Emergency Response Framework

Wokingham Borough Council's Emergency Response Framework describes the procedures and structures the Council will use in response to an emergency. The framework is scalable and generic to ensure it can be utilised in a wide range of emergency situations.

Version: 3

Date: February 2024
Review date: February 2026
Author: Harry Williamson
Approvals obtained:

Contents

Section 1: Document control and approvals

This framework will be formally reviewed every 3 years by the Emergency Planning team, but amendments can be made outside of this period. For example, in the event of lessons identified from incidents or exercises, organisational change or a change in legislation.

Version	Date	Description
1.0	March 2010	Working draft
1.1	April 2010	Approved Plan
1.2	April 2010	Amendments to GOLD representatives
2.0	April 2012	Review
2.1	November 2012	Update to SILVER – the tactical level
2.2	Dec 2015	Changes to reflect emergency planning shared service
3	February 2024	Change of name from Major Incident Plan. Significant additions to the content, including lessons from incidents and exercises. Removal of outdated terminology and information.

Approvals

As this is the central document to the Council's response in an emergency, it is reviewed and approved by the Chief Executive. It is also submitted to the Environment and Safety Oversight and Scrutiny Committee and Executive approval. Consultation also takes place with relevant internal stakeholders including Directors, Assistant Directors, and the Emergency Response Team Duty Officers.

Title	Name	Date

Exercised

This table shows when and how this framework has been exercised and tested.

Exercise	Description	Date
AldEx23	A multi-agency exercise to test the AWE Off-Site Emergency Plan. WBC's Major Incident Plan was also tested in this exercise – lessons were identified and logged for action.	April 2023

Blue Nimbus	A multi-agency exercise to test the Multi-agency Flood Plan. WBC's Major Incident Plan was also tested in this exercise – lessons were identified and logged for action.	October 2023

Distribution List

This framework is securely stored on the Emergency Planning SharePoint site, where it is accessible to relevant staff.

A redacted version of the framework will also be made available on the Council's website.

Please contact the Emergency Planning team if you have any questions about this document community.resilience@wokingham.gov.uk

Section 2: Summary and purpose of framework

Wokingham Borough Council is a unitary authority and a Category 1, as defined in the Civil Contingencies Act 2004. As a Category 1 responder, the Council is expected to fulfil the full set of civil protection duties. These include:

- assessing the risk of emergencies occurring and use this to inform contingency planning to
- putting in place emergency plans
- putting in place Business Continuity Management arrangements
- putting in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
- sharing information with other local responders to enhance co-ordination
- co-operating with other local responders to enhance co-ordination and efficiency
- providing advice and assistance to businesses and voluntary organisations about business continuity management

The aim of this Emergency Response Framework therefore is to demonstrate the procedures and structures necessary to meet our obligations as laid out in the CCA 2004. Specifically addressing the provision, mobilisation and co-ordination of Wokingham Borough Council services and resources when dealing with an emergency.

Objectives

The following objectives have been considered in the creation and revisions of this framework:

1. **Preparedness** - To ensure that Wokingham Borough Council is prepared to provide an effective, co-ordinated, flexible, and sustained response, minimising the impact of any incident to the surrounding communities, environment, and industries.
2. **Integration** - To ensure that Wokingham Borough Council is prepared to support other emergency services at all functional levels.

3. **Co-ordination** - To manage the involvement of voluntary organisations, media-related issues and to co-ordinate cross-boundaries support with neighbouring authorities as agreed in the Berkshire and Thames Valley Memorandum of Understanding.

4. **Flexibility** – To ensure that all aspects within this framework are scalable and flexible due to the unpredictable nature and potential uniqueness of emergencies.

5. **Actionable –** To ensure the framework clearly identifies roles and responsibilities, triggers, mechanisms, structures, and resources, so the framework can be quickly activated and implemented

Section 3: Emergencies and major incidents

This framework should be used by Council staff when responding to an emergency or a major incident, so these are defined below:

Under the Civil Contingencies Act 2004, the definition of an emergency is:

a. an event or situation which threatens serious damage to human welfare in a place in the United Kingdom, only if it involves, causes or may cause:

  i.   loss of human life,
  ii.   human illness or injury,
  iii.   homelessness,
  iv.   damage to property,
  v.   disruption of a supply of money, food, water, energy or fuel,
  vi.   disruption of a system of communication,
  vii.   disruption of facilities for transport, or
  viii. disruption of services relating to health.

b. an event or situation which threatens serious damage to the environment of a place in the United Kingdom, only if it involves, causes or may cause:

  i.   contamination of land, water or air with biological, chemical or radio-active matter, or
  ii.   disruption or destruction of plant life or animal life.

c. war, or terrorism, which threatens serious damage to the security of the United Kingdom.

A major incident is defined by the Joint Emergency Services Interoperability Principles as:

  • An event or situation with a range of serious consequences which requires special arrangements to be implemented by one or more emergency responder agency

Declaring a Major Incident

Any agency can declare a major incident. A major incident requires a response beyond the Council's scope of business-as-usual operations. The severity and longevity of the consequences associated with a major incident are likely to constrain or complicate the ability of responders to resource and manage the incident.

