide child care and play facilitators to enable the client to discuss their needs without the pressure of children’s needs; • Provide practical advice and guidance, for example with accommodation and financial issues; • Refer on to appropriate social care, health, housing and other services. 	Local authority call centre or customer services
Local Authority Housing Officers	<ul style="list-style-type: none"> • Assess the housing needs of displaced people. • Provision of advice on options and means of support. • Provision of temporary accommodation. • Provision of advice about home adaptations for people with injuries and/or disabilities. 	Local authority call centre or customer services

Local Authority Benefits advisors	Provision of advice and support about the benefits entitlements of affected people	Local authority call centre or customer services
Police Family Liaison Officer	<p>The police Family Liaison Officer (FLO) will work to the strategy set by the police Senior Identification Manager (SIM). The FLO will remain the Single Point of Contact between the SIM, the family and Specialist Support Services.</p> <p>The FLO's responsibilities include:</p> <ul style="list-style-type: none"> • Gathering information and evidence in a compassionate manner from family members and friends regarding the details of potential victims or missing persons (to contribute to the earliest possible identification and repatriation); • Providing help and advice regarding the investigation and criminal justice system; • Providing communications to and from the investigation team and the family and other support services; • Keeping the family fully informed of any developments in the investigation and recovery operation. <p>A specific Family Liaison Strategy will be developed at the time of the incident for the deployment of FLOs within the HAC.</p> <p>It should be noted that the FLO strategy may not require deployment of FLO's to the HAC for an extended period of time.</p>	Contact details will be provided to families by the assigned FLO
Coroner's Officer	The Coroner's Officer may be present to provide advice and information to bereaved.	Coroner's Service details available via the local authority. The FLO will also have access to these details.

<p>National Health Service</p>	<ul style="list-style-type: none"> • Provide mental health triage for severely affected clients. • May provide first aid for both clients and staff. • Provide general emotional support. • Provide psychotherapeutic interaction. • Provide general clinical support. • Provide GP assessment and possible replacement of lost prescriptions. • Arrangement of pharmaceutical provision. • Liaise with local GP and hospital services across the UK. • Provide other practical help and/or advice as appropriate (e.g. Prosthetic limbs; etc.) 	<p>NHS 111 NHS Choices Local NHS contact details GP surgeries</p>
<p>British Red Cross</p>	<ul style="list-style-type: none"> • Provision of emotional and practical support. • Access to a range of practical support services. • Offer therapeutic care (relaxing massages) for clients and staff. • May provide first aid for both clients and staff. 	<p>BRC are likely to open a helpline in these circumstances (may require a specific request from SCG or the local authority)</p>
<p>The Salvation Army</p>	<ul style="list-style-type: none"> • Co-ordinate the provision of faith support, accessing appropriate faith leaders as necessary. • Listen and provide emotional support. • Provide access to a range of practical support services. 	
<p>Victim Support</p>	<ul style="list-style-type: none"> • Provision of emotional and practical support to those affected by crime and other emergencies. 	<p>Local contact details available from the Police or via the Victim Supportline on 0845</p>

	<ul style="list-style-type: none"> • Advocacy and help with navigating the criminal justice system. • Provision of information on the services provided by other agencies and referrals, where appropriate. 	<p>30 30 900 for support over the phone or to get details of a local office. Typetalk users should dial 18001 0845 30 30 900. www.victimsupport.org.uk</p>
<p>Cruse Bereavement Care</p>	<ul style="list-style-type: none"> ▪ Listen and provide ongoing emotion support. ▪ Provide bereavement information and contact information. ▪ Provide access to UK local branches for ongoing support. 	<p>http://www.crusebereavementcare.org.uk/ Day time helpline 0844 477 9400</p>
<p>Transport Companies National Rail (Care Teams)/ Transport for London (TFL) Care Teams</p>	<ul style="list-style-type: none"> • Will provide information and practical assistance to those involved and those affected by the incident. • Will make arrangements and, where appropriate, pay for travel for family and friends, including taxi fares, overseas flights etc. • Will arrange and, where appropriate, pay for accommodation for family and friends. • May provide financial assistance for food, clothing, toiletries etc. • Will arrange to meet family and friends from locations within the transport infrastructure. • May arrange and, where appropriate, pay for child or elder care. • Will assist in the tracing of luggage and other items of property lost as a result of incidents. • Will respond to any other needs and concerns which become apparent and generally attempting to help out wherever possible. • Transport company staff will not provide any form of counselling services but would help to put individuals in contact with the appropriate specialist agency where appropriate. 	

