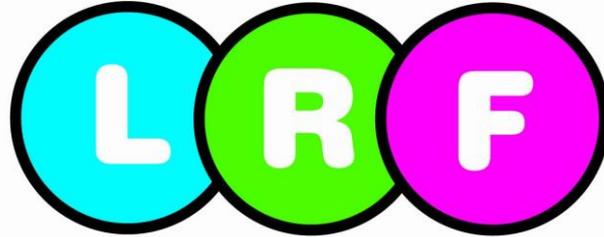


Devon • Cornwall • Isles of Scilly



Local Resilience Forum

# **SURVIVOR RECEPTION CENTRE PLAN**

**VERSION 3.0 (JANUARY 2016)**



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.

<b>Title of document:</b>	Survivor Reception Centre Plan
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<b>Authors:</b>	PS 4719 Mark Ruston, Devon and Cornwall Police and Judith Hardiman (HAES Capability Lead), Local Authority
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<b>Lead Agency:</b>	Devon and Cornwall Police
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<b>Review Date:</b>	September 2019
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### Revision History

Revision Date	Version No	Summary of Change	Changes made by	Authorised by	Date
06/12/10	1.0	Final check and tidy up	R Horne	RH. LRF BMG	15/12/10
20/09/13		Consultation	M Ruston	JH	04/10/13
23/10/13	2.0	Final review and revision – for LRF sign off	J Hardiman	LRF	07/11/13
15/09/15	2.3	Consultation	M Ruston	HAES	03/11/15
04/11/15	2.4	Final review and revision completed	J Hardiman	HAES	20/01/16
20/01/16	3.0 Draft	Final consultation with HAES members	J Hardiman	HAES	26/01/16
27/01/16	3.0	Sent to LRF Coordinator for sign off	J Hardiman	LRF	

### Distribution

Name	Department	Organisation
via LRF and RDS to all partners		

This Plan is owned by the Devon, Cornwall and Isles of Scilly Local Resilience Forum (LRF), maintained and updated by the LRF Humanitarian Assistance and Evacuation and Shelter (HAES) Task and Finish Group and overseen by the HAES Capability Lead. All users are asked to advise the LRF Coordinator 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 Coordinator

Email [lrf@devonandcornwall.pnn.police.uk](mailto:lrf@devonandcornwall.pnn.police.uk)

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**Immediate Response:**

- **A SuRC should be established within two hours of the onset of an emergency.**
  - **It is the responsibility of Devon and Cornwall Police to establish, set up and manage** (see the command structure at Appendix A and progression flow chart at Appendix B).
  - **A police Major Disaster Room Manager (MDRM) will be supported by ‘Reception Centre Aware’ police staff, the top-tier Local Authority (LA), Faith Team (either Cornwall or Devon) and the Voluntary Sector (VS).**
  - **Go direct to Section 3 for activation of this plan – see ‘Roles and Responsibilities’ at Section 5 for actions.**
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**1. Introduction**

*“The death of a relative or friend, or serious personal injury will in almost every case change lives’ 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.”<sup>1</sup>*

The above quote remains as relevant today as it was on 7<sup>th</sup> July 2005 when referring to the London bombings and must be borne in mind when operating in environments such as a Survivor Reception Centre (SuRC).

Although there is a clear investigative role to be undertaken, responders must remember that they are dealing with individuals who are likely to be traumatised by their experience and will each react differently to what has happened. Ensuring fast, appropriate welfare support is essential particularly when dealing with children or young people and the most vulnerable, while remembering at the same time that many otherwise fit and healthy individuals may become vulnerable at such times. Processes described within this document take into account the changing needs of those affected and should be implemented with a degree of flexibility and common sense to ensure that the right support is provided to everyone.

Any major incident or emergency (from hereon in referred to as ‘emergency’) may involve a criminal investigation which must be considered from the outset as survivors may also be witnesses. It is therefore important that information is gathered somewhere that survivors’ needs can be appropriately looked after.

This plan aims to outline the requirements for establishing and operating a SuRC in Devon, Cornwall and Isles of Scilly Local Resilience Forum (LRF) area. It describes the actions to be taken within a SuRC by key individuals across the responding organisations and complements existing documents relating to Humanitarian Assistance, Response and Recovery, and linking LRF documents (see Section 2). Links to government guidance documents can be found at Appendix E.

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<sup>1</sup> Rt Hon Tessa Jowell MP – Humanitarian Assistance in Emergencies

All should be assessed against the Joint Emergency Services Interoperability Programme (JESIP) Joint Decision Model to support the decision-making process.

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 plan is permitted without the express agreement of the LRF.

This plan is suitable for disclosure under the terms of the Freedom of Information Act.

## **1.1 Review and Amendment**

It is the responsibility of LRF Humanitarian Assistance and Evacuation and Shelter (HAES) Task and Finish Group to ensure the plan is current, reflects good practice, and is fit for purpose. It will be reviewed and updated every three years, or following any significant legislative or procedural changes, or following any emergency that requires the plan to be implemented and where lessons have been learned.

## **1.2 Training and Exercising**

Each agency is responsible for identifying key personnel that may be involved in the opening of a SuRC.

It is anticipated that some aspects of training will be provided within a single agency environment, however, where possible, training and exercising will be carried out within a multi-agency environment to ensure that each of the responding organisations understand the roles and responsibilities of everyone they will be working alongside, including the VS and faith teams, to ensure that activation of this plan is successful and joined-up.

## **1.3 Survivor Reception Centre**

*“A 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, the immediate humanitarian assistance can be provided by the local authority”<sup>2</sup>.*

Access to the SuRC will be strictly limited to those authorised by the MDRM, with no access permitted to the media or general public (including families and friends). The MDRM of the SuRC will liaise with the MDRM of the Family and Friends Reception Centre (FFRC) to agree a strategy to reunite survivors with their loved ones as soon as it is practicably possible.

Some survivors will chose to leave the scene of the emergency rather than attend the Centre and the Police cannot compel survivors to do so, nor can they prevent them from leaving. The Police and supporting agencies may need, where possible, to use their powers of persuasion to encourage survivors to remain and await documentation.

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<sup>2</sup> College of Policing – Authorised Professional Practice

The SuRC Progression Flow Chart can be found at Appendix B.

## 1.4 Objectives

The key objectives for each agency during a major emergency are outlined in the Combined Agency Emergency Response Protocol (CAERP); the additional objectives for this Centre are to:

- Provide an immediate secure location for survivors not requiring acute hospital treatment
- Facilitate documentation to help establish the identification of anyone involved, and to assist Police investigations into the emergency
- Ensure appropriate general and welfare support, faith, and resources are available to survivors throughout.

