

London Churches Major Incident Plan

For the Metropolitan Police District

**Produced by the London Churches with the Metropolitan
Police Service**

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Appendix B Clergy Control Directory

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1. Introduction

This London Churches Major Incident Plan has been drawn up, in consultation with the Metropolitan Police to enable the faith communities to provide an effective response to any major incident. Local authority Emergency Planning Officers are asked to have regard to this Plan when developing borough plans. It is understood that local authorities will co-ordinate the participation of other faiths through their plans.

This plan must be regarded as a flexible blueprint and must be adapted to the needs of each incident. Not every detail in the plan will apply in every incident but the principles and procedures must always be followed.

The term 'Clergy' includes ministers of all Christian denominations and full-time lay-workers.

1.1 Definition of a Major Incident

The London Emergency Services Liaison Panel describes a major incident as 'any emergency that requires the implementation of special arrangements by one or all of the emergency services and will generally include the involvement, either directly or indirectly, of large numbers of people. For example:

- the rescue and transportation of a large number of casualties;
- the large scale combined resources of the police, London Fire Brigade and London Ambulance Service;
- the mobilisation and organisation of the emergency services and support services; for example, local authority, to cater for the threat of death, serious injury or homelessness to a large number of people; and
- the handling of a large number of enquiries likely to be generated both from the public and the news media usually made to the police.'

Past examples in London include the suicide bombings of London Transport services on 7 July, 2005, the Ladbroke Grove rail crash, the sinking of the Marchioness, and the fire at Kings Cross underground station.

1.2 The role of the faith communities

The main areas in which the faith communities have a role to play include:

- (a) In the first instance, a ministry at the scene of the incident, to care for the injured and all those affected by the disaster. Although this immediate stage does not normally last very long, many involved may well suffer from shock and need support. This role is the main focus of this plan.
- (b) A ministry of care and comfort, to relatives and others caught up in the disaster, which may be carried out away from the immediate scene of the incident. This may be carried out at a temporary mortuary, casualty clearing station, rest centre, friends and relatives reception centre or similar premises established close to the incident. It may also include a longer-term ministry at a Humanitarian Assistance Centre established to support those affected by the disaster. Arrangements for this ministry will be closely linked with this plan and will be co-ordinated by the

same clergy leader (Clergy Control – Gold), liaising with the Clergy Co-ordinator at the incident scene (Silver), with other services and with other clergy and faith leadership, as appropriate.

- (c) At the hospitals designated as 'receiving hospitals' and 'support hospitals'. This ministry will be undertaken by the hospital Chaplains, who have their own Major Incident Plan.

1.3 Control functions

The emergency services use the titles 'Gold', 'Silver' and 'Bronze' to describe the functions of people carrying out 'strategic', 'tactical' and 'operational' roles. In this plan:

- Clergy Control (normally the Archdeacon in the Incident area) is in overall charge and carries out the 'Gold' function, liaising with the Church Gold Co-ordinating Group.
- The Clergy Co-ordinator at the incident site is 'Silver' and is responsible for liaising closely with the emergency services and then assessing the immediate requirements for clergy support, deploying the clergy on site as appropriate.
- Clergy Responders at the site are 'Bronze' and carry out the ministry function under the direction of the Clergy Co-ordinator. At all times, clergy on site will be under the overall direction of the emergency services.

1.4 Summary of the Plan

The London Churches Major Incident Plan will be activated by:

- (a) the Police Central Command Complex contacting any member of the Church Gold Co-ordinating Group (see Appendix A), who will then telephone the local Archdeacon (see Appendix B); or
- (b) the London Boroughs contacting the local Archdeacon (see Appendix B).

In the event of (a) and (b) not happening, the Plan should be called out by the local Archdeacon, after first confirming details of the Major Incident with the Salvation Army Emergency Co-ordinator. The Archdeacon will be Clergy Control (Gold) and will have strategic responsibility for managing the church response.

The Salvation Army Emergency Unit will have been called to the incident scene. It will become the centre for the clergy response at the Major Incident site. A trained Salvation Army officer will be Clergy Co-ordinator (Silver) at the site and will deploy the Clergy Responders called out to minister as appropriate. If for any reason a Salvation Army Co-ordinator is not available, Clergy Control will appoint a clergy person on site to be Co-ordinator. If the Salvation Army Emergency Unit is not available the Clergy Co-ordinator will, in consultation with Clergy Control, identify an alternative base at the incident site.

