



# **CIVIL EMERGENCY PLAN**

In partnership with



January 2009

## **FOREWORD**

The purpose of the Civil Emergency Plan is to enable a quick and comprehensive response in the event of a major emergency affecting the City.

Most emergencies common to everyday life are dealt with by the Emergency Services without the need for participation by other organisations. The City Council recognises its responsibilities to care for persons in need of shelter, warmth, and food as a result of a civil emergency, and to act as a co-ordinating, providing, and enabling body to bring together the help required to mitigate the effects of a disaster.

The Plan lays down procedures to be followed and allocates functions to City Council officers in the event of a major emergency. Its overall aim is to enable the City Council to respond to a major emergency, whilst continuing to deliver its usual services.

**Grahame Lucas**  
**Head of Financial Services**

**January 2009**

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## 1. GENERAL INFORMATION

The Civil Contingencies Act 2004<sup>1</sup>, and accompanying guidance and regulations sets out clear expectations and responsibilities for front line responders at the local level to ensure that they are prepared to deal effectively with the full range of emergencies from localised incidents through to catastrophic emergencies.

Worcester City Council is a Category 1 Responder as defined by the Act.

As a Category 1 Responder the Council has a number of duties placed upon it that includes having a generic plan to respond to a range of emergencies that might occur in the authority's area.

The Council's status as a Category 1 Responder does not mean that it is a 'first responder' or emergency service but acknowledges the wide range of responsibilities that local authorities have in supporting (and in some cases leading) the response to a major emergency.

The Council has agreed to participate in joint arrangements with Category 1 and Category 2 Responders of the West Mercia Local Resilience Forum (LRF), and voluntary agencies to mitigate the effects of any major emergency affecting property or lives within the City of Worcester. The Council has also agreed, if requested, to assist neighbouring authorities in an emergency situation within its boundaries.

Recipients of this Plan are asked to:

- a) ensure its safe custody;
- b) promptly send details of any amendments to this Plan to the Head of Financial Services at Orchard House complex, Farrier Street, Worcester WR1 3BB;
- c) promptly insert any amendments issued by the Head of Financial Services into the Plan;
- d) read the Plan in conjunction with the latest edition of the Joint Emergency Response Arrangement (JERA) and other relevant plans of the West Midlands Regional Resilience Forum (RRF), and the Local Resilience Forum which can be found on the West Mercia Constabulary website - [www.westmerciaprepared.org.uk](http://www.westmerciaprepared.org.uk) A hard copy of the JERA plan is also held by the Head of Financial Services.

### Training and Exercises

Training will be provided to familiarise staff and Members with the provisions of this Plan, any business continuity arrangements that the Council chooses to put in place and arrangements to warn, inform and advise the public.

Every Plan maintained by the Council will be exercised for the purposes of ensuring that the Plan is effective and the Council will in any event exercise each Plan on an annual basis, or as required, whichever is sooner.

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<sup>1</sup> The use of the term, "Act" in this Plan shall mean the Civil Contingencies Act 2004, and supporting Regulations and Guidance

## **Audience**

This Plan is intended for staff and Members of the Council who would have a role to play in the response to an emergency involving the Council.

## **Ownership and Authorisation**

This Plan is owned, and has been authorised and agreed by the Council's Corporate Management Team (CMT). The Head of Financial Services has co-ordinated the production of the Plan working with the County Council's Emergency Planning Unit.

## **Plan Maintenance and Revision**

Factors that may require the revision of this Plan include:

- a) lessons learned from experience of emergencies;
- b) lessons learned from exercises;
- c) restructuring and other changes and
- d) changes in key personnel, including names, job titles and contact arrangements.

Notwithstanding this the Plan will be subject to on-going review as well as a formal annual review by the Head of Financial Services which will be completed during January each year. All amendments will be audited and communicated to Plan Holders.

## **Publication and Distribution**

This Plan will be made available via email for Plan Holders to keep in paper format.

## **Freedom of Information and Data Protection**

Release of information contained in this Plan should be considered with regard to Freedom of Information and Data Protection legislation. It is important to note that this Plan contains personal contact details of members of staff and it must therefore be stored appropriately by the Plan Holders.

If in doubt local partners should approach the Council for advice on handling requests for information from third parties. Classification of the document will be reviewed on an annual basis.

## **Aim of this Plan**

The aim of this Plan is to provide a framework, as far as is reasonably practicable to ensure that if an emergency occurs or is likely to occur that the Council is able to continue to perform its functions in relation to a wide range of possible scenarios and/or is able to perform its functions for the purpose of:

- a) preventing the emergency;<sup>2</sup>
- b) reducing, controlling of mitigating its effects; and
- c) taking other action in connection with it.

## **Objectives of this Plan**

- a) to define plan activation and implementation arrangements;
- b) to establish an agreed strategy for the co-ordination and control of a collective corporate response;
- c) to confirm arrangements for the deployment of Council staff and bringing to operational status of all elements of the Council's response;
- d) to ensure where reasonably practicable, the continuance of normal council services and to bring about a speedy return to normality; and
- e) to provide for the development of procedures and information, compiled and maintained in readiness for use in the event of a major emergency.

## **Risk Assessment and Community Risk Register (CRR)**

### **Risk Assessment**

The Civil Contingencies Act 2004 places a statutory obligation on the Council as a Category 1 responder (as defined under the Act) to carry out a risk assessment. Risk assessment is the first step in the emergency planning process. It enables the Council to make plans that are sound and proportionate to the hazards that exist and the risks that they present in our local area.

In the West Mercia LRF area a multi-agency approach has been adopted for the risk assessment work that has been undertaken and this process has engaged a wide range of stakeholders and partner organisations. The Council are represented on the West Mercia LRF Risk Assessment Working Group (RAWG) as part of a Memorandum of Understanding Protocol agreed with Worcestershire County Council.