There are a number of key principles which underpin the care of survivors:

- Basic shelter, warmth and refreshments
- Information about what has happened, as it becomes available
- First Aid
- Emotional and welfare support
- Communication facilitation
- Advice about how to access further assistance
- Security from outside intervention (e.g. the press)
- A point of contact for ongoing support.

## 2 Links to supporting Plans and Frameworks (see 'HAES folder' on the Resilience Direct (RDS))

[Combined Agency Emergency Response Protocol \(CAERP\) v6.0](#)

[LRF Large Scale Evacuation & Shelter Strategic Framework \(amended 050215\)](#)

[LRF HAC Framework \(amended 181113\)](#)

[LRF Mass Casualty Plan \(updated 010515\)](#)

[LRF Vulnerable People Tactical Framework \(amended 091014\)](#)

[LRF Family and Friends Reception Centre Framework \(updated 141113\)](#)

## 3 Activation

The decision to open a SuRC will be made during the response phase of an emergency by the Police Tactical Commander. The emergency will involve survivors, missing people and/or fatalities.

- The Police Tactical Commander will inform the Police Control Room of their intention to open a SuRC, FFRC or activate a Hospital Documentation Team.
- A request will be made to locate a MDRM for deployment to the required location(s) and the Force MDRM Single Point of Contact (SPOC) (Operational Reception Centres) will be notified of the deployment; and will assist in this.

## LRF Survivor Reception Centre Plan

- The Local Authority (LA) will be alerted as soon as possible following the decision to open a SuRC. This will be prior to knowledge of the SuRC's location to allow them time to identify key staff and VS organisations and place them on standby; resulting in faster overall response once key information becomes available to them.
- The MDRM SPOC will maintain the overarching link between the MDRM's deployed to the different locations, and the Senior Identification Manager (SIM) and Casualty Bureau Manager.

### 3.1 Response Timeline

Once Major Incident/Emergency is declared, the Police Tactical Commander will make the decision to activate the SuRC plan – the following actions should be implemented within the appropriate time scale. The indicated timescales must not hinder the faster deployment of information sharing or deployment of agency staff.

Timescale	Action
<b>Within 1 Hour</b>	<ul style="list-style-type: none"> <li>• Appointment of a Senior Investigation Officer (SIO)</li> <li>• Appointment of a SIM</li> <li>• Notify the Force MDRM SPOC</li> <li>• Appointment of MDRM(s)</li> <li>• Identify an appropriate premise for a SuRC</li> <li>• Identify suitable rendezvous points (RvP) points for arriving personnel</li> <li>• Top tier LA informed</li> <li>• Identification of transport requirements</li> <li>• Notify Casualty Bureau Manager</li> <li>• Notify Comms and set up social media</li> </ul>
<b>Within 2 Hours</b>	<ul style="list-style-type: none"> <li>• MDRM to identify, open and manage the SuRC</li> <li>• Establishment of Documentation Teams</li> <li>• Cordon clearance, RvP or protocol in place for access to the Centre by supporting organisations</li> </ul>
<b>Within 4 Hours</b>	<ul style="list-style-type: none"> <li>• LA attendance<sup>3</sup></li> <li>• Attendance of voluntary agencies and faith team, (requested and coordinated by the LA)</li> </ul>
<b>Within 8 Hours</b>	<ul style="list-style-type: none"> <li>• Casualty Bureau opened and contact number published (likely to be earlier)</li> <li>• Establishment of a Family and Friends (FFRC) (see LRF Family and Friends Reception Centre Framework)<sup>4</sup></li> <li>• Decision to be made by the Strategic Coordinating Group (SCG) at an early stage as to the requirement for a LA</li> </ul>

<sup>3</sup> See Section 3 (Activation) if the LA informed at an early stage attendance of the LA, VS and faith support may be reduced to two hours – this will be dependent on access, cordons and RvP arrangements.

<sup>4</sup> Association of Chief Police Officers (ACPO) Guidance states 12 hours, however, the aim will be to set up FFRC within 8 hours. Where families and friends are arriving seeking information, it is essential that there is somewhere for them to go - consideration re the opening of this centre needs to be as early as possible.

	Humanitarian Assistance Centre (HAC), and the type of HAC required <sup>5</sup>
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### 3.2 SuRC Minimum Requirements

Minimum requirements	Desirable but not essential requirement
<ul style="list-style-type: none"> <li>• Building with toilets (including disabled)</li> <li>• Fax and telephone access</li> <li>• Parking</li> <li>• Minimum of two available rooms (can include one big room plus smaller room for 'one-on-ones' involving sensitive enquiries),</li> <li>• Provision for comfortable seating and canteen facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Secure site where practicable, or no more than two entrances/exits</li> <li>• 24 hour TV news channel</li> <li>• Management and briefing rooms</li> <li>• Separate responders rest room (and, where possible toilets)</li> <li>• A place with some ambience</li> <li>• Storage space</li> </ul>

The following equipment will be required:

- Police 'Go-box' (contents at Appendix D), containing all relevant paperwork for the establishment of the Centre, which are held at Basic Command Unit (BCU) locations known to the MDRMs
- All agencies must wear tabards that clearly indicate the role they have within the Centre or, in the case of the VS, their relevant uniforms.

### 3.3 Types of suitable premises

The SuRC will be set up inside the outer cordon and at a safe distance from the site of the emergency. As we do not know in advance when or where an emergency will occur, pre-identifying sites is impossible, however, past experience has shown survivors tend to gather at the nearest appropriate building. Similarly, on-duty police officers will tend to commandeer the nearest suitable building. If sufficient time is available, suitable premises such as an hotel should be located – preferably somewhere comfortable. The premises need to be thoroughly risk assessed by the Police prior to use, and security measures put in place.

### 3.4 Centre Management Group

A Centre Management Group will be formed at the earliest opportunity, chaired by the MDRM. The LA Manager, and other key stakeholders within the Centre, will have representation on the group. The MDRM will be responsible for updating the MDRM SPOC who will in turn link with the SIM and Casualty Bureau Manager, and LA Welfare Lead Officer at tactical level.

The Centre Management Group will:

<sup>5</sup> It is realistic to expect that, whether a physical or virtual HAC, the setting up of this centre will take 48-72 hours from the time requested. It is, therefore, essential that the 'decision' to open a HAC be made at the earliest opportunity by SCG.

