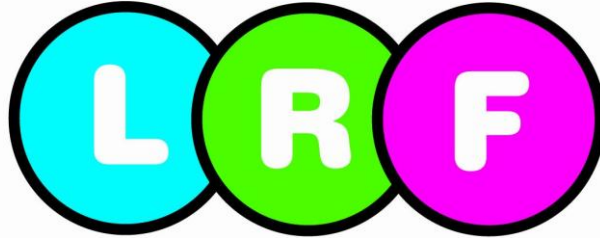


Devon • Cornwall • Isles of Scilly



Local Resilience Forum

SURVIVOR RECEPTION CENTRE PLAN

FINAL 1.0



PREPARING FOR EMERGENCIES

Survivor Reception Centre

All items in this document are classed as open under the Freedom of Information Act unless otherwise stated. All closed items include the relevant Freedom of Information Act exemption.

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Distribution

Name	Department	Organisation

This Plan is owned by the Devon, Cornwall and Isles of Scilly LRF, maintained, and updated by the LRF Humanitarian Assistance and Evacuation and Shelter Subgroup. All users are asked to advise the Secretariat of any changes in circumstances that may materially affect the plan in any way.

Details of changes should be sent to:

Devon, Cornwall and Isles of Scilly Local Resilience Forum Secretariat

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1. Introduction

“The deaths of a relative or friend, or serious personal injury will in almost every case change live’s forever. We know that the sensitivity and effectiveness of support people get in the first hours and days after such a trauma have a profound effect on how and whether they eventually come to terms with what happened.”

Rt Hon Tessa Jowell MP – Humanitarian Assistance in Emergencies

Any major incident/emergency may involve a criminal investigation and this should always be considered from the outset. All major emergencies are considered scenes of crime, and any major emergency will generate survivors who although may not require hospitalisation, may require a degree of care or assistance. These same survivors may be witnesses to what has happened and it is important that they are accommodated somewhere where their needs can be looked after and important information can be gathered from them. For this purpose a Survivor Reception Centre (SuRC) should be established within two hours, following the onset of the emergency.

This plan aims to outline the general requirements for establishing and operating a SuRC in Devon, Cornwall and Isles of Scilly LRF area. It is entitled the ‘Devon, Cornwall and Isles of Scilly Local Resilience Forum (LRF) Survivor Reception Centre Plan’ and has been produced by the Devon and Cornwall Police on behalf of the LRF Humanitarian Assistance and Evacuation and Shelter sub-group (HAES). Sections within this plan offer ‘guidance’ on the actions to be taken by key individuals and complements existing documents relating to Humanitarian Assistance, Response and Recovery.

The LRF has the rights of ownership of this document, with publication and distribution being agreed by the LRF members. No amendment, replication or distribution of this protocol is permitted without the express agreement of the LRF.

Except where indicated by protective marking, this plan is suitable for disclosure under the terms of the Freedom of Information Act.

1.1 Review and Amendment

To ensure it is current, reflects good practice, and is fit for purpose, this plan will be reviewed by a relevant LRF sub-group every three years, or following any significant legislative or procedural changes, or following any incident that requires the plan to be implemented.

1.2 Training and Exercising

Training and exercising is an essential requirement to ensure any activation of this plan is successful. Each agency is responsible for identifying key personnel who may be involved in the response to a Major Incident and must ensure suitable training is provided.

It is anticipated that some aspects of training can be provided on a multi-agency basis, and wherever possible, exercises will also be on a multi agency basis, coordinated through the Local Resilience Forum.

1.3 Definition

A Survivor Reception Centre (SuRC) is a secure place, located outside the inner cordon but close to the scene, where survivors not requiring acute hospital treatment can congregate in order to ensure they are safe from the immediate consequences of the incident, and where documentation of survivors can be input for the Casualty Bureau. In addition, immediate humanitarian assistance can be provided by the local authority (*ACPO Guidance on Emergency Procedures 2009*). This assistance centre remains secure and access permitted only to those who are survivors of the incident or those with a role in the documentation and welfare of the survivors. Survivors will remain at the centre until they have been fully documented. It is the responsibility of Devon and Cornwall Constabulary to establish a Survivor Reception Centre managed by a Police Major Disaster Room Manager (MDRM), supported by the Local Authority, Faith Groups and voluntary sector.