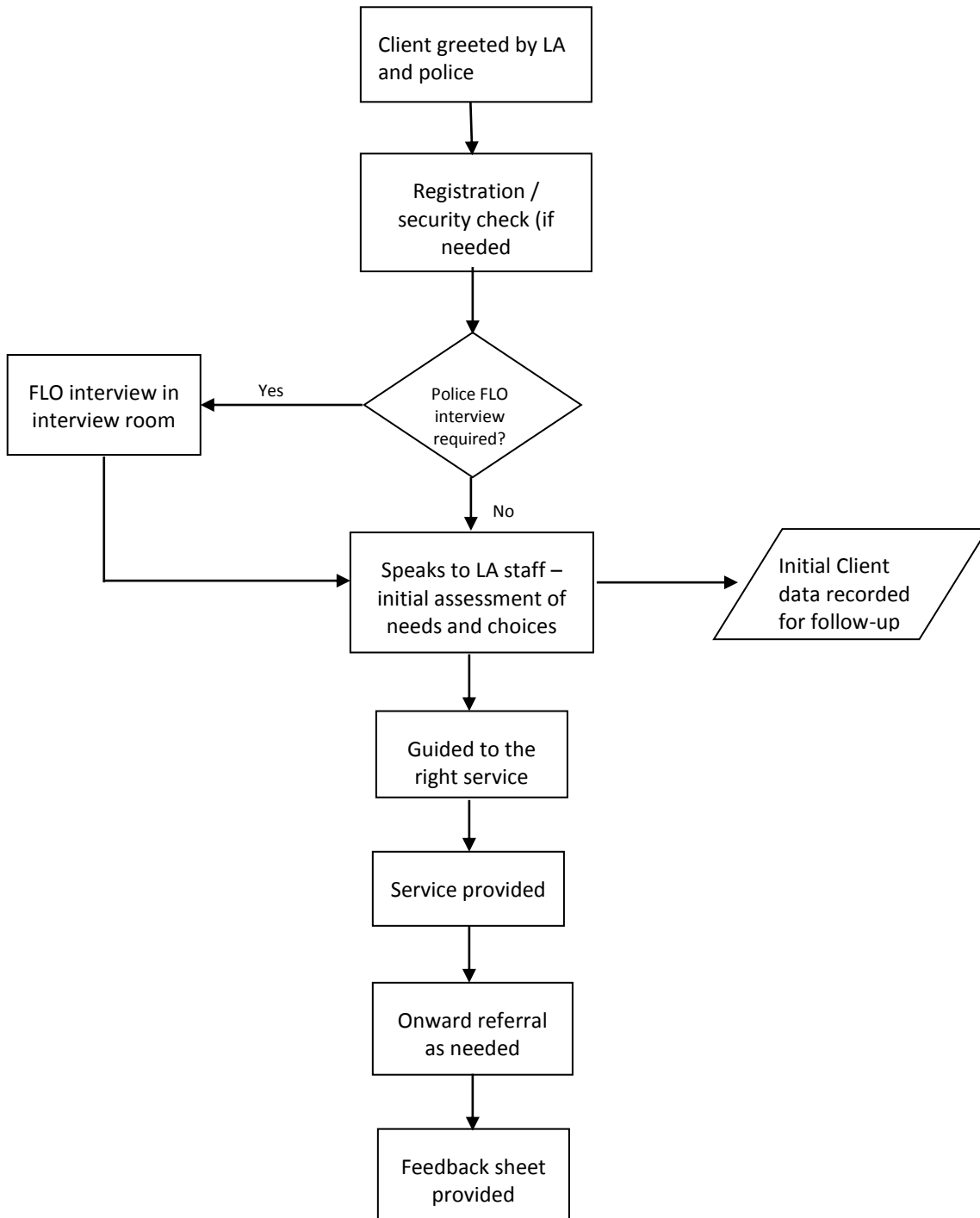
Criminal Injuries Compensation Authority	<ul style="list-style-type: none">• Advice and information with regard to claims for compensation to people who have been physically or mentally injured because they were the blameless victim of a violent crime.	www.cica.gov.uk Helpline 0800 358 3601
Department for Work and Pensions	<ul style="list-style-type: none">• Guidance on benefit entitlements.• Respond to taxation queries.• Provide disability/injury services.	Local benefits agency offices