- Agree the purpose of the Centre in consultation with the SIO and SIM
- Decide on the organisations that should be present in the Centre
- Ensure everyone present within the Centre has been registered and has authorisation to be there
- Establish communication and exchange of information with the Police Tactical Commander
- Ensure a joint risk assessment on the use of the premises is completed and, where necessary, appropriate control measures are introduced
- Ensure a medical 'triage' process is in place
- Ensure appropriate welfare arrangements are in place<sup>6</sup>
- Ensure an assessment is carried out in respect of equality and diversity requirements, including language
- Ensure that personnel working at the Centre are appropriately trained and supported
- Ensure all staff and VS present are identifiable by either uniform or tabard
- Ensure, where needed, that personal protective equipment (PPE) is in place
- Agree the process for sharing data and information as determined by the SCG
- Ensure a confidentiality agreement is signed by all organisations/personnel within the Centre including police staff
- Agree shift patterns and change over strategy to include movement of responders, information gathering and defusing
- Ensure sufficient support and resources available within the Centre
- Review the necessity of the Centre, and recommendations to the SCG, on an exit strategy (see Section 8)
- Where necessary and appropriate (and in consultation with the MDRM in charge of the FFRC, if established), consider the potential to migrate into an HAC – in consultation with the relevant LA (see Section 8).

#### **4 Cordons**

A cordon will be placed around the SuRC to control unauthorised access to the Centre and the survivors.

Police Officers controlling the cordon must be alert to the possibility of people attempting to gain unauthorised access<sup>7</sup>. Individuals may think that they have a right of access due to a belief or knowledge that their family and/or friends will be inside the SuRC. Where the latter occurs, those family and friends should be directed to the FFRC, when opened, as part of the response to the emergency.

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

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<sup>6</sup> Consideration should be given to the very young and elderly frail, or any individual that is particularly vulnerable and struggling with the environment as to whether a different location would be more suitable for the purposes of information gathering.

<sup>7</sup> 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 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 damage, detecting crime and bringing offenders to justice (Rice v Connolly (1996)).

There may be a requirement for the MDRM SPOC to identify a RvP for LA staff and supporting agencies to deploy to, for onward transportation to the SuRC. This will help to ease access through Cordons<sup>8</sup>.

Suitable and verifiable picture ID for responders will need to be shown at the RvP point or to cordon officers on arrival at the SuRC. Where this is not possible, the officer on the cordon will confirm the credentials via Tactical Coordinating Group (TCG). Attempts will be made to provide an agency staff list to the Police Incident Commander for this to be forwarded to the Cordon Officer to assist with checking credentials.

## **5 Police Roles and Responsibilities (Reception Centre Aware)**

### **5.1 MDRM SPOC**

The MDRM SPOC will liaise with the SIM/SIO and Casualty Bureau Manager. They may in the first instance be co-located and will act as follows:

- Receive the initial call to deploy MDRMs to relevant centres
- Deploy trained MDRMs to the SuRC
- Place the relevant LA on standby or activate their attendance
- Where required, establish an RvP for attending LA staff and voluntary agencies and establish if onward transportation to relevant centres is required
- Deploy 'Reception Centre Aware Officers' to the location
- Arrange for the deployment of the MDRM 'Go-boxes'
- Liaise with the SIM and SIO to establish their strategy
- Implement forensic strategy through the SuRC MDRM
- Liaise with the Centre MDRM ensuring that the dynamic risk assessment and security risk assessment have been completed and recorded
- Contact the LA to ensure they have all relevant details of the emergency and establish a deployment strategy with them (including RvPs, Cordons, estimated time of arrival) – ensure they have the contact details of the MDRM SPOC and the MDRM at the SuRC
- Notify the Police Incident Commander when the SuRC is open and receiving survivors
- Liaise with the SIO/SIM regarding the deployment of Exhibit Officers, Crime Scene Investigators (CSI) and/or Family Liaison Officers (FLO)
- Quality assure the Centre Management and conference call into the Centre Management Group meetings
- Link with all MDRMs deployed to the emergency at other centres and receiving hospitals
- Provide a wider picture of the emergency to the MDRM to assist them in their briefings to survivors
- Commence an exit strategy in liaison with the Centre MDRM and LA (see Section 8).

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<sup>8</sup> Any person failing to comply with the directions of a police Cordon Officer may be committing an offence under section 89(2) of the Police Act 1996, namely resisting or willfully obstructing an 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

## 5.2 Major Disaster Room Manager<sup>9</sup>

The MDRM will be a police officer of the rank of at least substantive Sergeant or Inspector, who will assume overall control of the SuRC. The MDRM will:

- Assume operational command of the SuRC
- Collect and/or ensure that the MDRM 'Go-boxes' are available at the Centre
- Be deployed to manage one centre only (*other MDRM's will be deployed by the MDRM SPOC to manage other sites*)
- Complete and record a dynamic risk assessment of the location and staff and ensure both are fit for purpose
- Complete and record a risk assessment in relation to the security of the building being used
- Deliver the strategy of the SIO/SIM including the exit strategy for closure via the MDRM SPOC (see Section 8)
- Be responsible *to* the SIM and responsible *for* the other police roles deployed within the Centre
- Ensure that no approach is made to survivors or families and friends without first having reported to the MDRM
- Ensure that identified roles within the Centre are filled and personnel fully briefed
- Keep a register of all police and other agency staff working in the Centre, including the VS, in the form of a 'roll call' in case of an emergency occurs on site
- Ensure that a wristband triage process takes place (see Subsection 5.3) either upon entry or after entry if survivors are already at the venue
- Implement the documentation process using the Casualty Bureau Forms as per the SIMs strategy
- Ensure 'LanguageLine' or appropriate support is in place for non-English speaking survivors<sup>10</sup>
- Inform the survivors of the process in the Centre and provide a safety briefing to all present
- Facilitate the completion of other enquiries/documentation as deemed necessary, including the exhibits and forensic strategies and oversee these resources within the Centre
- Provide a quiet area for the bereaved or those requiring additional support
- Act as the SPOC for the LA Manager who will co-ordinate and manage the welfare function on behalf of the Police within the Centre
- Assume responsibility for Documentation Officers, and ensure that the relevant Casualty Bureau Forms are completed and transmitted to the Casualty Bureau as soon as possible
- Ensure quick fast track intelligence is submitted to the Casualty Bureau/Major Incident Room
- Ensure that Documentation Officers inform those being documented that their data may be shared with other responder agencies as per the information

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<sup>9</sup> The MDRM SPOC will be deployed to co-ordinate the activities of MDRM's managing the reception centres and hospital documentation teams and to act as a SPOC for the SIO/SIM (Operational Reception Centres)

<sup>10</sup> Google 'Languages on Line' may be of assistance for short sentences, quick communication and to prevent non-English speaking survivors from feeling excluded in the short-term

sharing statement on the bottom of the Casualty Bureau Forms. Any concerns should be directed to the MDRM

- Provide regular information updates – including if there is nothing new to report. Make it clear that no other organisation has the authorisation to provide information within the Centre.
- Call the Centre Management Group together (see Subsection 3.4) and hold regular meetings to discuss the operation of the Centre
- Complete the exit strategy in liaison with the MDRM SPOC and other agencies in attendance (see Section 8).