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<sup>2</sup> Prevention in this context means carrying out the functions of the Council in such a way as to prevent an emergency which is imminent or which might be predicted. This might include acting pro-actively to be ready to deal with potential emergencies. The Act does not impose a duty on the Council to prevent all emergencies or require the Council to undertake remedial works which might prevent a possible emergency at a future date.

## **Community Risk Register (CRR)**

As part of the hazard review process the RAWG considered a range of emergency scenarios for both the likelihood of them occurring and the impact that would result if they were to happen. This has led to the production of a CRR that contains a summary of the likelihood and impact of a given hazard or threat.

This Plan takes account of the outcomes from the CRR process that has been agreed to prioritise risk reduction measures in accordance with the size of the risks and the gaps in the capabilities required to respond to those risks.

The risk assessment process helps the Council to identify vulnerable groups within our communities that are most at risk from emergencies and to deliver initiatives that reduce the risk thus improving public safety.

**(Under review)** Under the Memorandum of Understanding, Worcestershire County Council will be responsible for carrying out regular risk assessments of the area and through the LRF publishing and keeping the CRR up-to-date. Notwithstanding this the City Council will work with Worcestershire County Council to develop any required plans to deal with the risks associated with any such identified hazard within its area.

## **Links with Plans of other Responders**

Reference has been made to the plans of other agencies to ensure consistency with the procedures adopted by partner organisations.

## **Emergency Planning**

This Plan is generic as it enables the Council to perform its functions in relation to a wide range of possible scenarios. It has not been prepared in response to any specific risk hazard assessment that has been undertaken but enables the Council to have a corporate response to any type of emergency. The Plan will be supported by hazard specific plans (e.g. Control of Major Accident Hazards (COMAH) or Flood Plan).

## **Co-operation**

The principal mechanism locally for multi-agency co-operation under the Act is the LRF. The Council has arranged to be effectively represented at meetings of the LRF by the Managing Director of Wychavon District Council who reports back through the Worcestershire Chief Executives Panel.

The Council has entered into an agreement (Memorandum of Understanding) with Worcestershire County Council and the other District Councils in the County which sets out how these local authorities will co-operate on emergency planning issues in order to provide wide area coverage and a cost-effective means of delivering the service.

## **Information Sharing**

The LRF has developed an Information Sharing Protocol which provides a framework to enable the exchange of information and ensure clarity of understanding of the purpose and process. The exchange of information is to enable responders to be prepared to meet their obligations under the Civil Contingencies Act 2004 and the Council will adhere to the Information Sharing Protocol in this respect.

## **Business Continuity Management**

The Act requires Category 1 responders to maintain plans to ensure that they can continue to exercise their civil protection functions and continue to perform their ordinary functions so far as is reasonably practicable. The Council is responsible for its own internal business continuity planning and arrangements are detailed in a separate Plan.

## **Communicating with the Public**

There are two aspects of the duty in relation to communicating with the public. The first is that the public be made aware of the risks of emergencies and how Category 1 responders are prepared to deal with them if they occur. The second is that the public be warned and provided with information and advice as necessary at the time of an emergency. This is being considered and co-ordinated by the LRF Communications Group.

## **Advice and Assistance to Businesses and Local Organisations**

The Act requires local authorities to provide advice and assistance to those undertaking commercial activities and to voluntary organisations in relation to business continuity management. Under the Memorandum of Understanding Worcestershire County Council will discharge this duty.

## **Primary Responsibilities of the City Council**

- a) support for the Emergency Services and other agencies involved in the response to an emergency;
- b) the provision of a wide range of support services in line with the Council's normal service provision;
- c) the provision of suitable accommodation for emergency evacuation and rest centres;
- d) to act as the lead organisation for the recovery and return to normality phase;
- e) at the same time maintain the Council's services at an appropriate level.

## **Primary Responsibilities of the County Council's Emergency Planning Unit**

The County Council's Emergency Planning Duty Officer (CCEPDO) is the first point of contact for the Emergency Services during an emergency situation, and is responsible for co-ordinating the local authority and voluntary sector response.

## **Primary Responsibilities of West Mercia Constabulary**

The Police maintain the lead role in all emergency situations and generally lead the arrangements for establishing a Command and Control structure (in the form of Bronze, Silver and Gold Controls).

The primary areas of Police responsibility at an emergency are the saving of life in conjunction with the other Emergency Services, the preservation of the scene, the co-ordination and communication between the Emergency Services, local authorities and other organisations acting in support at the scene of the emergency (or elsewhere) and the control of sightseers and traffic through the use of cordons.

## **Primary Responsibilities of Hereford and Worcester Fire and Rescue Service**

The primary areas of H&WF&RS responsibility during any emergency situation is life-saving through search and rescue, fire fighting and fire prevention, rendering humanitarian services, providing and obtaining specialist advice and assistance where hazardous materials are involved, salvage and damage control and safety management within the rescue zone.

## **Primary Responsibilities of West Midlands Ambulance Service**

The overall areas of responsibility for the Ambulance Service at an emergency situation are to save life, to care for the injured at the scene, provide patient treatment, to provide sufficient ambulances and medical staff, to nominate and alert receiving hospitals and to arrange for the most appropriate means of transporting the injured to hospital.

## 2. MANAGEMENT, CONTROL AND CO-ORDINATION

*This section of the Plan defines the meaning of 'emergency', in terms of activating this Plan and the Council's response. It also details the Council's control arrangements including its main emergency teams, their roles and responsibilities.*

### **Definition of an Emergency;**<sup>3</sup>

An event or situation which threatens serious damage to human welfare or the environment in a place in the United Kingdom.