1.4 Objectives

Key objectives of the Centre are to:

- Provide an immediate secure location for the survivors of a major incident, not requiring acute hospital treatment.
- Facilitate the identification of those involved and Police investigations into the incident.
- Provide support to the survivors
- Ensure appropriate welfare and support to responders

There are a number of key principles which should underpin the approach to dealing with survivors and they are likely to include the following:

- Provide basic shelter
- Information about what has happened
- First Aid
- Emotional support
- Advice and direction on how to get further assistance
- Communication facilitation, allowing people to meet or talk to each other
- A point of contact for ongoing support and advice

Access to the SuRC will be strictly limited to those authorised by the MDRM and no access will be allowed to the media.

2 Cordons

A cordon will be placed around the SuRC to control unauthorized access to the centre and the survivors.

Police Officers controlling the cordon must be alert to the possibility of people trying to gain unauthorized access. People might also believe they have a right of access due to knowledge of their friends or family being inside the SuRC.

Cordon Powers under Common Law are derived from the Police's duty regarding public safety, keeping the peace and protection of a crime scene. There is no exhaustive definition of the powers and obligations of the Police, but they include taking all steps which appear to be necessary for keeping the peace, preventing crime, protecting property from criminal injury, detecting crime and bringing offenders to justice, (*Rice v Connolly* (1966)).

Personnel deployed on the cordon / access control must be fully briefed as to their role and any ongoing developments.

Any person failing to comply with the directions of a Police Officer deployed to enforce a cordon may be committing an offence under section 89(2) Police Act 1996, namely resisting or willfully obstructing officer in the execution of his or her duty. The powers of arrest under the Police and Criminal Evidence Act 1984 will apply where appropriate.

Suitable and verifiable picture ID for staff from all agencies will need to be shown at the RV point or to cordon officers on arrival at the SuRC.

3 Activation

The decision to open a SuRC will normally be made during the response phase of an incident by the Police Incident Commander. The Police Incident Commander will inform the Police Control room of their intentions to open a SuRC, Family and Friends Reception Centre (FFRC) or activate a Hospital documentation team. A request will be made to locate an MDRM for deployment to the required location(s) and the Force MDRM Single Point of Contact (SPOC) (Bronze Reception Centres) will be notified of the deployment and will assist in this.

It is essential that the Local Authority is consulted as soon as practicable following the decision to open a SuRC. This could be prior to knowledge of the SuRC location as this allows them to put staff and voluntary sector organisations on standby. The Devon and Cornwall Police MDRM SPOC or a Basic Command Unit (BCU) MDRM coordinator will maintain the link between the MDRM's deployed at the centres and the Senior Identification Manager (SIM) and Casualty Bureau Manager. Once the decision is made to activate the plan, the following action should be implemented within the appropriate time scale.

3.1 RESPONSE TIMELINE

WITHIN 1 HOUR

- Appointment of a Senior Investigating Officer (SIO)
- Appointment of a Senior Identification Manager (SIM)
- Notify the Force MDRM SPOC
- Appointment of Major Disaster Room Manager (MDRM)
- Identify an appropriate premise for a Survivor Reception Centre
- Identify suitable RV points
- Appropriate LA informed
- Identification of transport requirements
- Notify Casualty Bureau Manager

WITHIN 2 HOURS

- MDRM to open the Survivors Reception Centre
- Establishment of Documentation Teams

WITHIN 4 HOURS

- Local Authority attendance
- Attendance of voluntary agencies where requested and coordinated by the LA

WITHIN 8 HOURS

- Casualty Bureau opened and contact number published (Likely to be earlier).
- Establishment of a Family and Friends Reception Centre (see LRF Family and Friends Reception Centre plan (In Draft))

WITHIN 12 HOURS

- Consideration to be given to need for ongoing HAC establishment (towards 48 hours)

3.2 SuRC MINIMUM REQUIREMENTS

Minimum requirements	Desirable but not essential requirement
<ul style="list-style-type: none"> • Building with toilets (including disabled) • Fax and telephone access • Parking • Minimum of two available rooms (can include one big room plus smaller room for one on ones for sensitive enquiries), • Provision for comfortable seating and canteen facilities 	<ul style="list-style-type: none"> • No more than two entrances/exits to our part of the site for security reasons • 24 hour TV news channel • Storage space • Management and briefing rooms • Separate responders rest room

The following equipment will also be required:

Survivor Reception Centre

- Go box for Police containing all relevant paperwork for the establishment of the centre which are held at BCU locations known to the MDRMs
- Tabards for managers of all agencies

3.3 Types of suitable premises

The SuRC should be set up as close as possible to the scene, but far enough away to be considered safe. As we do not normally know in advance when or where an incident will occur pre-identifying sites is difficult and past experience has shown survivors will tend to gather at the nearest appropriate building. Similarly Police officers on duty will tend to commandeer the nearest building. If sufficient time is available suitable premises for selection include sports halls, village halls and hotels. The premises should be thoroughly risk assessed by Police prior to use.