**The MDRM must establish a good working relationship as quickly as possible with the LA manager who will act as the SPOC for the LA staff, VS and Faith Team and will manage the overall welfare support.**

The MDRM will allocate and deploy 'Reception Centre Aware' staff in the following roles:

- Wristband Triage Officer (see Subsection 5.3)
- Documentation Officer (see Subsection 5.4)
- Security Officers including an Exit Officer (see Subsection 5.5)
- Exhibits Officer (see Subsection 5.6)

### 5.3 Wristband Triage Officer

The Wristband Triage Officer will be responsible for implementing the system, which is a process of quickly identifying those survivors that require urgent attention involving a colour coded wristband process<sup>11 12</sup>. They will:

- Ensure survivors have access to first aid treatment, if required
- Implement the process as directed by the MDRM (if this has not already been put in place, i.e. at Airports<sup>13</sup>)
- Take basic details on arrival at the SuRC as per the SuRC 'Initial Registration Log' – recording the category given and wristband number against the name of the individual<sup>14</sup>
- Give each survivor a wristband according to the following:

#### **RED – High priority**

- A potential significant witness
- Someone reporting a missing person
- Disabled and/or sensory impaired
- Elderly frail
- Unaccompanied children and young people (age 17 and under)<sup>15</sup>

<sup>11</sup> Note: the priority of a green wristband holder can change to red at any time if it is deemed appropriate. This should remain a flexible system where changing circumstances may apply

<sup>12</sup> Note: survivors may want clarification as to why one person is receiving a red wristband while another is receiving a green one – consider before beginning the process the best way to clarify this without causing alarm or making someone feel they are less worthy

<sup>13</sup> Airports have plans in place and have been trained in this process to enable them to prepare the room ready for the arrival of the MDRM and Wristband Triage Officer

<sup>14</sup> It should be appropriately logged and recorded if a survivor's wristband colour changes for any reason from green to red

<sup>15</sup> **Unaccompanied children or young people, age 17 and under, must not begin a documentation process until they are in the care of a Social Care Worker – a SuRC may not be considered the right environment to progress this**

- People where English is not their first language
- Breastfeeding mothers/those with small children
- Officer's discretion.

**GREEN – Normal priority**

- Survivors that have been given green wristbands will be seen when the red wristband holders have been documented.

**YELLOW – Process Complete** (see Subsection 5.4)

It may be useful to direct RED wristband holders to a separate area from those wearing GREEN wristbands to assist the documentation process and the provision of appropriate support.

The process will be kept under constant review with individuals being documented at the discretion of the MDRM if circumstances change.

#### 5.4 Documentation Officer(s)

One of the primary objectives of the SuRC is to document individuals attending the Centre and to obtain details of anyone reported as missing. This is achieved by sending trained 'Reception Centre Aware Officers' to the location to record this information on the national Casualty Bureau Forms. Supplies of these forms are kept within the Police MDRM 'Go-boxes' at BCU centres, and Newquay and Exeter Airports.

Other agencies may require similar or more detailed information concerning welfare requirements.

The Documentation Officers will be responsible to the MDRM for registering individuals entering the Centre, filling in national 'Casualty Bureau Forms' and questionnaires requested by the SIO/SIM. They are responsible for communicating with survivors about the process within the Centre as follows:

- Complete the 'Casualty Bureau Forms' as directed by the MDRM for each survivor
- Complete a 'Personal Description Form' for each survivor, where directed
- Complete the SIM questions, where directed
- Complete a 'Misper Form' for anyone being reported as missing by others in the SuRC
- Complete a 'Message Form' for any intelligence received and ensure that this is delivered to the MDRM in the first instance for onward transmission
- Ensure that any contact with Next-of-Kin is recorded and the Casualty Bureau informed
- Inform survivors that relatives will be asked to attend the FFRC, when opened
- Indicate on the form, and notify the MDRM, if someone is a potential significant witness and pass to the SIO/SIM
- Ask the survivor if they have any immediate welfare concerns or requirements such as health needs, lost medication, accommodation issues, and ensure that these are recorded in the 'additional information' box on the form, and actioned

## LRF Survivor Reception Centre Plan

- Only place a **YELLOW** wristband onto the wrist of a survivor when the form has been completed. Record both the Red/Green wristband number and the Yellow wristband number on the top of the form
- Hand the completed form to the MDRM. The MDRM will quality assure the form before arranging for onward transmission or transportation to the Casualty Bureau
- A policy decision may be made by the MDRM to seek the assistance of partner agencies in completing the 'Casualty Bureau Forms'. Before progressing this, they must be fully briefed about how to do so and the importance of the content – such as the correct spelling an individual's name for example. This will, however, be dependent on the availability of partner agency staff and must not impact on the provision of care to support the welfare function<sup>16</sup>

Work closely with the LA, voluntary agencies and faith team within the Centre who will provide:

- Medical assessment and first aid
- Assessments of need
- Clothing, blankets and other resources
- Disability equipment, e.g. wheelchairs and walking aids
- Food and refreshments
- Telephone access
- Lost medication
- Assistance with setting up accommodation, or transport needs
- Faith support

## 5.5 Security Officers

The Security Officers will be responsible for ensuring the perimeter of the site is safe and there is a secure working environment for survivors and staff across agencies. The degree of measures required will depend on the type of emergency and how vulnerable the location is to a breach of security. They will:

- Identify one Security Officer as the Entry Officer to ensure the integrity of people arriving at the SuRC
- Identify one Security Officer as the Exit Officer to ensure the integrity of people departing from the SuRC
- Keep media away from the site or hold them on the perimeter until the MDRM has agreed a localised media plan that fits into the overall media strategy of the SIO/SIM
- Be responsible for verifying the ID of those wishing to enter the SuRC
- Ensure that the MDRM is informed of anyone wishing to leave the Centre before releasing them
- Liaise with any local security teams to achieve the same aim
- Implement any search regime that may be required on arrival or when exiting the SuRC
- The Exit Officer will ensure that survivors leaving the Centre are in possession of a **YELLOW** wristband and advice leaflet. If not, they are to be directed back to the MDRM for the process to be completed. Both wristbands will then be

<sup>16</sup> The LA manager will have overall charge of all voluntary sector organisations within the Centre, the LA staff and faith team and they must not be redeployed by the Police. If additional people are required for assisting with forms, they must be requested via the Tactical Coordination Centre

removed by the Exit Officer. The departing Survivor will complete a 'Departure Form' to ensure accurate information is obtained of an individuals' destination.