War or terrorism which threatens serious damage to the security of the United Kingdom.

For the purposes of this definition an event or situation threatens damage to human welfare only if it involves, causes or may cause:

- a) loss of human life;
- b) human illness or injury;
- c) homelessness;
- d) damage to property;
- e) disruption of a supply of money, food, water, energy or fuel;
- f) disruption of a system of communication;
- g) disruption of facilities for transport; or
- h) disruption of services relating to health.

For the purposes of this definition an event or situation threatens damage to the environment only if it involves, causes or may cause:

- a) contamination of land, water or air with biological, chemical or radioactive matter, or
- b) disruption or destruction of plant life or animal life.

Operationally, emergencies will fall into two categories:

- a) An emergency that requires a multi-agency response which any of the responding organisations may declare as a major emergency. Such a declaration will be communicated to the CCEPDO who will forward the declaration to appropriate responding organisations.
- b) An incident that affects only the Council which will be declared as an emergency by the Head of Financial Services. This decision should be communicated to the CCEPDO who will inform other organisations as appropriate.

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<sup>3</sup> Prevention in this context means carrying out the functions of the Council in such a way as to prevent an emergency which is imminent or which might be predicted. This might include acting pro-actively to be ready to deal with potential emergencies. The Act does not impose a duty on the Council to prevent all emergencies or require the Council to undertake remedial works which might prevent a possible emergency at a future date.

## **Co-ordination of the Council's Response to an Emergency**

Emergency management is an integral part of the Council's normal management function and the management structure used in dealing with the Council's response to any emergency situation reflects this.

### **Emergency Management Teams**

To ensure a co-ordinated response a management team (or teams) should be established at the earliest opportunity with an officer at an appropriate level nominated to lead.

Depending on the nature and scale of the incident teams may be required at the following levels:

- a) Corporate Management Team (see Appendix A);
- b) Recovery Team (see Appendix G)

### **Corporate Management Team (CMT)**

Established to manage the Council's response to an emergency involving or affecting the majority of the Council, or large areas of the City.

Convened and chaired by the Head of Financial Services (or another member of the Corporate Management Team in his absence), who will specify attendance of relevant Officers and Members, the frequency and location of meetings, etc.

Responsible for:

- a) strategic decision making during the short term response and for the longer term recovery of the community and the promotion of a co-ordinated response by the Council in response to an emergency, and
- b) maintenance of the Council's normal services where possible in line with any business continuity arrangements that the Council chooses to put in place.

It will also:

- c) determine priorities and allocate, control and monitor the use of resources;
- d) support other nearby local authorities when requested to do so;
- e) liaise with services, organisations and agencies involved including other emergency teams established by those bodies;
- f) request support from central government, other local authorities, armed services and other organisations or bodies,
- g) brief the media and inform the public on the Council's role and response to the major incident;
- h) maintain efficient communication links;
- i) consider the activation of the County Public Emergency Helpline, and activation of the Council's Communications Team;

- j) record and assess the financial implications of the incident and give early consideration to the establishment of an Appeal Fund;
- k) give early consideration to recovery phase;
- l) provide situation reports to the lead central government department and/or regional government;
- m) appoint a specific Log Keeper to maintain a log of events;
- n) receive, collate, analyse, display and distribute information as necessary;
- o) provide for the care and welfare of responding staff;
- p) appoint officer(s) to Silver and Gold Control, and a forward liaison officer(s) to Bronze Control as necessary.

The CMT will convene on activation of the Plan and will meet in the Conference Room at Orchard House or at a venue to be determined according to the circumstances pertaining to the incident.

### **Recovery Team**

Established to manage the recovery phase.

Chaired by the Head of Financial Services and will comprise appropriate Heads of Service and senior managers of the Council and together (where necessary) with representatives of outside organisations.

Once convened the Recovery Team will focus on longer-term implications and remedial actions resulting from the emergency.

Further details on the recovery phase are contained in the Plan on pages 22 - 27.

### **3. ACTIVATION**

#### **Declaration of an Emergency**

If an emergency occurs or is likely to occur an appropriate officer of any Category 1 or Category 2 responder may declare the situation to be an emergency as defined in the Act.

The Head of Financial Services will be deemed the City Council's "appropriate officer" or, in his absence, a nominated member of the Corporate Management Team.

#### **Procedure for Activation of this Plan**

Call-out lists for the CMT and their Deputies, Worcester Community Housing and Other Organisations are at confidential Appendices A, B, D and E.

The first formal notification of a major emergency is likely to be via the CCEPDO who will contact the Head of Financial Services or nominated deputy.

Activating the Plan may result in setting up an emergency base at either the Conference Room at Orchard House or a suite of offices in the Guildhall.

The Head of Financial Services will decide which officers to alert and which to keep on stand-by. NB: The Head of Financial Services to agree who is phoning whom and all officers involved must keep a log of all actions.

#### **Command and Control**

In order to achieve a combined and co-ordinated response it may be necessary to set up a command and control structure to deal with an emergency situation. Usually as set out below:

#### **Bronze - the operational level**

Bronze is the level at which the management of immediate "hands-on" work is undertaken at the site(s) of the emergency or other affected areas.

Personnel first on the scene will take immediate steps to assess the nature and extent of the problem. Bronze commanders will concentrate their effort and resources on the specific tasks within their areas of responsibility and will act on delegated responsibility from their relevant organisation until higher levels of management are established.

Appropriate Bronze officers will be identified by the Head of Financial Services or the Council's CMT.

## **Silver - the tactical level**

The purpose of Silver level is to ensure that the actions taken by Bronze are co-ordinated, coherent and integrated in order to achieve maximum effectiveness and efficiency. Silver will normally comprise the most senior officers of each agency committed within the area of operations and will assume tactical command or the event or situation.