If it becomes clear that the incident primarily affects a minority faith group then Clergy Control (the Archdeacon) will consult the relevant borough Emergency Planning Officer with a view to liaising with a recognised senior person from that faith group. The Silver will normally remain the designated Clergy Co-ordinator attending the incident.

2. Call-out: Action by Police Central Command and London boroughs

- 2.1 To call out the church response, the Police Central Command Complex will telephone any member of the Church Gold Co-ordinating Group (see Appendix A) who will then contact the Archdeacon Clergy Control (see below)
- 2.2 The London Boroughs will also call out the church response by telephoning the local Archdeacon (see Appendix B and below).
- 2.3 The Salvation Army Emergency Co-ordinator or the Archdeacon may also call out the Plan, working in close liaison.

3. Call-out: Action by Church Gold Co-ordinating Group contact and London boroughs

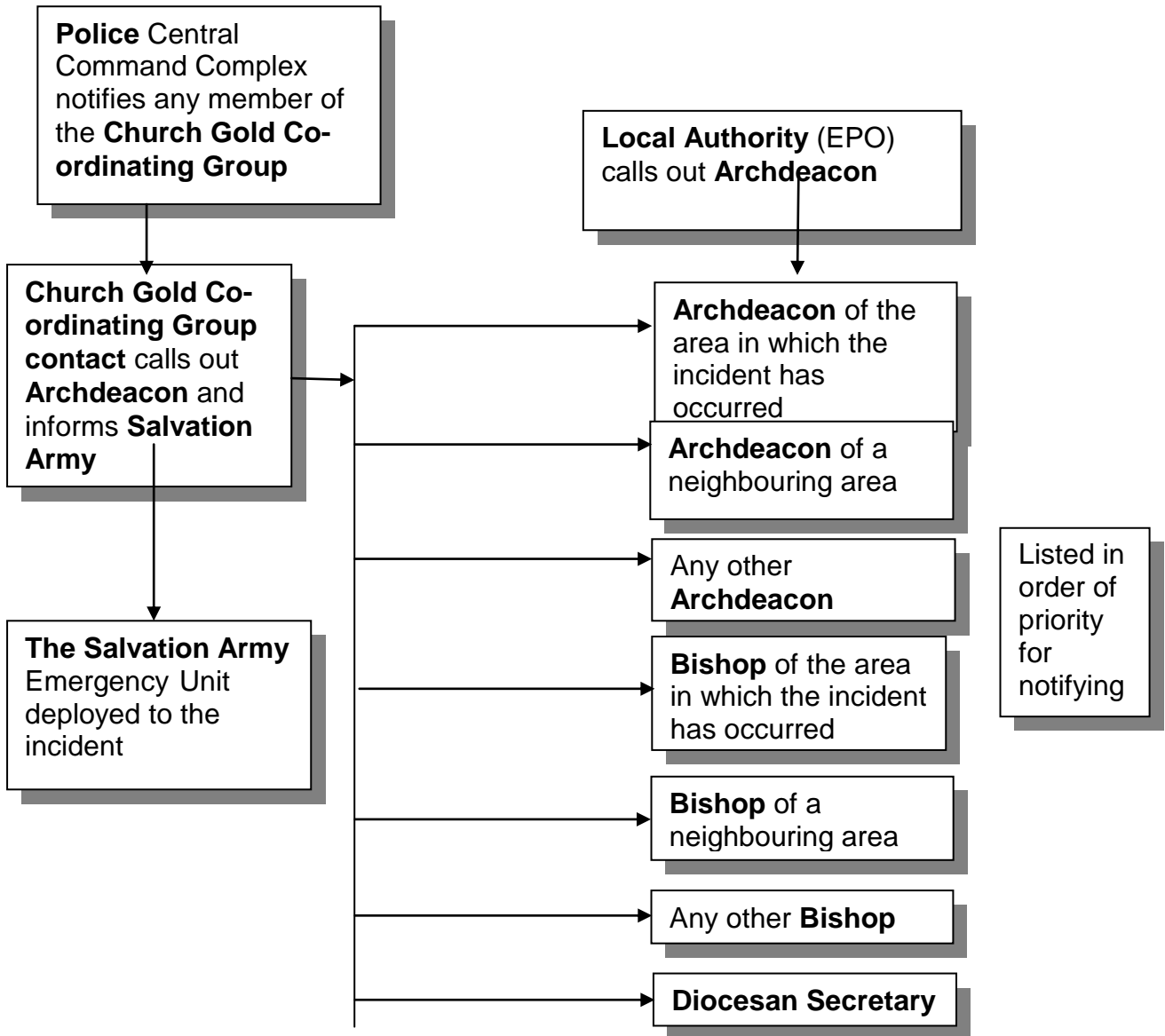
- 3.1 The member of the Church Gold Co-ordinating Group informed by the police of a major incident and the person acting for a London Borough must contact one of the people on the **Clergy Control** list personally (see Appendix B). **Do not leave a message under any circumstances.**
- 3.2 The Clergy Control to be contacted should be determined in the following order of priority:
 - (a) the **Archdeacon of the area** in which the incident has occurred;
 - (b) if (s)he is unavailable, the **Archdeacon from a neighbouring area**;
 - (c) if they are unavailable, **any other Archdeacon**;
 - (d) if no Archdeacon is available, a **Bishop** should be called; then
 - (e) if no Bishop is available, a **Diocesan Secretary** should be called.