The wristbands will then be attached to the departure form. The survivor will be given a contact card which contains information on how they can receive ongoing support:

- Signpost to supporting agencies or the HAC, if one has been/is to be opened.

## **5.6 Exhibits Officer**

The Exhibits Officer will collate and, where required, seize all exhibits from those in the SuRC in accordance of the SIO/SIM strategy, their responsibilities include:

- Potentially every survivor entering a SuRC may be carrying physical evidence or contaminants from the crime scene. Minimising further contamination may be very difficult in the SuRC environment but every effort must be made to implement some forensic discipline in the Centre.
- Identify an area within the SuRC for use by the Exhibits Officer(s) and the survivors with whom they will be dealing
- Clearly mark documentation and exhibit areas to help maintain forensic discipline
- One officer will maintain the exhibits schedule
- Issue receipts for all items seized
- Exhibits Officers will ensure correct procedures are followed for packaging, labelling and continuity
- All exhibits will be collated as per the 'Ante Mortem' strategy set
- Record and submit all intelligence
- Use appropriate PPE at all times.

## **6.0 Other roles (including supporting agencies)**

### **6.1 Forensics Officer**

The Crime Scene Investigator (CSI) will work with the SuRC Exhibits Officer to provide photographic and forensic services to support the SIO/SIM strategy. Their responsibilities are as required by the SIO/SIM, as follows:

- Photograph survivors, property and clothing
- Take fingerprints
- Provide forensic advice and support to the MDRM and SuRC Exhibits Officer with regards to continuity, integrity and packaging of exhibits
- Quality assure forensic exhibits recovered in the SuRC
- Advise on the use of PPE, where relevant.

### **6.2 Family Liaison Officer(s)<sup>17</sup>**

Family Liaison Officers (FLOs) have a crucial role to play in investigating those believed to be missing. They will assist in the identification process by collecting ante mortem data from families and relevant others. They will be working to the

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<sup>17</sup> Note: Disaster Victim Identification (DVI) trained FLOs have additional expertise in effective ante mortem collection and completion of the 'Yellow Interpol Forms'.

Family Liaison strategy set by the SIM and may operate within the SuRC environment at the direction of the Family Liaison Coordinator (FLC). If a FLO is present within the Centre they will present themselves to the MDRM on arrival.

FLOs will not assume the role of personal councillors, though they remain empathic. LA staff will provide support and appropriate signposting in the Centres.

### 6.3 Casualty Bureau

The purpose of the Police Casualty Bureau is to provide an initial point of contact to assess and receive information that relates to people who are believed to have been involved in the emergency. For the purposes of the Bureau, a casualty may be defined as any person who is directly involved in or affected by the emergency. This includes survivors, casualties, missing persons and the deceased.

### 6.4 Local Authority (Unitary and Top Tier)

The LA Manager will act as SPOC to the MDRM at all times. They will ensure the smooth running, as far as possible, of the welfare function within the SuRC, and will put in place a hand-over system to ensure that the changeover from one member of staff to another is not detrimental to survivors. The Manager will log anything that is brought to their attention concerning a survivor and will pass on important information to the MDRM when it is understood to be relevant to the investigation.

The welfare function will be to:

- Provide general social and psychological support services, assisted by the VS and faith team
- Ensure that all LA and VS and faith team have appropriate tabards and/or uniforms<sup>18</sup>
- Provide special equipment and/or appropriate support services for children and young people, elderly frail, and those with disabilities or sensory impairment
  - Ensure unaccompanied children and those with sensory impairment or special needs have an appropriate allocated social care worker<sup>19</sup> and consider an alternative environment in agreement with the MDRM
  - Consider, where appropriate, putting in place arrangements for an alternative environment for elderly frail survivors in agreement with the MDRM
- Ensure sufficient refreshments are available for survivors at the Centre
- Advise the Police of survivors' requests for specific information
- Facilitate a change of clothing and/or shoes where needed
- Arrange temporary accommodation if required by liaison with relevant LAs and agencies
- Ascertain any special medical or dietary needs of the survivors e.g. lost medication and, where necessary, link with appropriate agency to action
- Liaise with the appropriate Social Care Teams in hospitals, where required
- Liaise with other Social Care Departments, where appropriate, outside of LA area in which the emergency occurred.

<sup>18</sup> Everyone working with the Centres must be identifiable

<sup>19</sup> This must be in place prior to the Police documenting children or young people age 17 and under

When loved ones of individual's have been identified as fatalities by HM Coroner, they will require appropriate support. This will be provided initially by the FLO attached to the bereaved family. The LA Manager will assist the Police, if requested to do so, in providing further support or signposting.

Where unaccompanied children or young people have been involved, the LA must ensure that the relevant local authority where that young person resides is made aware of the circumstances of the emergency and that appropriate plans are put in place to support that young person's well-being moving forward<sup>20</sup>.

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 (e.g. Rail Care Teams and Airport Companies). Where the emergency does not directly involve such a company, the LA Manager will be responsible for assisting the survivors with the necessary arrangements.

## **6.5 Health Sector Representative**

Responsible for non-acute medical care within the Centre and signposting to appropriate NHS services.

## **6.6 Voluntary Sector**

VS organisations will augment LA capabilities and their capacity to provide humanitarian assistance. They will be called upon to assist where needed and will be managed by the relevant LA manager.

## **6.6 Faith Communities**

Any major emergency is likely to involve members of different faith traditions. 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 LA to facilitate the provision of faith support.

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<sup>20</sup> Lessons identified from other emergencies have shown that young people are inclined to 'bottle up' their feelings rather than share them with parents, headteachers, or friends. Every effort must be made to put in place support mechanisms over time alongside the provision of opportunities where feelings and experiences can be shared. This 'may' be helped by involvement in a 'Survivor Group', at a later stage – dependent on age. Safeguarding must be a priority.

## **7 Other Considerations**

### **7.1 Finance**

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

It remains the statutory duty of the relevant LA to provide the welfare function to those affected in support of the Police and therefore the LA will not normally seek to charge their own costs back to the Police.

In the event of transport accident, cost recovery will be sought from the carrier.