3.4 Centre Management Group

A Centre Management Group will be formed at the earliest opportunity and in most cases will be chaired by the Police Bronze MDRM for that centre. The Local Authority will be represented by their LA Manager with key stakeholders within the centre having representation at this group. The MDRM SPOC should be included in these discussions as the link to the SIM and Casualty Bureau Manager.

The Centre Management Group will:-

- Agree the purpose of the centre in consultation with the SIO and SIM
- Decide on the organisations that should be present in the centre
- Appoint MDRMs to the centres
- Establish liaison with the Police Silver Commander
- Ensure a risk assessment is carried out on the use of the premises and appropriate control measures introduced where necessary
- Ensure appropriate medical 'triage' process is in place
- Ensure an assessment is conducted in respect of disability and diversity requirements, including language
- Ensure that personnel working at the centre are appropriately trained and vetted
- Agree the process for sharing data and information as determined by Gold
- Review the necessity of the centre and recommendations to the Gold group on closure

- Where necessary and appropriate (and in consultation with the chair of and other centre that may be established), consider the potential to migrate into a longer term Humanitarian Assistance Centre i.e. The Exit Strategy in consultation with the relevant LA.

3.5 Leaving the Survivor Reception Centre

Survivors will often be able to provide crucial information about what happened and may be important witnesses at any subsequent trial or inquiry. There must be a balance between the requirement to gather evidence from survivors and the reluctance of some to remain at the scene of their distress. For example, prioritising information might help, so that only names and addresses are taken from those anxious to leave, with further details being obtained later.

In addition to the details required for the casualty bureau, the SIO and/or SIM may require some questions to be asked of each survivor to provide information for the investigation process. It is the responsibility of the SIM to arrange this where appointed. Personnel deployed to the SuRC should be aware that survivors may have been exposed to a traumatic experience and as a consequence survivors' reactions will vary considerably. A non-judgemental approach to dealing with them should be adopted.

As a result of these difficulties, there are five circumstances when a survivor should leave a SuRC:

- Removal to hospital or other location for ongoing medical treatment.
- Supported release when fit and able, preferably to a member of their family or a friend.
- Group repatriation back to their home area.
- Moving to temporary housing or accommodation when unable to repatriate to their home area.
- If under arrest as a suspect in a criminal investigation.

Survivors should not leave a SuRC until they have been made aware of further help that is available through the local authority or other agencies.

4 Roles and Responsibilities within the SRC

4.1 Major Disaster Room Manager - Police

It is the responsibility of the Police to establish, set up and manage a survivor reception centre with the assistance of the LA and other relevant agencies. The Major Disaster Room Manager (MDRM) will be a Police Officer of the rank of at least substantive Sergeant or Inspector, who will assume overall control of the Survivor Reception Centre. They will be appointed as a Bronze Room Manager.

Survivor Reception Centre

The MDRM SPOC or BCU MDRM Co-ordinator will be deployed to co-ordinate the activities of MDRM's managing reception centres and hospital documentation teams and to act as a SPOC for the SIO/SIM (Bronze Reception Centres)

The MDRM will:

- Deliver the strategy of the SIO/SIM including the exit strategy for closure of the reception centre.
- All police officers attending the SuRC will report to the MDRM. No approach will be made to survivors or families or friends without first having reported to the MDRM.
- The MDRM is responsible *to* the SIM and responsible *for* the other police roles deployed within the centre.
- Will be deployed to manage one centre only and other MDRM's will be deployed for multiple venue incidents.
- Will facilitate the completion of other enquiries/documentation as deemed necessary within the centre.
- Will act as the single point of contact (SPOC) for the Local Authority Manager/Crisis Support Team Manager who co-ordinates and manages the support provided by the Local Authority, Voluntary Sector Agencies, and Faith Response Teams.
- Will assume responsibility for 'Documentation Officers', and will ensure that the relevant Casualty Bureau forms are completed and transmitted to the Casualty Bureau as soon as possible.
- Will ensure that documentation officers inform those being documented that their data may be shared with other responder agencies as per the information sharing statement on the bottom of the Casualty Bureau forms. Any concerns can be directed to the MDRM or the MDRM SPOC who will have reference to the 'LRF Information sharing protocol'.
- Will inform the survivors of the process in the centre and provide a safety briefing to all present.
- Will ensure a dynamic risk assessment of the premises is completed and the SuRC is fit for purpose.
- Will provide information updates – including if there is none. It must be made clear that no other organisation has the authorisation to provide information within the centre.
- Ensure that identified roles within the centre are filled and fully briefed.

Survivor Reception Centre

It is important for the SuRC MDRM to establish a good working relationship as quickly as possible with the LA manager who will act as the SPOC for the LA staff, voluntary sector and faith response.

The SuRC MDRM will deploy Reception Centre Aware staff in the following roles:

4.2 Documentation Officer - Police

The documentation officer will be responsible to the Bronze Room Manger for registering persons entering the centre, filling in National Casualty Bureau forms and in addition and questionnaires requested by the SIO/SIM. They are responsible for communicating with survivors about the process in the centre.

4.3 Security Officer– Police

The Security Officer will be responsible for ensuring the perimeter of the site is safe and there is a secure working environment for survivors along with staff from all agencies represented. They may also be tasked to keep media out of the site or hold them on the perimeter until the MDRM has decided a localised media plan that fits within the overall media strategy of the SIO/SIM.

They will also be responsible for verifying ID of those wishing to enter the SuRC.

The MDRM may also deploy any other roles as befits the bespoke situation that arises.

4.4 Local Authorities

The Local Authority will support the police at a Survivor Reception Centre and will manage the voluntary sector and faith response teams in addition to their own local authority volunteers. The LA manager will act as single point of contact to the MDRM at all times and will manage the entire welfare function on behalf of the Police.

The LA Manager should ensure unaccompanied children and those with sensory Impairment / special needs have an allocated social worker, and an alternative environment for the elderly frail may need to be considered in agreement with the MDRM.

The welfare function will be to:

- Ensure sufficient refreshments are available for survivors at the Centre.
- Provide general social and psychological support services, assisted by the voluntary sector.
- Advise the Police of survivors' requests for specific information.
- Facilitate a change of clothing and/ or shoes for those in need of them.
- Provide special equipment/support services for the very young and elderly,

or those with disabilities or sensory impairment.

- Arrange temporary accommodation, if required, by liaison with other appropriate Local Authorities and agencies.
- Ascertain any special medical or dietary needs of the survivors e.g. lost medication, and pass information to relevant others to progress
- Liaise with the appropriate Social Care Teams in hospitals, if required.
- Liaise with other Social Care Departments, if appropriate.

When loved ones of survivors have been identified as fatalities by HM Coroner, the survivor(s) will require appropriate support. This will be provided initially by the Family Liaison Officer (FLO) attached to the bereaved family. The LA Manager will assist the Police, if requested to do so, in providing further support.

Survivors will generally fall into one of the following categories:

- Those wishing to carry on with their planned journey.
- Those wishing to go home.
- Those wishing to be re-united with their family and friends.
- Those who have been informed of fatalities.
- Those whose companions are regarded as missing persons.
- Those requiring temporary accommodation and other welfare support.

With regards to the first two categories, above, the company responsible for the original provision of transport will also be responsible for making these arrangements. Where the incident does not directly involve such a company, the LA Manager will be responsible for assisting the survivors to make the necessary arrangements.

4.5 Health Sector Representative (Ambulance / PCT / or equivalent)

These will be required to give assistance in treating those requiring non-acute medical care and dealing with the effects of trauma.

4.6 Voluntary Sector

The voluntary sector can augment the local authority's capabilities and capacity to provide humanitarian assistance. Voluntary organisations will be called out and managed by the Local Authority.

4.7 Faith Communities

A multi-faith team will provide practical, pastoral and spiritual support. There is one team for Cornwall and one for Devon, Plymouth and Torbay. It is the responsibility of the relevant Local Authority to facilitate the provision of Faith Support.