Client experience

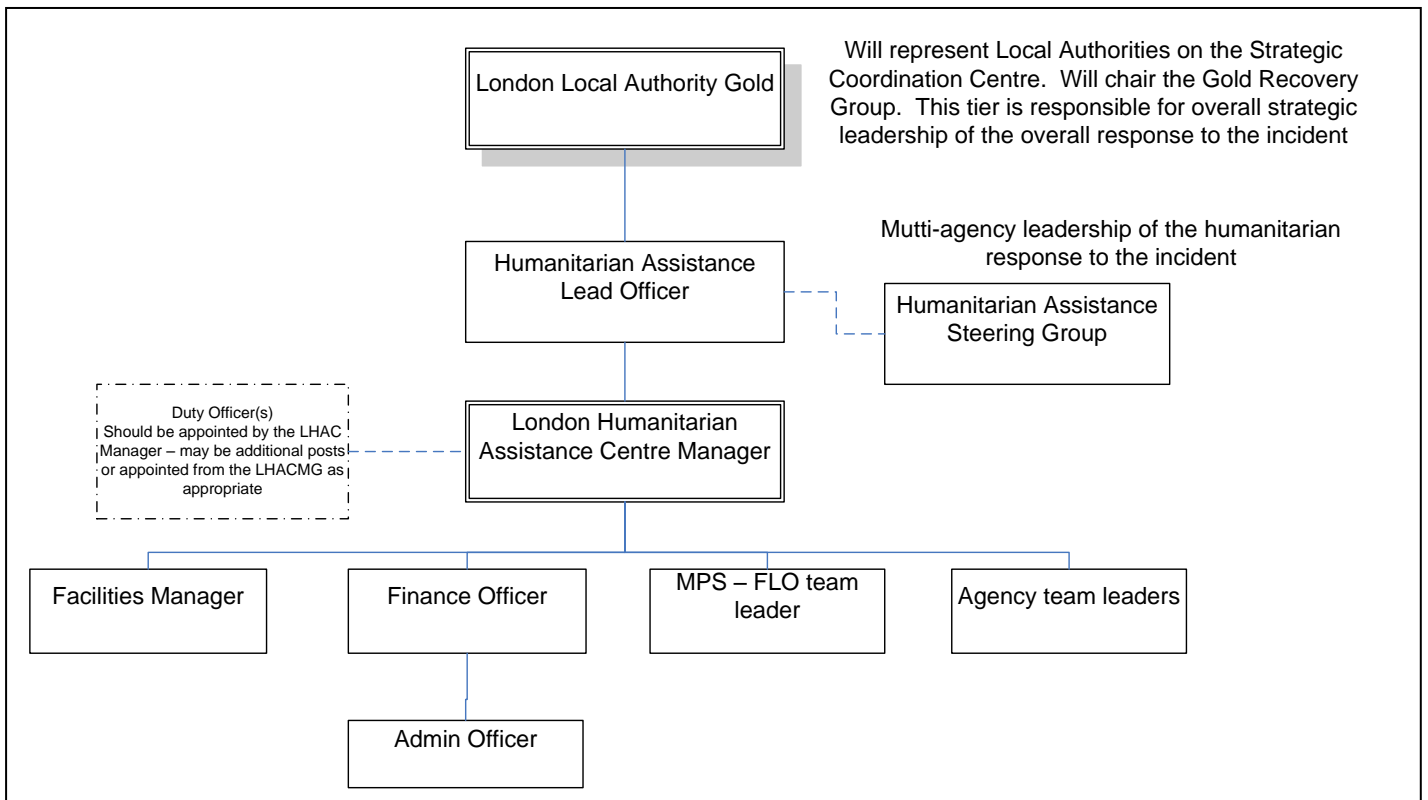
- 2.10 The aim of the centre is to provide a highly effective support in an environment that is professional and reassuring.
- 2.11 It is essential to ensure that the atmosphere is calm, peaceful and quiet.
- 2.12 Staff must be encouraged to take ownership of people's needs and to have an efficient and no-fuss approach to resolving the practical problems that people will face. This is vital to avoid adding to the distress that affected people will be facing from the shock of the incident.
- 2.13 Staff should, wherever possible, provide options and choices, with appropriate guidance. The aim should be to allow people to maintain control and dignity. Promoting self-help is important, whilst recognising that people may feel unable to help themselves at times and may need support.
- 2.14 A sympathetic approach is clearly vital. It will often be appropriate to listen as people express themselves, but in general staff should not be providing "counselling" during the early stage of recovery that the HAC will be operating through. Showing sympathy and aiming to reassure people that their traumatic reactions are normal and natural is important.
- 2.15 All staff should be familiar with these reactions, what to expect and how best to respond in these circumstances. Some agencies will have staff who specialise in these circumstances, and full use should be made of these skills.
- 2.16 Processes should avoid unnecessary form-filling and duplication of information. For example, when a client is being referred from one agency to another, if the client is accompanied by the referring worker who will explain their needs to the second agency and act as an advocate until it is appropriate to withdraw from conversation, it can reduce the feeling that the client is being passed around unnecessarily.