### **7.2 Transport**

Generally the SuRC will be located close to the emergency and within walking distance of an Evacuation Assembly Point (EAP). If transportation is required, the TCG will consider the most appropriate form of transport giving due regard to the nature of the emergency, the health and welfare of the survivors, and any criminal element attached to the emergency. The LA will assist with transport requirements.

### **7.3 Staff Welfare**

Each agency has responsibility to ensure that their personnel have appropriate PPE that they are given an adequate health and safety brief, and that they take breaks for refreshments and food. Early consideration must be given to the length of shifts and the need to organise relief staff; allowing time for a structured changeover.

Dealing with a major emergency will be traumatic for responding personnel and the basic needs of responders must not be forgotten. The MDRM SPOC will ensure that appropriate arrangements are in place with identified individuals nominated to deliver the required initial emotional first aid/defusing to the Police prior to staff members leaving the SuRC.

The LA manager will be responsible for ensuring that their staff and those working on behalf of the LA are similarly cared for<sup>21</sup>.

### **7.4 Media**

A clear multi-agency publicity strategy will be required to ensure that anyone likely to have been affected by the emergency is informed where the SuRC has been set up and the level of support they may expect. This will help to minimise the potential for duplication of effort and, more importantly, inconsistencies in the messages being given out which could lead to confusion and potential loss of confidence in the responding agencies.

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<sup>21</sup> Note: DCC have a Defuser Team that will be in attendance at all times to look after the welfare of their Crisis Support Team and faith team to defuse them prior to going off shift, and during their response – if required

A media outreach strategy will need to ensure that essential messages reach those that have already dispersed from the scene prior to registering their details.

## **7.5 Communication with the Public**

The key communication objective will be to deliver accurate, clear and where possible, timely information and advice to the public to ensure they feel confident, safe, and well informed about the emergency.

At the same time, potential sensitivities around the investigation and the origin and cause of the emergency will need to be borne in mind.

## **8 Closure**

### **8.1 Leaving the Survivor Reception Centre**

Survivors will often be able to provide crucial information about what happened and they 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.

Care needs to be given to everyone departing in these circumstances as it is likely that they will be suffering from shock and may not be thinking clearly. It is advisable to request that, at a minimum, they speak with social care services who can establish if they have someone to return home to, means of transport, money, keys, etc. and can also ensure that they are provided with signposting information.

In addition to the details required for the Casualty Bureau, the SIO and/or SIM may require information from survivors to assist the investigation process; it is the responsibility of the SIM to make the necessary arrangements.

There are five circumstances in which a survivor will need to leave a SuRC, when:

- Taken to hospital or other location for medical treatment
- Fit and able, preferably supported by 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
- 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 LA or other agencies
- They have been de-registered.

It is vital that an exit strategy is put in place at an early stage. A SuRC is normally open for a maximum of 48-72 hours. If there is a requirement for a HAC (*see the LRF Humanitarian Assistance Centre Framework – link at Section 2*) has been established by the SCG, the likelihood is that this will open as the SuRC and FFRC

shut<sup>22</sup>. The HAC will be managed by the lead LA. A formal handover of responsibilities will need to be recorded. Any decision to close a SuRC will be made in consultation between the Police Incident Commander, SIM and the lead LA. Appendix C contains a template for guidance when discussing the exit strategy and recording the outcomes and decisions subsequently made.

Details on where the HAC is situated and how to gain access to ongoing support will be made available as soon as possible before the closure of the SuRC and FFRC. The LRF leaflets for this will be completed, printed and distributed<sup>23</sup>, and multi-agency websites updated to provide all relevant information in addition to a robust media strategy.

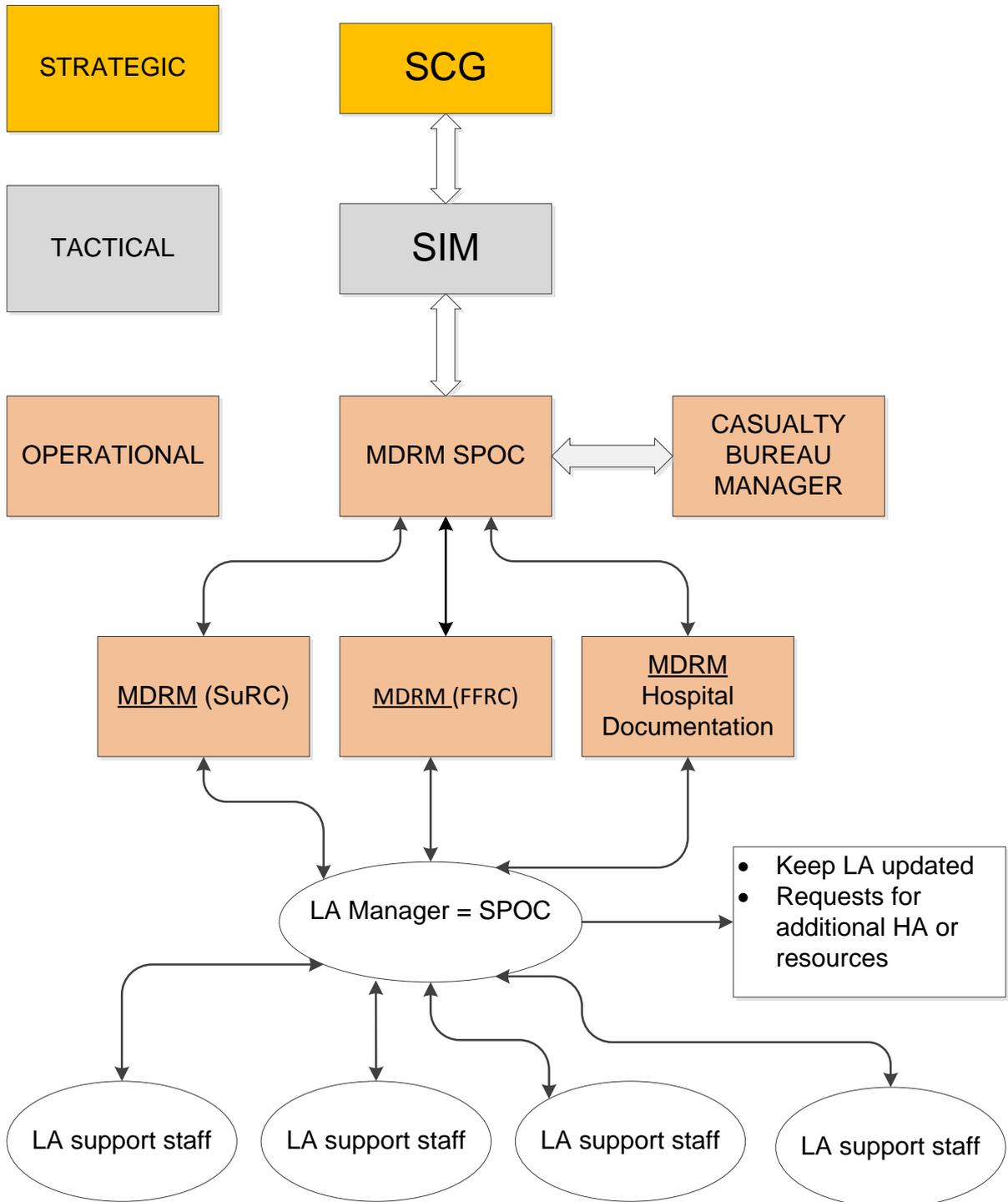
Prior to closure of the SuRC and FFRCs all original paperwork and logs from across all partner organisations will need to be copied, and the originals retained by the MDRM.