5 Other Considerations

5.1 Finance

Costs associated with the SuRC are primarily a Police responsibility and in general Police will meet all financial demands of the establishment of the SuRC, including venue, catering, and set up and clean up.

It remains the statutory duty of the relevant local authority to provide the welfare functions to those affected and therefore the LA would not normally seek to charge their own costs to the Police for the support provided for welfare.

5.2 Transport

Generally the SuRC will be located close to the incident and within walking distance. If transportation is required Silver will consider the most appropriate form of transport giving due regard to the nature of the incident, the health and welfare of the survivors and any criminal element to the incident. In the event that transport is needed this will be provided by the local authority.

5.3 Staff Welfare

By their nature, emergencies and Major Incidents can be traumatic events for personnel directly involved. Basic needs of personnel should not be neglected as this may affect the response. The MDRM SPOC should ensure that appropriate arrangements are in place and identified individuals nominated to deliver these arrangements. In order to ensure the welfare of these staff, supervisors at the SuRC should offer a defusing session prior to staff members leaving the SuRC. If this is not possible, each agency must signpost its own staff or volunteers to internal or external support mechanisms.

Each agency has responsibility to ensure that their personnel have appropriate personal protective equipment (PPE) and that they are given an adequate health and safety brief. Early consideration must be given to the length of shifts and the need to organise relief staff.

5.4 Media

A clear publicity strategy will be needed to ensure that those affected are informed where the SuRC has been set up and what support they can get from them. To ensure the messages reach those that have already dispersed from the scene before registering their details, this should include a media outreach strategy.

6 Closure

It is vital that upon opening a SuRC, the discussions surrounding an exit strategy must commence. A Survivor Reception Centre is normally open for a maximum of 48 hours. If the requirement for a Humanitarian Assistance Centre (*see LRF Humanitarian Assistance Centre Plan*) has been established by the SCG, the likelihood is that this will open as the SuRC and FFRC shut. The Humanitarian Assistance Centre will be managed by the lead Local Authority. A formal handover of responsibilities should be recorded in minutes. Any decision to close a SuRC should be made in consultation between the Police Incident commander, Senior Identification Manager and the Local Authority lead. *Appendix C* contains a template for guidance on discussing the exit strategy and recording its outcomes and decisions subsequently made.

Details on where the HAC is situated and how to gain access to ongoing support should be made available as soon as possible before the closure of the SuRC and FFRC. The LRF leaflets for this should be completed, printed and distributed, and multi-agency websites updated to provide all relevant information in addition to a robust and media strategy.