If a Bishop or Diocesan Secretary is contacted, their function should be to locate an Archdeacon to be Clergy Control, if at all possible, because the Archdeacons have received appropriate training for this function.

- 3.3 The Church Gold Co-ordinating Group contact and the person acting for a London Borough must tell the person contacted that there has been a major incident, and ask them if they have the London Churches Major Incident Plan readily available. If they do have a copy, then tell them;
 - (a) that they are Clergy Control (with the function of Gold);
 - (b) that their duties are laid down in Section 4 of the London Churches Major Incident Plan;
 - (c) the location and nature of the incident; and any other relevant details.

Call-out Flow Chart

Notification of a Major Incident



For further information and contact numbers refer to Appendices A and B of the plan

4. Action by Clergy Control (Gold function)

- 4.1 When you take responsibility to be Clergy Control:
 - (a) Write down all the details of the incident; and
 - (b) Maintain a log of all action taken.
- 4.2 Confirm with the Salvation Army Emergency Co-ordinator whether a Clergy Co-ordinator (Silver) has been called out and is at (or on the way to) the incident site. Ask for the name and contact details for the co-ordinator on site so that you can keep in contact during the incident.
- 4.3 If a Salvation Army Clergy Co-ordinator or Mobile Unit is not available appoint an alternative Co-ordinator and / or clergy base at the incident site and inform Clergy Responders accordingly.
- 4.4 Call out Clergy Contacts from the area in which the incident has occurred (see Appendix C):
 - (a) Ask them to provide, or be prepared to provide, a Clergy Responder (Bronze) to minister at the site and give them full details of the incident, including its exact location and any designated access routes.
 - (b) Refer them to the duties for Clergy Responders laid out in Section 6 of this plan.
 - (c) Ask them to notify you of the name of their Clergy Responder (this may involve a return call from them).
 - (d) Check that the Clergy Co-ordinator (Silver) is in position at the incident site.
 - (e) Inform Clergy Co-ordinator (Silver) at the incident site of names of all clergy responding. Keep in touch with the Clergy Co-ordinator (Silver).
- 4.5 Stay at your base to exercise strategic control. Your task as Gold is to ensure that the plan is working and to assist and support the Clergy Co-ordinator (Silver) and clergy responders (Bronze).
- 4.6 Assess the needs of the Incident in liaison with Clergy Co-ordinator (Silver). You may need to appoint Clergy Co-ordinators to direct the clergy response, and identify responders to minister, at other sites, for example:
 - a rest centre
 - a survivor reception centre;
 - a friends and relatives reception centre;
 - a temporary mortuary; or

- a Humanitarian Assistance Centre.

Not all of these will be required for every incident, and not all will be required immediately.

- 4.7 Maintain close liaison with the Church Gold Co-ordinating Group (Appendix A) and as necessary with other senior clergy contacts across the denominations who will be deploying responders under your control.
- 4.8 Liaise with the local authority Emergency Planning Officer who has responsibility for calling out other faith responders.
- 4.9 Inform the Bishop of the area, who can liaise with other faith leaders. Keep faith leaders informed of current events in connection with the incident and make arrangements if appropriate, in consultation with the police, for them to visit the site and the receiving hospitals.
- 4.10 When requested, deal with any personal problems of the Clergy working at the disaster points, relating to parish and family responsibilities.
- 4.11 Begin to work out a relief rota for yourself as Clergy Control and for Clergy Responders. No clergy should be on duty for longer than six hours.
- 4.12 Check that hospital chaplains have been informed and that the arrangements at hospitals are working correctly, and arrange back-up for hospital chaplains if required.
- 4.13 Arrange a group debriefing within 2-3 days for all clergy involved in ministering at an incident. This should be led and managed by someone with appropriate training in debriefing.