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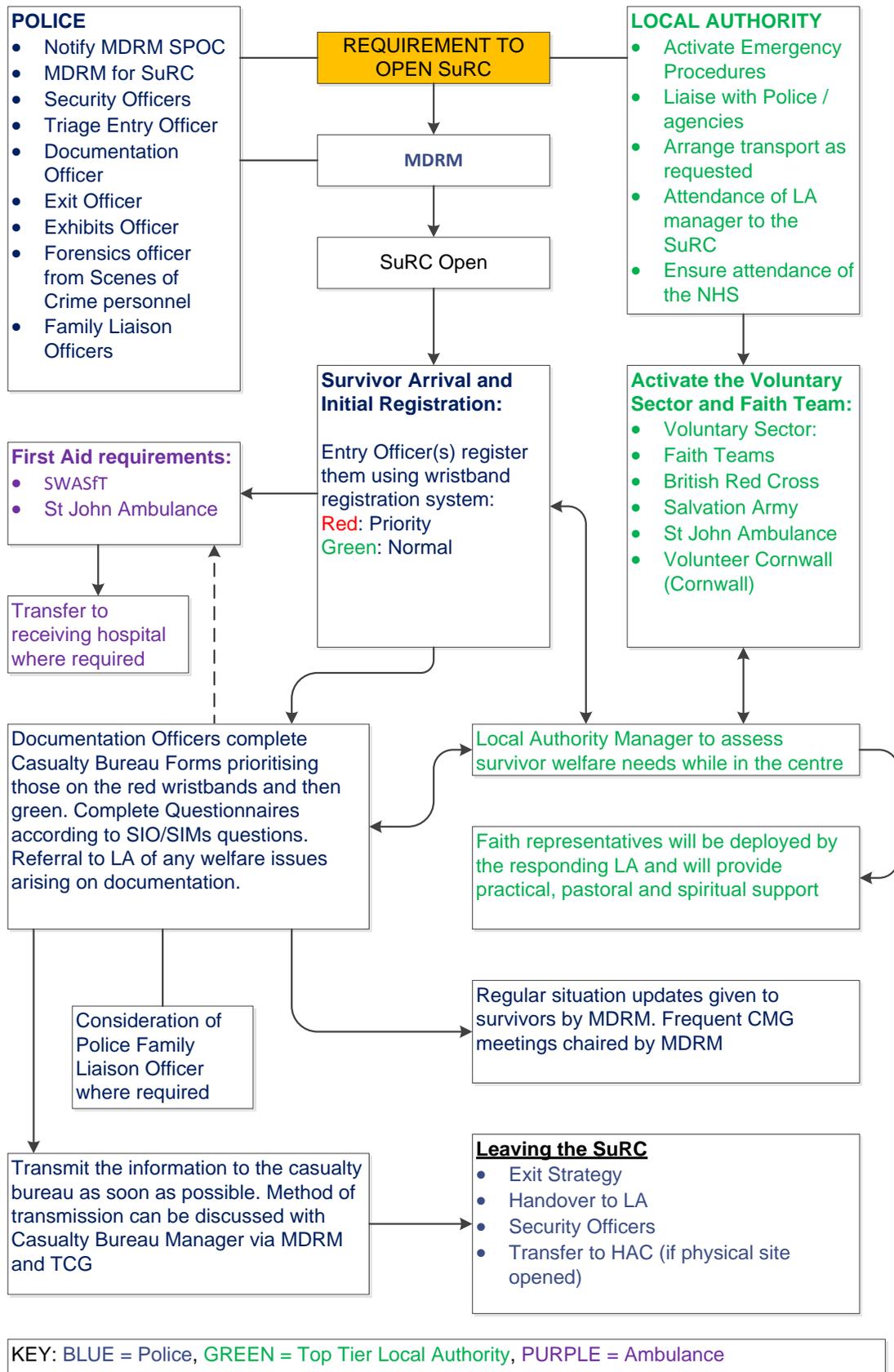
<sup>22</sup> The LA have 48-72 hours to set up a HAC from the time they have been requested to do so by the SCG (this may be virtual or physical – dependent on need and the decision of the SCG)

<sup>23</sup> These can be found in the appendices of the HAC Plan

### Command Structure – Strategic / Tactical / Operational



### SuRC Progression Flow Chart



**Exit Strategy Template**

<b>Exit Strategy in Relation to SuRC</b>		<b>Ref:</b>	
<b>Location:</b>		<b>Date:</b>	
		<b>Time:</b>	
<b>Persons Present</b>			
<b>Other persons, organisations or communities consulted with</b>			
<b>The extent to which the immediate needs have been met</b>			
<b>The need for self sufficiency or support in the community</b>			
<b>The extent to which the humanitarian assistance can be absorbed into normal working through referrals to existing organisations or systems</b>			
<b>Time related events and capabilities</b>			
<b>Have the objectives of the Centre been met e.g. documentation, welfare?</b>			
<b>Decision by whom to close centre and/or transfer to HAC?</b>			
<b>Recommendations made to whom/by whom?</b>			
<b>SIM/SIO and SCG comment</b>			
<b>Signed off (print name and sign)</b>			

**'Go-box' Contents**

1	Nokia Phone Charger
4	Clipboards
1 box	Pencils
1 pk	Assorted flipchart marker pens
1	Street Atlas – Devon
1	Street Atlas – Cornwall
1	Blue/White Barrier tape
1	Sellotape
1 box	Black biros
1 box	Gloves
5	Shorthand note books
1	Hydra hand fluid
5	A4 Blue books
1	Camera
2	Survivor Reception Centre Sign
2	Hospital Documentation Team Sign
2	Family & Friends Reception Centre Sign
3	Serious Crime Investigation Policy Book
3	Major Incident State of Actions Book
200	Witness Statement Form
200	Witness Statement continuation Form
150	Casualty Bureau MISPER forms
150	Casualty Bureau Survivor/Evacuee Forms
3	Room Manager Tabards
1	Airwave Charger