The Council is likely to be represented at Silver level by a member of the CMT or another officer identified by the Head of Financial Services.

In those cases where it becomes clear that resources, expertise or co-ordination are required beyond the capacity of Silver it may be necessary to invoke the Gold level of management to take overall command and set the strategic direction. Once this occurs Silver will continue to effect multi-agency co-ordination within their area of responsibility, while simultaneously directing tactical operations within the strategic direction and parameters set by Gold.

## **Gold - the strategic level**

Where an event or situation has an especially significant impact or substantial resource implications involves a large number of organisations or lasts for an extended duration, then it may be necessary to implement a multi-agency management at the Gold level. The multi-agency group which brings together Gold commanders from relevant organisations is called the Strategic Co-ordinating Group (SCG) although it is commonly referred to as "Gold command" or simply "Gold".

The Council is likely to be represented at Gold level by the Head of Financial Services or another member of the Corporate Management Team.

## **Regional Control**

Information relating to the strategic response of agencies in the West Midlands to incidents requiring multi-agency co-ordination on a regional basis is contained in the West Midlands Generic Regional Response Plan, a Plan owned, authorised and agreed by the West Midlands Regional Resilience Forum (RRF) which can be found on [www.westmerciaprepared.org](http://www.westmerciaprepared.org)

The Regional Resilience Team at the Government Office for the West Midlands may assume a role of regional co-ordination in large-scale regional and national incidents.

## **National Co-ordination**

In an incident with national implications and depending on the scale and nature of the incident the central government response will be managed at one of the following levels:

**Level 1** - response co-ordinated by Lead Government Department Minister (refer to [www.ukresilience.info](http://www.ukresilience.info) for details of Lead Government Departments).

**Level 2** - response co-ordinated by the Lead Government Department from the Cabinet Office Briefing Room (COBR).

## 4. ACTION

*This section of the Plan details what the Plan says will be done and by whom. The information contained in this section should be read in conjunction with the part of this Plan relating to Management, Control & Co-ordination and gives information on the specific actions to be undertaken by the key divisions, service areas and officers in the Council.*

### **Head of Financial Services**

The Head of Financial Services is likely to be the first recipient of information about the emergency situation from the CCEPDO or Emergency Services. On receiving the first phone call the Head of Financial Services will:

- a) decide what actions need to be taken to ensure an appropriate response from the Council depending on the situation;
- b) where required instigate the establishment of a formal structure within which the Council can manage and deliver its response;
- c) Where necessary identify an appropriate Liaison Officer to attend the scene and appropriate officers where necessary to attend multi-agency Silver and Gold controls;
- d) ensure a log of all actions is maintained.

### **Role of Elected Members**

Elected Members have a number of important functions should a major emergency affect their area. They provide political leadership and depending on the scale of the incident, guidance.

Additionally they may be a great source of comfort and support to and for the community affected. Their local knowledge of an affected area may prove invaluable and it may be appropriate for them to present the public face of the Council's emergency response through media interviews and briefing sessions.

Throughout the emergency it will be the Head of Financial Services responsibility to consult with relevant Members. The sanction of the Cabinet may be required in particular for any financial implications incurred even if retrospectively, depending on the size and nature of the emergency.

### **Strategic Housing Services (for the Management of Rest Centres)**

During or following an emergency it may be necessary for the Council to provide care to members of the public who have been evacuated from their homes and require temporary accommodation, or to uninjured survivors of an incident.

Experience of disasters has shown that if people believe their relatives and friends may have been involved they will wish to travel from within the UK or abroad to the scene of a disaster. In that event there may be a need to establish a Humanitarian Assistance Centre.

In the longer term there may also be a need for the Council to support the County Council's Social Services Directorate in the running of a Humanitarian Assistance Centre which aims to deliver emotional and practical support to those affected including bereaved families, survivors, responding personnel, and affected communities.

There may also be a requirement for local authorities to assist the health authorities in the establishment and running of Reception Centres in support of the health authorities should decontamination and prophylactic treatment of the public be required.

The Council has been working with the Rest Centre Officers Group to develop a countywide Rest Centre Policy that will ensure evacuees receive the same standard of care within Rest Centres in the County regardless of geographical location or District Council boundaries. Key to this is the provision of core and enhanced facilities within Rest Centres, the formalisation of a Mutual Aid Agreement between District Councils and the provision of Rest Centre Stores throughout the County.

#### **In the event of a Rest Centre being required - (Emergency Rest Centre Manual refers)**

The City Council will have overall responsibility for setting up, managing and staffing rest centres. The City Council will liaise with the County Council's Emergency Planning Unit who will co-ordinate contact with the Voluntary Sector.

The Head of Financial Services will contact the Strategic Housing Services Manager who will in turn appoint a Rest Centre Manager to set up the necessary arrangements - (refer to the **City Council's Rest Centre Manual**).

#### **Worcester Community Housing**

Upon receiving notice from the Council that a civil emergency may be imminent, the Company shall use all reasonable endeavours to assist the Council in taking such preparatory measures as are required including setting up incident control points, establishing communication links, alerting other agencies, and preparing for the likely results of the civil emergency.

Upon the occurrence of a civil emergency and at the request and under the control and direction of the Council, the Company shall use all reasonable endeavours to:

- make provision for persons made homeless or evacuated from their homes as a result of the emergency and including using vacant dwellings, rest centres, sheltered schemes, communal areas in community centres and other halls and meeting places as the Company deems appropriate owned by the Company;

- liaise with the Council, the County Council and such other organisations as the Council shall decide in order to assist the co-ordination of action and in dealing with homeless persons and evacuees; and
- participate in arrangements for the protection of such property as evacuees bring with them and to liaise with the police and other relevant bodies in the safe custody of the same. The Company may, if it deemed it necessary, store such property centrally or in such depots as it may decide and shall arrange for the delivery of such property to and from such places of storage.