5. Action by Clergy Co-ordinator (Silver function)

The Clergy Co-ordinator (Silver) will normally be a trained member of the Salvation Army and will be based at the Salvation Army Emergency Services Unit (van). The Salvation Army Emergency Co-ordinator will call you out. (If an appropriate Salvation Army officer is not available Clergy Control may appoint another clergy person to co-ordinate the clergy response on site.) The role of Clergy Co-ordinator is to co-ordinate deployment of the clergy at the incident site. You should liaise with the Emergency Services (Silver) Co-ordinating Group and with Clergy Control (Gold). You should not normally be involved yourself in ministering at the site.

- 5.1 If you are called out to be a Clergy Co-ordinator:
 - (a) read these instructions carefully and take this Major Incident Plan with you, plus notebook or paper; and
 - (b) make sure you know clearly where the incident is and the best access route.
- 5.2 Go to the scene of the incident, and park so as not to cause obstruction to the Emergency Services:
 - (a) Take any appropriate identification passes or cards to help you gain admission to the site. It may be difficult to get through the Police cordon. Look for the Scene Access Control Centre and ask for directions to the Joint Emergency Services Control Centre (JESCC).
 - (b) On arrival, go to the Police Control Vehicle and report that you are the Clergy Co-ordinator as authorised under the London Churches Major Incident Plan, and that you are there to co-operate and carry out your duties.
 - (c) At the JESCC, find the Salvation Army Emergency Services Unit, which will be your base. If, for any reason, the Unit is not available you must identify an alternative clergy base, in liaison with Clergy Control, who will inform Clergy Responders accordingly.
- 5.3 Keep a log of all action taken and list of names of clergy on site, and pass this on to your relief.
- 5.4 No clergy must be allowed to enter the site of the incident to minister to the dead or injured unless they have your express permission as Clergy Co-ordinator (Silver). This is because the area will be treated as a scene of crime. The dead or injured may, under certain circumstances, be contaminated and the act of ministry may endanger the clergy and make them carriers of infection. The site must be 'made safe'. Unauthorised entry may place you and others in danger.

- 5.5 Assess the needs of the incident. At different times you may need to arrange to deploy clergy, from all denominations as appropriate:
- to minister to casualties;
 - to comfort bereaved at the scene of the incident; or
 - to minister to rescue services.

In liaison with Clergy Control (Gold) you may need to direct clergy to minister at other sites, for example:

- to minister at a Survivor Reception Centre;
- to minister at a Friends and Relatives Reception Centre; or
- a Humanitarian Assistance Centre.

Not all of these will be required for every incident, and not all will be required immediately

- 5.6 Stay at the Salvation Army Emergency Services unit so that Clergy can find you on arrival. Check that their names correspond to those given to you by Clergy Control. Brief them on the situation and allocate them to their tasks.
- 5.7 Other Salvation Army Officers, called out by their own procedures, will also be under your control.
- 5.8 Liaise with any emergency services chaplains who may be on site: they are likely to have valuable training, experience and contacts with emergency personnel.
- 5.9 In liaison with Clergy Control (Gold), arrange for the use of church premises as reception centres, canteens, first-aid posts etc, if requested.
- 5.10 If required, liaise with the Emergency Services Silver Co-ordinating Group on site and with other voluntary organisations.
- 5.11 Maintain close contact with Clergy Control (Gold) throughout the incident.
- 5.12 Ensure that every clergy responder who ministers at the site is given an initial debriefing (defusing) before leaving the site, and log and deal with any points of information given.

6. Action by and guidelines for Clergy Responders (Bronze function)

6.1 **In the event of a Major Incident you must not attend the incident unless called out by a Clergy Control (Gold) or by another Clergy Responder.** If you are in the Plan listed as a clergy contact / responder, you must keep an updated list of colleagues of your church tradition, on whom you can call to respond to a major incident.

6.2 If you are called upon to minister at the scene of an incident and cannot comply for any reason, say so immediately. **Know your own limitations.**

6.3 On call-out to the site of an incident:

Write down your call-out instructions including:

- time of call-out;
- location of incident;
- parking and entry;
- person you report to; and
- telephone number at site (if known).