## National Guidance

### Data Sharing & Protection

Cabinet Office guidance on data sharing and protection in emergencies:  
[www.gov.uk/government/publications/data-protection-and-sharing-guidance-for-emergency-planners-and-responders](http://www.gov.uk/government/publications/data-protection-and-sharing-guidance-for-emergency-planners-and-responders) (11 January 2007)

Disaster Action's code of practice on privacy, anonymity and confidentiality:  
[www.disasteraction.org.uk/leaflets/working\\_with\\_disaster\\_survivors\\_and\\_the\\_bereaved\\_code\\_of\\_practice\\_on\\_privacy\\_anonymity\\_and\\_confidentiality/](http://www.disasteraction.org.uk/leaflets/working_with_disaster_survivors_and_the_bereaved_code_of_practice_on_privacy_anonymity_and_confidentiality/) (2016)

### Emergency Preparedness, Response and Recovery

Cabinet Office guidance to accompany the CCA (2004):  
[www.gov.uk/government/publications/emergency-preparedness](http://www.gov.uk/government/publications/emergency-preparedness) (Revised March 2012)  
[www.gov.uk/government/publications/emergency-response-and-recovery](http://www.gov.uk/government/publications/emergency-response-and-recovery) (Updated October 2013)

### Evacuation and Shelter

Cabinet Office guidance on Evacuation and Shelter:  
[www.gov.uk/government/publications/evacuation-and-shelter-guidance](http://www.gov.uk/government/publications/evacuation-and-shelter-guidance) (January 2014)

### Evidence and Best Practice

Literature review into identifying needs and best practice, by Dr Anne Eyre:  
[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/61224/ha\\_literature\\_review.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/61224/ha_literature_review.pdf) (October 2006)

### Faith Communities

Voluntary Sector Civil Protection Forum guidance on working with faith communities in civil protection:  
[www.gov.uk/government/publications/working-with-faith-communities-in-civil-protection](http://www.gov.uk/government/publications/working-with-faith-communities-in-civil-protection) (7 May 14)

Cabinet Office/Home Office guidance on the needs of faith communities in major emergencies:  
[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/61226/faith\\_communities.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/61226/faith_communities.pdf) (July 2005)

### Joint Emergency Services Interoperability Programme (JESIP)

<http://www.jesip.org.uk/home> (Established 2012)

### Local Authorities

SOLACE Document – Preparedness for civil emergencies – ‘A good practice guide’  
Department for Communities and Local Government  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/368617/Oct\\_2014\\_L\\_A\\_preparedness\\_for\\_emergencies\\_guide.Final.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/368617/Oct_2014_L_A_preparedness_for_emergencies_guide.Final.pdf)

### Mass Fatalities

Home Office/Cabinet Office guidance on dealing with fatalities in emergencies:  
[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/61191/fatalities.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/61191/fatalities.pdf) (2004)

### NHS Emergency Preparedness Response and Recovery (EPRR) arrangements

<http://www.england.nhs.uk/wp-content/uploads/2013/02/epr-standards.pdf>

**Police**

**Authorised Professional Practice pages:** <https://www.app.college.police.uk/> (Modified December 2014)

**Social Care and Emergencies**

Social Care Institute for Excellence report on the contribution of social care to emergency response and recovery:

[www.scie.org.uk/publications/knowledgereviews/kr19.asp](http://www.scie.org.uk/publications/knowledgereviews/kr19.asp) (July 2008)

**Social Media**

Cabinet Office guidance on using social media in emergencies:

[www.gov.uk/government/publications/public-emergency-alerts-reviews-and-guidance](http://www.gov.uk/government/publications/public-emergency-alerts-reviews-and-guidance)  
(7 September 2012)

**Vulnerable People**

Cabinet Office guidance on identifying vulnerable people in emergencies:

[www.gov.uk/government/publications/identifying-people-who-are-vulnerable-in-a-crisis-guidance-for-emergency-planners-and-responders](http://www.gov.uk/government/publications/identifying-people-who-are-vulnerable-in-a-crisis-guidance-for-emergency-planners-and-responders) (1 February 2008)

**Warning & Informing**

Cabinet Office guidance on Warning and Informing:

<https://www.gov.uk/guidance/preparation-and-planning-for-emergencies-the-capabilities-programme> (Updated 24 January 2014)

**Glossary**

<b>Abbreviation and Terms</b>	<b>Definition</b>
ACPO	Association of Chief Police Officers
BCU	Basic Command Unit
CAERP	Combined Agency Emergency Response Protocol (LRF document)
DVI	Disaster Victim Identification
EAP	Evacuation Assembly Point
FLO	Family Liaison Officer
FFRC	Family and Friends Reception Centre
Go-box	Admin Box with equipment for the Centre
HAC	Humanitarian Assistance Centre
HAES	Humanitarian Assistance Evacuation and Shelter (LRF task and finish group responsible for this plan, which includes top tier LA's, police, Health and VS lead from British Red Cross)
HM	Her Majesty's
JESIP	Joint Emergency Services Interoperability Programme
LA	Local Authority
LRF	Local Resilience Forum
MDRM	Major Disaster Room Manager
MISPER	Missing Persons
NHS	National Health Service
PPE	Personal Protective Equipment
RDS	Resilience Direct Service
Rendezvous Point	Point to which all resources arriving at the outer cordon are directed for logging, briefing, equipment issue and deployment
Resilience Direct Service	The emergency response community in the UK have access the RDS, which is a fully accredited and secure information-sharing platform, underpinned by Ordnance Survey location data provided under the Public Sector Mapping Agreement
RvP	Rendezvous Point
SCG	Strategic Coordinating Group
SIM	Senior Identification Manager
SIO	Senior Investigation Officer
SPOC	Single Point of Contact
Strategic Coordinating Group	Gold Officers from multi-agency organisations – normally sitting at police HQ at Middlemoor
SuRC	Survivor Reception Centre
Tactical Coordination Centre	Normally set up in a police hub (Cornwall at the LA HQ). The Centre where the Tactical Coordination Group meets
Tactical Coordination Group	Sometimes referred to as Silver Room, where multiagency partners, at a tactical level, meet to coordinate the response to an emergency
TCC	Tactical Coordination Centre
TCG	Tactical Coordinating Group
TV	Television
VS	Voluntary Sector