## **Building Control**

The Building Control Team has a responsibility to deal with dangerous structures as covered by the Building Act 1984, Section 77.

On receipt of information regarding a building or structure which is in such a condition as to be a potential danger it will be necessary for a Surveyor to visit the site, inspect the building and prepare a full report as to its condition. In an emergency situation, the Surveyor shall assist with any relevant tasks identified by the Building Control Manager.

## **Communications/Media**

During an emergency situation the Council will have to put in place arrangements to ensure that communication links can be maintained and where necessary increased to cope with demand.

## **Communications Team**

The Communications Team will be instructed to handle all communications coming into the Council's premises ensuring the fast dispatch of messages to appropriate individuals and teams. The Team will also seek to ensure that normal day-to-day Council communication needs are handled as well as those relating to the emergency situation.

A separate Communications Team Media Strategy is held by the Communications Team.

The Communications Team will work with IT to consider the use of all methods of communication.

The Communications Team will be responsible for:

- Co-ordinating and leading the Council's response to media enquiries following an incident.
- Organising regular media briefings.
- Ensuring the website is used to publish information and the website is regularly updated.

- Producing media/press releases and statements.
- Liaising with other media officers in other responding organisations to ensure messages are co-ordinated.
- Attending the Police media centre at Hindlip Hall, or Worcester Rugby Club if required.
- Organising, where appropriate, media conferences and interviews.
- Arranging, in consultation with other agencies, media visits to incident sites.
- Briefing and providing guidance to the Head of Financial Services, elected Members and Corporate Management Team on the City Council's Media Strategy and level of press interest.
- In liaison with the Head of Financial Services, organising VIP visits to the City.

### **Environmental Health**

In the event of an incident to which Environmental Health has to respond it is likely, dependant upon the type of incident, that many other agencies will also be involved, i.e. Environment Agency, Health Authority, Health & Safety Executive, Water Company, Worcestershire County Council and others.

The Head of Cleaner and Greener City or in his absence the Environmental Health Manager will be responsible for deciding which officers or staff are to be called to attend a particular incident.

The Environmental Health Team is to provide the best advice and expertise available with the aim of clearing up and restoring normality as soon as possible. The Team may also be required to have a presence in the County's Temporary Mortuary facility at Ashchurch, Gloucestershire (further details are contained within the Worcestershire Temporary Mortuary Plan which is held by Environmental Health).

Actions will include the execution of statutory functions, e.g. service of notices, monitoring of the situation and in conjunction with others produce information for the press, public and elected Members.

The objective will be to maintain existing and ongoing statutory functions.

## **Financial Services**

It is possible that the City Council may incur extensive expenditure in both the response to and recovery from an emergency. It is therefore essential that all expenditure by the Council in responding to an emergency is clearly identifiable. This will enable a claim to be made to Central Government under the Bellwin Scheme or an insurance claim to be submitted.

The Head of Financial Services will be responsible for setting up any emergency codes to identify any items of spending on emergencies and to scrutinise and pay accounts in respect of orders for goods or services placed by officers in an emergency.

Should it have been deemed appropriate to set up an Appeal Fund the Head of Financial Services will also be responsible for setting up appropriate systems and procedures for the proper control, security and use of such a fund.

- To provide where necessary a representative to join the Corporate Management Team.
- To provide the necessary financial arrangements to support the City Council's response.
- To maintain records of expenditure including the allocation of a relevant cost code for the emergency.
- To provide staff resources where available in support of other service areas/sections.

## **Operational Services**

Operational Services will provide a standby team and:

- Hold and maintain up to date details of commercial suppliers, local stockists, plant/transport hire;
- Arrange and provide appropriate labour, plant, materials and transport at the scene of a major incident;
- Provide assistance as necessary for occupiers with the movement of furniture and furnishings; and
- Maintain full records of work carried out including locations and personnel involved.

## **Sixways Depot**

The Depot has standby cover in case the contingency plan for fuel is activated or emergency vehicles or equipment is required from the stores.

## **VisitWorcester (Tourist Information Centre)**

The Tourist Information Centre (TIC) is open from Monday - Saturday from 9.30 a.m. to 5.30 p.m. and is a natural port of call for people in the city centre who are looking for information and for those thinking of or about to travel to Worcester for whatever reason. VisitWorcester is willing for the TIC to be used as a resource during times of emergency to provide up-to-date information to personal and telephone callers and by e-mail. All information and contact should be directed to the Duty Manager.

## **Highways Partnership Unit (Worcestershire County Council)**

Principally the Highways Partnership Unit is responsible for:

Arranging for repairs and maintenance to: -

- a) To arrange necessary engineering measures on highways in relation to the safety of bridges;
- b) To arrange, if necessary, emergency measures against the risk of flooding on highways, in conjunction with the Environment Agency (EA);
- c) To hold and maintain up to date details of commercial suppliers, local stockists, plant/transport hire;
- d) To liaise, if necessary, with British Waterways, the EA, and other statutory undertakers;
- e) To provide up to date plans of roads and buildings where possible;
- f) To provide photographic and survey services as necessary;
- g) To provide a geographical/technical information service, along with professional advice;
- h) To arrange, if possible, for the provision of additional or specialised equipment;
- i) To maintain a financial record of expenditure incurred on a major incident;
- j) To arrange traffic diversions, including signing;
- k) Liaising and assisting where appropriate with the Fire Brigade and/or utilities;
- l) Arranging transport and fuel supplies for all Worcestershire County Council departments as required;
- m) Arranging for the provision of resources including plant and heavy lifting equipment, and to provide an advisory service for engineering;
- n) Flood monitoring;
- o) The Highways Partnership Unit will provide a representative to join the City Council's Recovery Team.