Wear your usual clergy clothing to help distinguish you as clergy and to provide identification and help you gain admission to the site. Take any identification passes/cards/badges with you.

Take with you:

- particular items as instructed during call-out;
- any items needed for ministry e.g. scriptures, prayer book, sick communion, oil for the sick etc;
- a watch;
- your mobile telephone or calling card;
- any personal medication you may need;
- if conditions are likely to be cold, wet or dark, take warm clothes, stout shoes or boots and a torch; and
- drink and snacks.

Before you leave:

- tell someone where you are going;
- advise them that you could be away for up to ten hours;
- get them to arrange necessary cover while you are away, and
- give a contact phone number (if known).

6.4 Go to the site and look for the Scene Access Control Centre. Park away from the access roads. On arrival, respect instructions. Say that you have been called out under the London Churches major incident plan to

report to the Clergy Co-ordinator. Unless you have been advised differently, the Co-ordinator will be based at the Salvation Army Emergency Services Unit. This will be located at the Joint Emergency Services Control Centre. If refused access, be polite but firm.

6.5 Ask to be allowed to speak to the Clergy Co-ordinator at the Salvation Army Unit (van). If you cannot do so, telephone Clergy Control and explain the situation.

6.6 At the site:

- follow all instructions from the Clergy Co-ordinator (Silver)
- take note of the responsibilities of the different agencies present and follow all security / organisational rules
- co-operate with people from different agencies
- inform the Clergy Co-ordinator about any inter-agency problems or policy matters that need attention
- do not make private arrangements about follow-up; make your recommendations to the Clergy Co-ordinator and pass on necessary information (make it clear if anything is confidential)
- do not give information to the media; arrangements will be made for official briefings
- look after yourself; if you feel unwell tell the Clergy Co-ordinator (the effects of this work are unpredictable and it does not help to play 'tough').

6.7 Do not leave the site without:

- informing the Clergy Co-ordinator (Silver)
- debriefing (defusing).

Note: unless required to do so quickly for safety reasons.

6.8 When your period of duty is over, do not hang around. Once the Clergy Co-ordinator has debriefed you, go home.

6.9 Expect to be asked to attend a group debriefing after 2-3 days; if you remain affected by what you have experienced, report this to the person who arranged your debriefing.

Note: These guidelines are simply to enable you to work as effectively as possible with others in unusual circumstances. They are not intended to inhibit the way you would normally minister to people who are distressed, injured or facing death, and whom you might expect others to be supporting in the longer term.

Glossary

Church Gold Co-ordinating Group	Group representing church leadership working with Clergy Control to enable strategic co-ordination of church major incident response.
Clergy Control	Clergy leader (normally an Archdeacon in the Church of England). Directs the overall clergy response to a Major Incident.
Clergy Co-ordinator	Directs and deploys Clergy at the site of a Major Incident. Normally a Salvation Army officer.
Clergy Responder	Cleric or lay worker called out to carry out a religious ministry at the incident scene.
Casualty Clearing Station	Area set up at a major incident by the ambulance service to assess, treat and prioritise casualties, and to direct their evacuation.
Friends and Relatives reception centre	Secure area set aside for use by friends and relatives and for holding interviews with them. Usually maintained and operated by the police.
Humanitarian Assistance Centre	A facility providing a single focal point where bereaved families, survivors and anyone else directly affected by the incident can receive information and appropriate support from all the relevant agencies.
Rest centre	Place of safety for those who have been evacuated..
Survivor reception centre	Secure area to which uninjured survivors are taken for shelter, first aid, interview and documentation.
Gold, Silver, Bronze	Levels of command used to describe the functions of people carrying out 'strategic' (Gold), 'tactical' (Silver) and 'operational' (Bronze) roles.
Joint Emergency Services Control Centre (JESCC)	The main Police, Fire Brigade and Ambulance Service Command and Control Units. Co-located with the utility companies and local authority. Forms the focal point from which the incident is managed.
Police control vehicle	Police base at JESCC (see above).
Rendezvous point (RVP)	Location selected by the emergency services for all people and vehicles to report to before entering the incident site. Located within the outer cordon set up by the police to control access to the incident site.

Scene Access Control Centre Access point at the edge of the outer cordon staffed by the police who will vet people seeking entry into the cordon.

Temporary mortuary A facility, established when the number of deaths exceeds those which can be managed within an existing mortuary, where victims can be examined and identified.