Flow through centre

2.17 The process map below shows in outline how the service will be provided to the client.



3 Management Arrangements and Responsibilities



Management structures

NB: It may be unwieldy for every agency lead to attend the HACMG meetings, and arrangements for representation between agencies may be appropriate.

- 3.1 A Humanitarian Assistance Centre Management Group (HACMG) will need to be established, with overall responsibility for the management of the HAC.
- 3.2 The HACMG will be a multi-agency group comprised of leads from the main agencies represented at the HAC, and a facilities manager and finance officer.
- 3.3 A Chair will be appointed, usually from the host Local Authority.
- 3.4 It is important (certainly in the early days of the Humanitarian Assistance Centre) that the group meets every day and to this end the HACMG will require appropriate administrative support to ensure that all actions and decisions are recorded.
- 3.5 Each organisation will have responsibility for managing, resourcing and providing administrative, operational and emotional support for their own teams.

Responsibilities of the Humanitarian Assistance Centre Management Group (HACMG)

3.6 The HACMG will:

- Clearly delineate the roles and responsibilities of responding agencies in the running of the centre:
 - Create a skills directory to clarify services available within the centre;
 - Clearly identify which supporting agencies have a role to play within the HAC in addition to which additional groups or services may be required as the incident progresses.
- Escalate any funding issues relating to the operation of the HAC to the Humanitarian Assistance Steering Group
- Ensure that due consideration is given to the welfare of HAC staff
- Identify training requirements for staffing the centre
- Identify and publish working protocols for within the HAC
- Report regularly to the Humanitarian Assistance Steering Group on the operation of the service, and key issues faced.

3.7 It is essential that the HAC Management Group meet regularly with a link to Humanitarian Assistance Steering Group.

3.8 Issues for consideration by the HACMG are likely to include:

- setting the aims and objectives for the centre
- opening hours of the centre
- drafting daily bulletins with up-to-date information for the benefit of the agencies working within the centre and other interested parties
- arranging regular updates to Humanitarian Assistance Steering Group (HASG) and Strategic Coordination Group (SCG)
- re-assess scale of HAC operation and timing for possible streamlining
- establishing a dedicated website for the provision of public information
- creating and maintaining links with Incident Support Helpline
- developing a Communications Strategy and management of media coverage;
- managing and organising site visits by VIPs
- arrange regular briefing for all staff members
- ensuring refreshment facilities are in place for staff members
- ensuring that all staff have adequate breaks
- planning an Exit Strategy
- establishing a Next Steps Group to examine how the HAC transfers to another facility (if down-scaling is appropriate)
- planning for the decommissioning of the HAC.