## **The Role of the Environment Agency**

Refer to the City Council's Flood Emergency Plan - October 2008.

## **The Role of the County Emergency Helpline**

Additionally the County and District Councils may run a public Emergency Helpline service in order to assist members of the public affected by the emergency in the provision of information.

The Helpline is co-ordinated by the County Council's Emergency Planning Unit and based in the Emergency Response Centre at County Hall, Worcester.

The final decision on activation rests with the County Council's Emergency Planning Manager who must be consulted by any organisation wishing to activate the Emergency Helpline via the CCEPDO. If an Emergency Helpline is established the District Council's switchboard and out of hours service will be informed.

## **Co-ordination of Local Authority Activity**

In an emergency liaison both internally between service areas and externally with the County Council and other organisations will be of great importance to ensure the most effective use of resources. In order to ensure effective liaison the following arrangements will be made.

If an emergency occurs wholly within the City boundary responsibility for the co-ordination of all local authority services will rest with the City Council. Should the emergency require assistance from neighbouring local authorities the Head of Financial Services will be responsible for liaising with Chief Executives of adjacent District Councils and the County Council to determine mutual aid assistance arrangements.

In an emergency involving more than one district level authority, the County Council's Chief Executive may take the local authority command and will liaise with the other Chief Executives to determine mutual aid assistance and liaison arrangements. After consultation with the Chief Executives of the affected District Councils, it may be agreed that the Chief Executive of one District Council will lead with support from other Districts and the County Council.

In each of the above circumstances the Head of Financial Services will ensure that the County Council is clearly aware of its co-ordinating role and the Council's supporting role.

## **Log Sheets and Reports**

A sample log sheet is attached at Appendix I. A log will be kept by all officers involved in the emergency of all events, requests made, decisions and actions taken for subsequent debriefing to monitor the effectiveness of this Plan and possible future investigations or public inquiries. All log sheets must be made available for subsequent report to the Head of Financial Services.

It may be that it is more practical for hand-held dictation equipment to be used to record logged information. In such an event the tape must be kept secure at all times and log sheets completed as soon as practicable.

In any event all log sheets, tapes, notes, lists etc. must be retained securely pending any future inquiry.

### **Staff Welfare**

All Managers need to remain aware that staff welfare and morale must be closely monitored during the response to any emergency. Those staff involved in the response will be working under potentially stressful circumstances while those assigned to the maintenance of the normal services and functions of the Council may well feel unappreciated, undervalued and overworked because of the assignment of colleagues to deal with the emergency situation.

### **Military Aid**

Military Aid may be requested from the Army and Royal Air Force. When there is no threat to life a charge will be levied for this assistance. If military assistance is required Gold Control will be asked to arrange Military Aid to the Civil Community (MACC).

### **Voluntary Aid Organisations**

The principal voluntary organisations within the County can be called upon to provide additional support in the response to a major emergency. This is co-ordinated through the County Volunteers Emergency Committee (CVEC). If voluntary support is needed this can be requested through the CCEPDO.

Further details about the role of CVEC are contained in the Worcestershire Rest Centre Policy.

### **V.I.P. Visits**

In the event that the emergency should be of such proportions to warrant attendance by a VIP, any City Council involvement will be co-ordinated by the Head of Financial Services in liaison with HPIE and the Communications Team

## **5. STAND DOWN ARRANGEMENTS**

The Head of Financial Services will take a decision to “stand down” Council personnel, facilities, and arrangements having regard to position statements from appropriate officers and outside agencies. Such a decision will immediately be conveyed to all other agencies that have been involved in the emergency and to local media if necessary.

The CMT will then work towards returning the community and the environment to normality through the recovery phase.

### **Hand over of Overall Responsibility**

There is likely to be a longer-term involvement for local authorities and organisations other than the Emergency Services. If this is the case overall co-ordination of the recovery phase will be handed over from the Police Incident Commander to the Council’s Head of Financial Services at an appropriate time.

Depending on the scale and nature of the incident there may be recovery issues to be considered. This is dealt with in Recovery Issues.

### **De-briefing Arrangements**

A review of the Council’s performance during the response and recovery phases is essential. This provides an opportunity to evaluate efficiency, to learn from experience gained and also offers a source of information to assist in ensuing investigation or inquiries. The debriefing should also include a consideration of whether the provisions of this document need to be changed.

The Head of Financial Services will be responsible for ensuring all officers that have been involved in the response to an emergency complete a log of events and that these are returned to him to enable the production of a post-incident report.

It will be more beneficial if the debriefing is commenced as soon after the incident as is practicable and staff at all levels within the authority, including personnel remote from the area of operations, (e.g. communications team members) are given the opportunity to contribute.

Records made at the incident including any photographs/video recordings and any written reports and log sheets will assist in the debriefing process.

The Council will also consider the provision of personal care, welfare and support if required to those members of staff involved in responding to an emergency.

## **Multi-Agency Debriefing**

The Council may be required to attend a multi-agency debriefing which may include not only the Emergency Services and the Council but also any other agency which may have assisted in the overall response.

It is important that the Council is represented by personnel actually involved in the emergency as it may be necessary to give first hand accounts of events.

Officers conducting debriefs must be aware of any disclosure implications which may affect any future legal proceedings.

Within the Counties of Worcestershire the debriefing process will conclude with a debriefing at the Local Resilience Forum General Working Group and a report to the Local Resilience Forum.

## **6. RECOVERY PHASE**

Recovery is the process of returning the affected communities and services to normality. Management of the recovery phase is passed to the affected local authorities by the Emergency Services and the City Council may have a significant role to play.