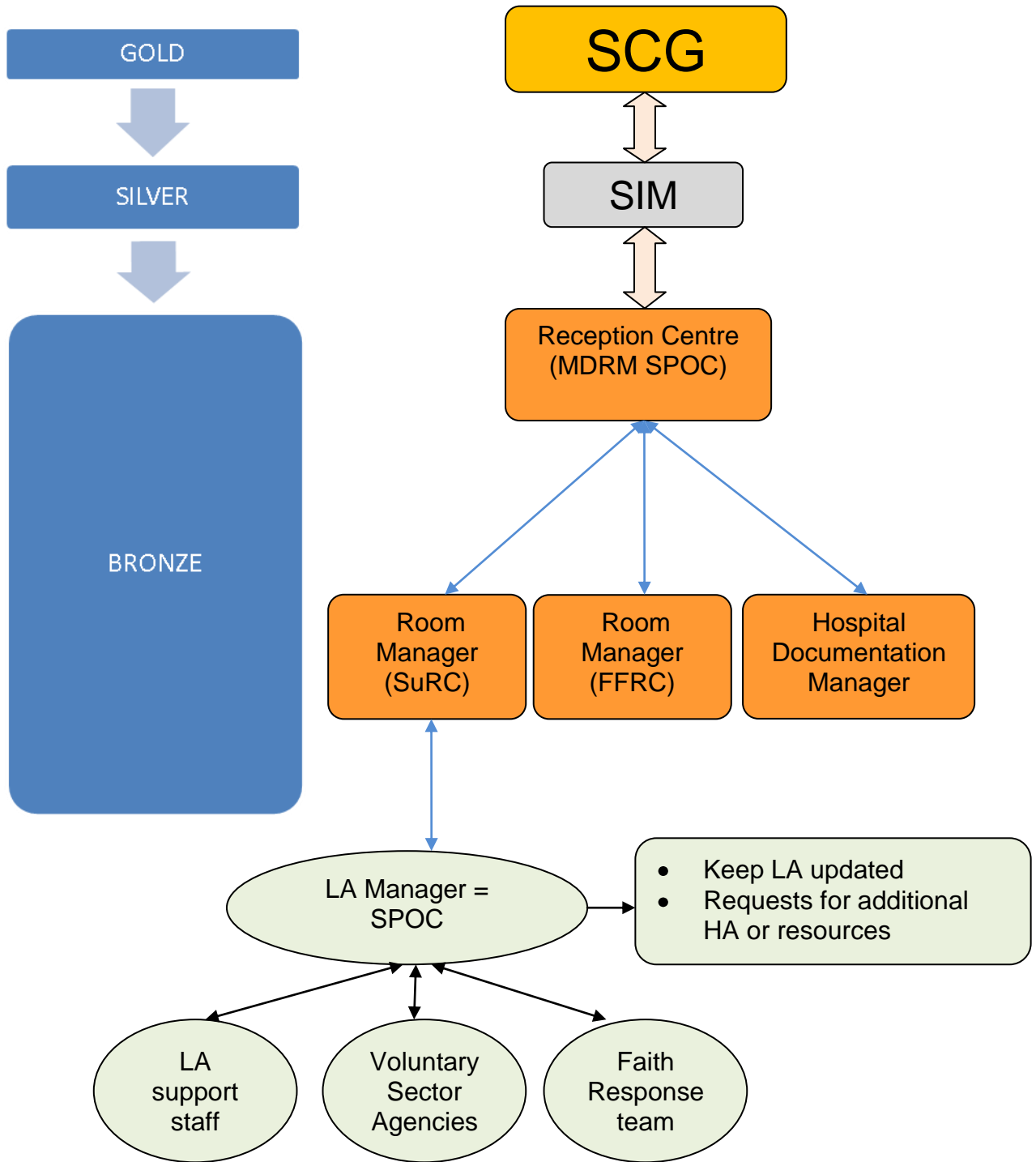
Prior to closure of the SuRC and FFRCs all original paperwork and logs from across all partner organisations should be copied, and the originals retained by the MDRM.

Link to the ACPO Guidance on Emergency Procedures:

<http://www.acpo.police.uk/asp/policies/Data/Emergency%20Procedures%202009.pdf>

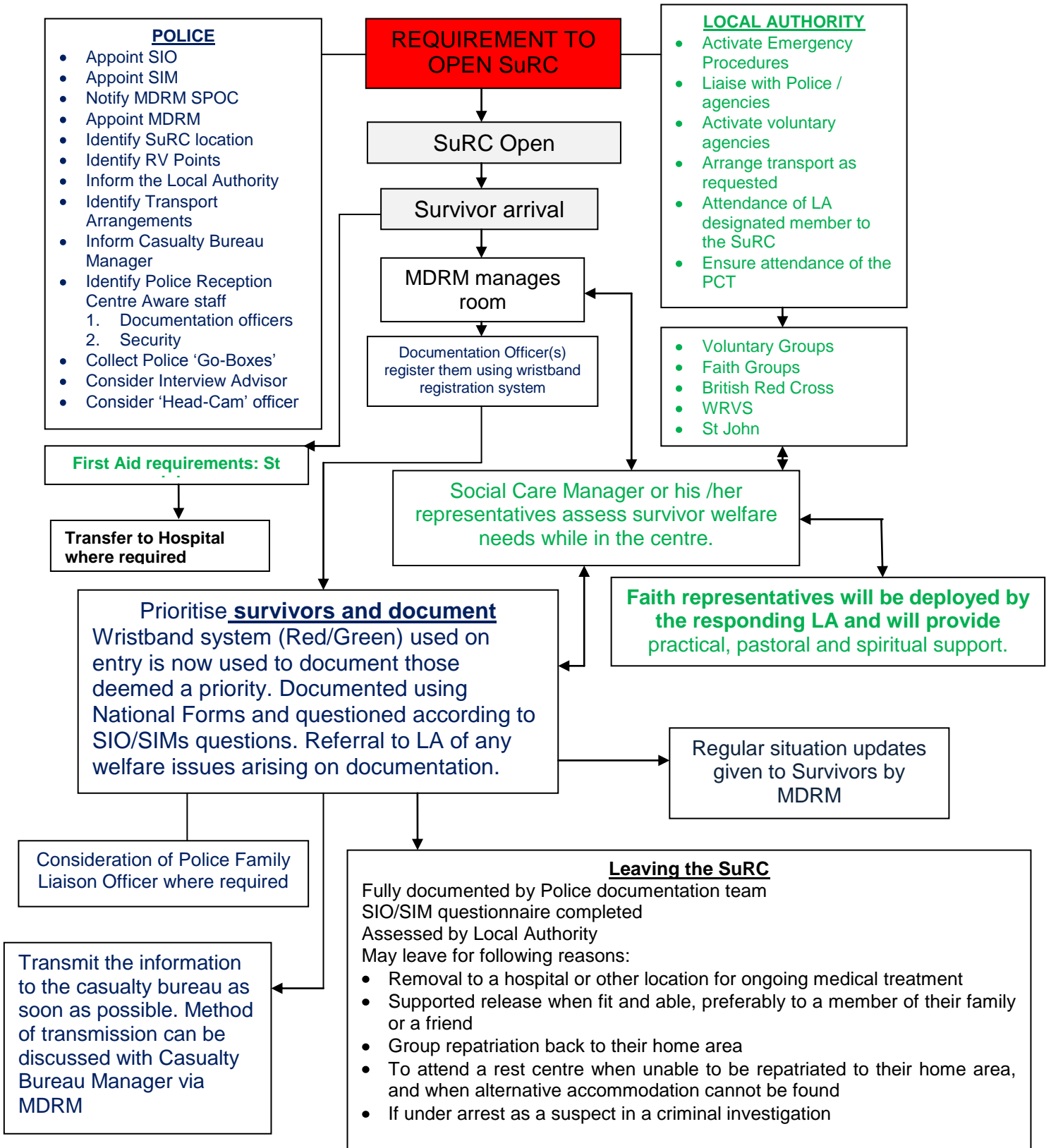
Appendix A

Command Structure – Gold / Silver / Bronze



Appendix B

SuRC Progression Flow Chart



Appendix C**Table of possible reactions and needs of those affected by a Major Incident***

Needs to be addressed	Immediate Term
Contextual Issues	Nature of the event, where, what, how, natural/non natural, international issues (if abroad at the time)
Information and Communication	Practical Information / assistance, how and when it is given, info on available support / compensation, media issues and normalising reactions and feelings
Medical & Physical	Medication, hospitalisation, injury
Medical / psychological / emotional	Emotional care – information re effect as of trauma, importance of normalising through information and support, listening, bereavement support.
Financial and Practical	Housing, time off work, funerals, criminal investigations, child care
Social	Returning to 'normality', support from family/friends/community
Cultural and Spiritual	Body recovery / burials with cultural norms, faith based support structures
Recognition and Acknowledgement	Media attention, government actions, public response

*Taken partly from the final draft 'Humanitarian Assistance Strategic Guidance (2010)'

Appendix D**Exit Strategy template**

Exit Strategy in Relation to SuRC 1 – <i>(location)</i>	Ref Date Time
Persons Present	
Other persons, organisations or communities consulted with	
The extent to which the immediate needs have been met	
The need for self sufficiency or support in the community	
The extent to which the humanitarian assistance can be absorbed into day job through referrals to existing organisations or systems	
Time related events and capabilities	
Have the aims and objectives of the centre been met e.g. documentation, welfare?	
Decision to close centre and/or transfer to HAC?	
Recommendations made and to whom / by whom	
SIM / SIO and SCG	
Sign off	

Other useful documents

1. Humanitarian Assistance in Emergencies

http://www.cabinetoffice.gov.uk/media/132796/hac_guidance.pdf

2. Emergency Preparedness and Emergency Response and recovery

<http://www.cabinetoffice.gov.uk/media/353478/err-guidance-050410.pdf>

3. Roles and Responsibilities document

http://www.cabinetoffice.gov.uk/media/132793/ha_rolesandresponsibilities.pdf

4. Identifying People who are vulnerable in a crisis – guidance for emergency planners and responders

http://www.cabinetoffice.gov.uk/media/132976/vulnerable_guidance.pdf

5. The needs of the faith communities in Major Emergency

http://www.cabinetoffice.gov.uk/media/132745/faith_communities.pdf