Responsibilities of the HAC Manager

3.9 The HAC Manager will take overall responsibility for the operation of the HAC, reporting to the Humanitarian Assistance Lead Officer (HALO).

3.10 This role will include:

- Leading the HAC Management Group
- Ensuring that the HAC meets the needs of affected people
- Ensuring that the HAC operates safely
- Ensuring all agencies and staff are kept informed of developments
- Putting in place systems and processes to achieve these objectives
- Appointing staff as needed to perform support functions to ensure the smooth running of the HAC
- Reporting progress and escalating issues to the Humanitarian Assistance Steering Group.

3.11 The HAC Manager should consider appointing an individual to act as the Duty Officer during opening hours.

HAC Duty Officer

3.12 The Duty Officer is to be responsible for:

- Maintaining the overall security
- Ensuring the good order and efficient running of the centre
- Ensuring all personnel are properly briefed and supported
- Ensuring that all ground rules are adhered to
- Acting as the first point of contact in an emergency.

4 Operating Guidelines

First day

Overview

- 4.1 The first day of opening of the HAC is likely to be difficult and may be extremely busy. It is equally possible that the service may have only a few visitors initially, until the public become aware of it.
- 4.2 The HAC Management Group need to do everything possible to ensure the initial service is as professional as possible in meeting the needs of people.
- 4.3 It should also be seen as a learning opportunity. An immense amount is likely to be learned in the first few hours of opening about the concerns and needs of people. In particular, early feedback on services and agencies not present who would be needed to meet people's needs is essential.

Pre-opening checklist

Action	✓
Is the centre clean, tidy and presentable?	
Has a risk assessment been completed to ensure that it is safe to operate?	
Is there a working HAC Management Group? Is the next meeting scheduled?	
Is there a team leader identified for each agency?	
Are staff briefed on their roles?	
Are staff numbers sufficient based on the anticipated volume of visitors?	
Are there registration forms available for visitors to the centre?	
Are there leaflets available explaining the services and support available?	
Are there feedback forms available? Is there a member of staff available to review these on a regular basis?	

Pre-opening staff briefings

- 4.4 The HACMG should hold briefings with all staff working in the HAC to cover:
- The current situation in relation to the incident
 - The role of the HAC and how it fits with the rest of the response
 - The likely concerns of people visiting
 - Sources of help – and the range of agencies in the centre
 - Personal welfare issues.

Ongoing: Opening / Closing

Opening

- 4.5 The HAC Manager (or the Duty Officer) should ensure the building is open for staff to gather well before the building is open to the public.
- 4.6 Staff should be briefed on recent developments, and any significant events that may affect the nature of enquiries or people's needs that day.
- 4.7 The building should be "walked" prior to opening to ensure it is ready to receive clients.

Closing

- 4.8 At the end of each day any and all paper work generated by the response should gathered and stored securely.
- 4.9 Staff completing their shift should be offered the chance to provide feedback and air concerns with their team leader.
- 4.10 It may be appropriate for a quick end-of-day meeting of the HACMG to ensure lessons are learned.
- 4.11 Securing the building is of course essential.

Information Management

- 4.12 The aim of information management within the HAC is to gather the information needed to provide the most appropriate service to the client, both during the visit and in subsequent follow-up provision.
- 4.13 Sharing of information between partners is critical to success but must follow the principle that the risk of breaching confidentiality by sharing is outweighed by the risk to client welfare through not sharing information and not providing a service as a result.
- 4.14 Clients should complete registration as they enter the HAC, both to gather their personal details, and to make an initial assessment of their needs. The purpose of this process is:
 - Identification of clients
 - Understanding their needs and directing them to the appropriate service
 - Facilitate referrals to other services
 - Later contact to offer follow-up services
 - Enabling later screening for mental health disorders or similar if appropriate.
- 4.15 In general it is recommended that the local authority makes use of its social care database/case management system to record information about clients. This will enable:
 - Existing information about vulnerable people to be used during the assessment process
 - Normal standards for data quality, data protection and information security to be adhered to
 - Local information sharing protocols to be applied to allow information to be passed appropriately between relevant agencies
 - Existing processes for follow-up contact to be used.