A number of recovery issues will need to be considered early on by the CMT while the response is still ongoing. As the response gives way to recovery the pace of activity will lessen and it may be appropriate to pass control of the incident to a Recovery Team the membership of which will be decided by the Head of Financial Services.

### **Recovery Co-ordination Group**

The Recovery Co-ordination Group will be chaired by the Head of Financial Services, and will comprise appropriate Heads of Service and, if necessary, Members of the Council together with representatives of outside organisations with a stake in the return to normality. It will focus on the long term implications and remedial actions resulting from the major emergency.

Recovery issues fall under six main areas:

- Strategic issues
- Rebuilding the community
- Managing financial implications
- Managing resources
- Responding to community welfare need
- Environmental considerations

These areas do not form a comprehensive list of issues needing consideration after all emergencies. In some not all these issues will arise and in others further issues will need to be given consideration.

### **Strategic Issues**

There are many key strategic issues outlined below which will need to be considered by the CMT or the Recovery Team when established. While some of these are internal for the Council many will require input from other organisations. These may be summarised as: -

- a) strategies for delivering normal services;
- b) reallocation of senior staff responsibilities to enable those needed to concentrate on dealing with the emergency;
- c) long term pressures on housing;
- d) implications of and solutions to any lack of resources;
- e) focus for decisions on appeal funds, memorials and anniversaries;
- f) comprehensive liaison arrangements and implementing mutual aid arrangements;

- g) **media handling**, including: -
  - i) maintaining a constant media message;
  - ii) timing of press briefings to meet media deadlines;
  - iii) media handling for positive stories;
  - iv) updating public and staff via the Internet and other means;
  
- h) **economic impact** could affect the county and the following will need consideration: -
  - i) assistance to local businesses;
  - ii) strategy for maintaining or restoring business confidence;
  - iii) environmental damage impacting on tourist potential;
  - iv) views of trade associations and business forums on requirements to help economic recovery;
  
- i) **pressures** from the business community for high priority to return them to "normality";
  
- j) **litigation** may follow an emergency and the Council must take all the necessary steps to have good quality evidence supporting its actions at any Tribunal, Public Inquiry or court case. The following will be considered: -
  - i) audit trails;
  - ii) comprehensive records of decisions, actions and expenditure;
  - iii) internal investigations;
  - iv) long term resource implications of the legal process; and
  - v) media attention and loss of reputation resulting from prolonged litigation.

## **Rebuilding the Community**

Physical reconstruction of any damaged structures can be a sensitive issue. While unsafe structures will have been stabilised and made safe during the response, whether they should be restored, replaced with new building, turned into gardens of remembrance or something else will be of interest and concern to the local community which may involve ethnic minority, religious and volunteer groups in the area. There will be a need for both the views of the buildings owners and the wider community to be taken into consideration before any decision is taken.

VIP visits are inevitably going to be a part of any serious incident. These should be used to engage the local community and provide opportunity for members of the public to express their opinions and thoughts about the response and what should be done to restore the community and environment.

Memorial or remembrance services for those killed or injured in an incident will need to be considered both shortly after the incident and also on anniversaries, depending upon the severity of the event. Seating arrangements for such services should reflect the feelings and needs of the local community. Prominence should be given to the families, friends and community affected rather than to local and visiting dignitaries.

The timing of announcing a memorial service soon after the event will need careful consideration by the CMT although the need for preparation for such an event should be an early consideration.

## **Managing the Financial Implications**

The Council is likely to incur extensive expenditure in both the response to and recovery from an emergency. The financial implications will need to be considered at every stage of the response and recovery. It is possible that existing budgets may become overspent to such an extent that normal business cannot continue due to a lack of finance and a strategy for dealing with this must be investigated by the CMT.

In a natural disaster, intention to make a claim under the Bellwin Scheme will need to be made to Central Government at an early stage and the CMT will need to consider this.

If the disaster is man-made and an insurance claim is felt by the CMT to be likely there will be a need to liaise with the insurance industry especially loss adjusters.

Any costs incurred as a direct result of an emergency need to be kept separate from normal expenditure.

The CMT will need early consideration of establishing an appeal fund. A number of issues will need to be determined: -

- a) should there be an Authority led appeal fund and if so who should form the Board of Trustees for this fund?
- b) should the City Council or the County Council lead it?
- c) as an alternative consideration should be given to asking the British Red Cross Society to establish and run an appeal fund on behalf of the Council (further details are contained in the British Red Cross Society Disaster Appeal Scheme (United Kingdom) - Fourth Edition);
- d) a specific identification of the purpose(s) to which donations are to be applied;
- e) whether donors have put specific restrictions on the use to be made of their donations;
- f) the security aspects of handling large amounts of donated cash.

## **Managing Resources**

Staff will be needed to support the Emergency Services and to run the Council's response as well as to be involved in recovery. It is essential that a strategy is developed to ensure that whatever the requirements of staff for the response there are also sufficient staff to deal with both recovery and maintain normal services throughout. It is essential that early consideration be given to the following issues: -

- a) covering workloads of staff diverted to deal with the emergency;
- b) strategies for briefing and debriefing staff at shift changes and when stress could be induced by strange working patterns and the work involved;
- c) support networks for staff through internal help-lines, newsletters etc, to ensure that all are kept informed of what the Council is doing. This must apply to staff not working on the emergency, which may feel unappreciated, carrying out the routine work of the Council while colleagues for whom they are covering are involved in emergency operations;
- d) health and safety and occupational health issues.

Many elected Members are involved with community organisations, school governing bodies, local charities and other bodies. They also have very detailed knowledge of their own local area. As such they are a useful resource which can be used to: -

- a) provide a focus for community consultation, both to obtain information from and give information to the public;
- b) provide helpful local knowledge to responders;
- c) liaise with other elected representatives, at all levels from Parish Councillors to Members of the European Parliament;
- d) take a role in VIP visits.