Performance Management

- 4.16 The HAC Manager should seek agreement to some simple performance measures. The aim is to enable Humanitarian Assistance Steering Group to evaluate whether the service meets user needs, and should not impose a significant additional burden.
- 4.17 The table below provides to examples of performance measures and feedback measures that may be helpful to implement.
- 4.18 Other feedback mechanisms might include using a visitor's book; gathering information from organisations that clients are referred to; asking for feedback from external observers (i.e. 'critical friends').
- 4.19 It is strongly advised to ensure that feedback is gathered as early as possible to ensure there is time to implement changes quickly.

Performance area	Feedback mechanism	Frequency
Number of client visitors	Count of names from sign-in sheet	Daily reporting
User satisfaction	Feedback sheets from clients	Daily review of comments, weekly reporting
Unmet needs	Feedback sheet comments, staff feedback	Ongoing
Staff satisfaction	Staff de-briefing to team leaders	End of each shift

5 Risk Management

Overview

- 5.1 The risk assessment of the site carried out during the set up stage should be handed over to the HAC Manager, and shared with the HACMG.
- 5.2 This should be kept under continual review throughout the operation of the HAC, and added to as appropriate.

Security Management

- 5.3 The safety and security of the Humanitarian Assistance Centre is an important consideration. The level of security needed will vary according to the nature of the incident. Security expectations will be higher in relation to any terrorist incident, or where there are significant community tensions.
- 5.4 Security considerations include:
- Physical security of the building and its contents
 - Security and confidentiality of the investigative process
 - Privacy of clients during their visit
 - Information security.

Physical security of the building and its contents

- 5.5 The police will be responsible for the security of the HAC. Internal security may be provided by police and/or licensed local authority security agencies. Alternatively, it may be appropriate to delegate the task to the building owner / site manager.
- 5.6 Particular attention should be taken to avoiding media intrusion whilst clients are present.

Staff Security

- 5.7 All staff working at the HAC will be required to show a valid photo ID card, issued by their organisation to the police/licensed security at the door.
- 5.8 They may be subject to an airport type security check of themselves and their belongings.
- 5.9 They will be required to visibly display their photo ID while at the HAC.
- 5.10 They will be required to sign in and out of the premises. It is essential that all agencies providing staff and/or volunteers supply the HAC with a register of their personnel. Each relevant agency must review and update this register as a 'live' document so as ensure that essential staff and/or volunteers gain access to the centre. Individuals not listed on this register will be denied access to the centre.

Information security

- 5.11 The Local Authority will lead on provision of IT services to the HAC. Therefore they should ensure the service adheres to their usual information security standards.
- 5.12 In the context of a major incident, it is particularly important to recognise that:
- Data provided by clients is confidential, in the same way as it would be to any other frontline public service
 - It is possible that personalised information may be particularly of interest to outside parties, due to heightened public interest. Therefore the need to ensure it is secured is urgent
 - Information provided or divulged by a client may relate to a criminal matter. This will add to its sensitivity relating to the investigative process and any subsequent judicial process.
- 5.13 The appropriate use of GSCx accounts, the National Resilience Extranet and other secured information systems is strongly advised to ensure these risks are managed.

Working with difficult clients

- 5.14 The HAC will undoubtedly deal with a range of client with challenging behaviour. The people exposed to traumatic events can exhibit a range of behaviours, and staff should be trained to anticipate and deal with these reactions; and to support one another in doing so.
- 5.15 It is to be expected that some clients will also have pre-existing conditions that will contribute to these problems. The risk factors may include mental health conditions, drug and alcohol dependency, learning difficulties or other factors. HAC staff should have experience in dealing with vulnerable clients in order to manage these risks.
- 5.16 The HACMG should be aware of other potential scenarios and work towards finding ways to mitigate these risks:
- Community cohesion issues / hate crime occurring if community tensions have become heightened in the aftermath

- The staff of an organisation perceived to be 'to blame' arriving at the HAC (e.g. in an industrial accident etc)
- Family members of those suspected to have had criminal involvement in causing the incident attempting to use the HAC.