Many offers of help will be received from members of the general public, businesses, charities, voluntary agencies and other community groups. These will cover a wide range from offers of practical assistance through goods for those directly affected to offers of accommodation. The Council will need to co-ordinate such offers and will need to consider such things as: -

- a) registration and classification of offers of help;
- b) identification of storage areas for goods;
- c) formation of a panel to assess needs and oversee the distribution of donations. As this relates to an Appeal Fund it may be considered that the appeal fund trustees be made responsible for this;
- d) a sensitive disposal mechanism for unwanted and unused donations.

Media management will be required during the recovery phase. Media interest will focus to a large extent on the local authority and there will be demands for interviews with both elected Members and senior officers. It is essential that all who are to be interviewed by the media are thoroughly briefed and able to give factual information about the work being done. They can also be used to pass information to the public via both national and local media.

At the same time the media should be monitored for letters, articles and broadcast media interviews reflecting the response of the public to the work being done on their behalf, in order that adverse comment can be countered before it can damage the reputation of the local authority.

The Council's website should be used to publish information and website regularly updated to reflect the current facts.

## **Responding to Community Welfare needs**

Support to those affected by an incident is an essential part of the recovery process and could well require a long-term commitment by the Authority. Such commitment may well have a significant impact on the authority's ability to deliver its normal service for a lengthy period. The CMT will need to consider the problems this will raise at an early stage and develop a strategy for dealing with it.

Whilst the County Council's directorates with responsibility for social care will have a central role in this area they will not be alone in providing welfare support. Offers of help may well include some from groups such as CRUSE and The Samaritans. Health Service personnel will also be able to assist in this area. With a number of agencies involved there will be a need to co-ordinate the various efforts and ensure that they are not cancelling each other out by offering different advice to the public.

Other means by which support may be offered could include: -

- opening 'drop-in' centres to provide a focus for communities where the public can talk to trained personnel or each other either in private or, as some will prefer, in group sessions. The religious needs of people of whatever faith should be catered for either in the drop in centre or by co-ordination with local faith leaders to provide this elsewhere;
- opening Humanitarian Assistance Centres in the longer-term to provide bereaved families, survivors and communities with professional advice and assistance to meet individual needs. In Worcestershire the lead authority for this is likely to be Worcestershire County Council. Work is currently being undertaken through the LRF to prepare a multi-agency Humanitarian Assistance Centre Plan;
- operating a public helpline as a point where people can talk through their feelings with a sympathetic listener;
- production of leaflets, information sheets or newsletters on a regular basis to provide information to the public.

Personal support to individuals or families on a one to one basis will be of help to some people. This must not be forced on people and should be co-ordinated with Police Family Liaison Officers and the County Council's Social Care Emergency Response Workers as well as other organisations providing support services.

The County Voluntary Emergency Committee provides a nucleus around which this co-ordination role can be built. The County Volunteers Emergency Committee can be contacted through the CCEPDO.

## **Environmental considerations**

Environmental considerations divide between the natural and the built environment, both of which will need to be considered in recovery.

The built environment consists of all buildings, public and private, including business, religious and housing, transportation, communication and distribution systems, including all utility and food supplies. While a number of these are under the control of the City Council many are not and the Corporate Management Team will need to prioritise and co-ordinate works by all organisations involved to restore supplies and systems with the least possible further disruption to the community. In restoring these services close co-ordination with Worcester Community Housing will be needed to ensure that their priorities for the return of tenants to their own housing rather than any temporary housing they may have to be moved to is taken account of.

The majority of emergencies will incorporate implications for Environmental Health. Particular issues that the Environmental Health team will address include contaminated water supplies, various nuisances, noise, pollution, pest control, food hygiene and control of infectious disease.

**Appendix G - Recovery Team currently comprises:**

<b>Post</b>	<b>Contact</b>	<b>Tel. No.</b>
<b>Building Control Manager</b>	Stuart Campbell	(01905) 722537
<b>Sport and Community Development Manager</b>	Chris Hill	(01905) 721142
<b>Environmental Health Manager</b>	Martin Gillies	(01905) 722222
<b>Head of Cleaner and Greener City</b>	Mike Harrison	(01905) 722446
<b>Highways and Countryside Manager (Worcestershire County Council)</b>	Ian Bamforth	(01905) 766845
<b>Highways Community and Response Manager (Worcestershire County Council)</b>	Jon Frazer	(01905) 766478
<b>Head of Operations (Worcester Community Housing)</b>	Iain Harkess	(01905) 670201

## **Appendix H - Plan distribution list - (external)**

Arena Leisure HQ (and Worcester Racecourse local office)  
British Red Cross  
British Waterways Board  
British Telecom - Midland Zone  
Central Networks (Electricity)  
Clerk to St. Peter the Great Parish Council  
Clerk to Warndon Parish Council  
Environment Agency  
Hereford and Worcester Fire and Rescue Service  
Leisure Connection Limited HQ (for Perdiswell Fitness Centre)  
RAYNET County Controller  
Severn Trent Water Limited  
St. John Ambulance HQ  
Transco  
West Midlands Ambulance Service  
West Mercia Constabulary - HQ  
West Mercia Constabulary - Operations and Planning (Sgt. M Hooley)  
Worcestershire County Council:  
• County Emergency Planning Unit  
• Highways and Countryside - Ian Bamforth/Jon Frazer  
Worcestershire Health Authority  
Worcestershire Telecare - (Appendix A only)

**APPENDIX I - SAMPLE LOG SHEET**

**Worcester City Council:**

**Logkeeper's name:**

**Sheet No:**

**Service Area:**

Time/ Date	Event	Action/Remarks