6 Workforce Management

Scheduling and Rostering

- 6.1 Individual agencies will be responsible for rostering staff to provide cover for service provision within the centre.
- 6.2 Care should be taken not to encourage or allow staff to work excessively long hours. Staff may feel that they are 'indispensable' or that they have a moral duty to work longer than they should. This could have a serious effect on their well-being.
- 6.3 Equally, flexibility in allowing staff to take breaks is strongly encouraged. Allow staff breathing space between clients can be important to ensure the distress of listening to harrowing accounts does not become excessive.
- 6.4 Where it is not possible to provide a service throughout the opening hours of the service, it will be essential to inform the HAC Manager of gaps in provision.

Management support

- 6.5 Individual agencies retain full responsibility for any staff deployed to the HAC. This covers their conduct, capability, and any disciplinary matters.
- 6.6 Whilst inter-agency cooperation will provide some guidance and support to operational staff, the overall responsibility for this remains with the agency.
- 6.7 This also covers claims for expenses or any other payments.

Staff briefing

- 6.8 All staff need to be briefed in terms of their specific role, the wider role of the HAC and the roles of the represented organisations. Personnel should also be briefed when commencing their duty with the latest situation report and any other relevant matter.
- 6.9 The calibre, training and support requirements for staff and/or volunteers providing support at the HAC are the responsibility of the individual organisations. It is essential, however, to have 'the right people, doing the right thing, at the right time' within the centre at all times.
- 6.10 Therefore managers and team leaders should keep under continual review the capability of their staff to deliver the required service, and proactively address training needs. The multi-agency nature of the HAC provides an opportunity for inter-agency working to share skills and knowledge across organisations.

Debriefing and staff support

- 6.11 Management should be aware of the psychological needs and general wellbeing requirements of their own staff, who will be involved in supporting others as a result of an incident of whatever size/impact.
- 6.12 It is suggested that members of the teams directly involved be monitored regularly by their respective team manager for any symptoms/behavioural traits as described in the leaflets/literature available for victims/friends/relatives.

- 6.13 The staff members of all organisations involved in the immediate requirements of an incident and in the ongoing management of humanitarian support will have access to support agencies/networks for themselves via Management, Occupational Health Services and Human Resources Departments.
- 6.14 Any assistance sought and/or provided for members of staff would be bound by the usual criteria regarding Confidentiality.

Staff facilities

- 6.15 As a minimum staff should be provided with the following facilities:
- management and administration offices
 - briefing/debriefing rooms
 - a private area with telephones
 - adequate rest room provision
 - access to refreshment facilities
 - access to toilet and washing facilities.

7 Funding and Budget Management

- 7.1 The HAC Manager must put in place mechanisms for enabling costs to be captured and reclaimed.
- 7.2 The HAC Manager should appoint a finance officer to make a budget projection for the overall costs of the centre.
- 7.3 The HAC Manager must report on a regular basis to the Humanitarian Assistance Steering Group on the costs incurred in providing the service.
- 7.4 Individual agencies must keep a record of their own costs. In general, it will be appropriate for each agency to provide a single invoice for the cost of their contribution, where this is rechargeable to the local authority (i.e. for voluntary agencies).

8 Exit strategy and closure

- 8.1 The Humanitarian Assistance Steering Group will communicate the HAC exit strategy to HAC Manager, who will cascade this to the HACMG, and ensure it is implemented.

Client issues

- 8.2 The key aspects of this will be the alternative patterns of provision required to provide ongoing support to affected people.
- 8.3 As it is possible that clients will have formed a 'relationship' with the centre, it will be critical that all staff are briefed on this strategy, in order to communicate it to clients who visit in the final days of operation.
- 8.4 However, in general client communication should be managed by the Humanitarian Assistance Steering Group as part of the exit strategy.

Staff issues

- 8.5 All staff should be involved in a HAC operational debrief to gather lessons learned.

- 8.6 Sincere appreciation should be shown to staff who have been working at the HAC.
- 8.7 Communication to co-workers and managers 'back at base' of HAC staff should be organised:
- Explaining that they will be returning to their normal work;
 - Emphasising the importance of what they have done;
 - Describing the possibility of emotional impacts, and the need to be supportive;
 - Thanking people for providing cover whilst they were away.

Facilities issues

- 8.8 The Facilities manager will need to plan to decommission the HAC and return its normal use.

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