The declaration of a major incident can help the Council in the following:

- Encouraging communities and media to take greater notice of the risks, warnings and actions to follow
- To slow or stop non-statutory or non-business critical work and to redeploy those staff to support in response
- Requesting mutual aid from neighbouring local authorities, as per the agreed Memorandums of Understanding.
- To ask for and receive support from the Government, businesses, the voluntary sector and communities

To assist in the decision-making process in declaring a major incident, the following should be used:

a. **Triggers in specific plans** e.g., Adverse Weather Plan where there is high likelihood and high impact warning issued, or if triggers are met in the AWE Off-Site Emergency Plan

b. **Other Agencies** have declared a major incident which has a knock-on effect on the council.

c. **Major Incident definition has been met or is likely to be met** in that there is a requirement for the implementation of special arrangements by the council. This may be triggered by the need for:

   i. the initial treatment, rescue and transport of a large number of casualties,
   ii. the involvement either directly or indirectly of large numbers of people in the community,
   iii. the handling of a large number of enquiries likely to be generated both from the public and the news media,
   iv. the need for the large-scale combined resources of two or more emergency services,
   v. the mobilisation and organisation of the council, to cater for the threat of death, serious injury or homelessness to many people.

The definition of an emergency is broad, and not every incident the Council responds to is major. To provide all staff with a consistent understanding of the level of response required, the following incident categories below should be used:

Incident level	Indicators
Business as usual	• Incident can be managed within business as usual activities.
Limited Incident	• Disruption to a singular service which will need limited or no intervention. • No severe impact on health & safety of residents or staff. • Response can be managed by existing Business Continuity arrangements. • Unlikely for the incident to escalate.
Significant incident	• Impacts multiple council services • Activation of emergency plans • External communications to the public required • Bronze Duty Officer is deployed to the scene of the incident • WBC is responding to the incident alongside another Category 1 responders • The Emergency Operation Centre is open to co-ordinate response

Major Incident	• Major incident is declared by a Category 1 responder: An event or situation with a range of serious consequences which requires special arrangements to be implemented by one or more emergency responding agencies. • There is a serious risk to life, environment or property. • Large scale co-ordination of internal services, external partners, and/or voluntary sector
Recovery	• Recovery is the process of rebuilding, restoring and rehabilitating the community following an emergency – principally in humanitarian (including health), economic, infrastructure and environmental aspects • Consideration of recovery should start at the beginning of an incident and may take a lengthy period dependent on the impacts.

Figure 1: WBC's Incident response levels

Emergency response objectives

The following objectives are commonly used when considering what is to be achieved in the response. Not all may apply to every emergency and more appropriate objectives should be considered at the start of an emergency:

a. saving and protecting human life

b. relieving suffering

c. containing the emergency – limiting its escalation or spread and mitigating its impacts

d. providing the public and businesses with warnings, advice and information

e. protecting the health and safety of responding personnel

f. safeguarding the environment

g. as far as reasonably practicable, protecting property

h. maintaining or restoring critical activities

i. maintaining normal services at an appropriate level

j. promoting and facilitating self-help in affected communities

k. facilitating investigations and inquiries (e.g. by preserving the scene and effective records management)

l. facilitating the recovery of the community (including the humanitarian, economic, infrastructure and environmental impacts)

m. evaluating the response and recovery effort; and identifying and taking action to implement lessons identified

Section 4: Notification

In the first instance, notification of an incident will likely come in from an emergency service. The notification route will depend on whether it is received within, or out of, normal office hours. See Figure 2. Where notification is received from an emergency partner – it may come in the form of a M/ETHANE report (see Appendix 2).

In hours

Partner agencies are provided with WBC's Customer Services number, so notification in-hours will come in via this route. They in turn will contact the Emergency Planning team. The team will make the initial assessment about the level of response required and will escalate and notify as shown above.

Alternatively, where the incident is isolated to a specific service, direct contact will be made with the relevant Assistant Director at first, before attempting Heads of Service or equivalent.

Notification may also come into the Emergency Planning team directly for example, from an emergency service, neighbouring Local Authority, the Thames Valley Local Resilience Forum or a Council member of staff. However, the escalation and notification route to Bronze, Silver, Gold and other services does not change.

Out of hours

Notification out of hours will be through the Council's out-of-hours number (0800 212 111). This line is managed by a contractor that has been retained by the Council to receive calls of an emergency nature and to notify Wokingham Borough Council. They record details of the caller and known circumstances of the incident. If the issue cannot wait until the next working day or be addressed by the out of hours manual service/contractor, the operator will then notify the Bronze Duty Officer, who is available 24 hours a day, 7 days a week, of the incident. If the incidents warrant it, the Officer will escalate to the Emergency Planning Duty Officer Team and collectively they will notify and call out as judged appropriate:

- the on-call officers, as detailed in the out of hours manual

- Silver Duty Officer

- Relevant services, using emergency contact details held by the team

- Gold

Although notification of an incident should come in through the route highlighted above, incidents can be identified through other means (e.g. on site witness, social media) it is still recommended that notification follows the steps above to ensure accurate recording and reduce chance of duplication of work.
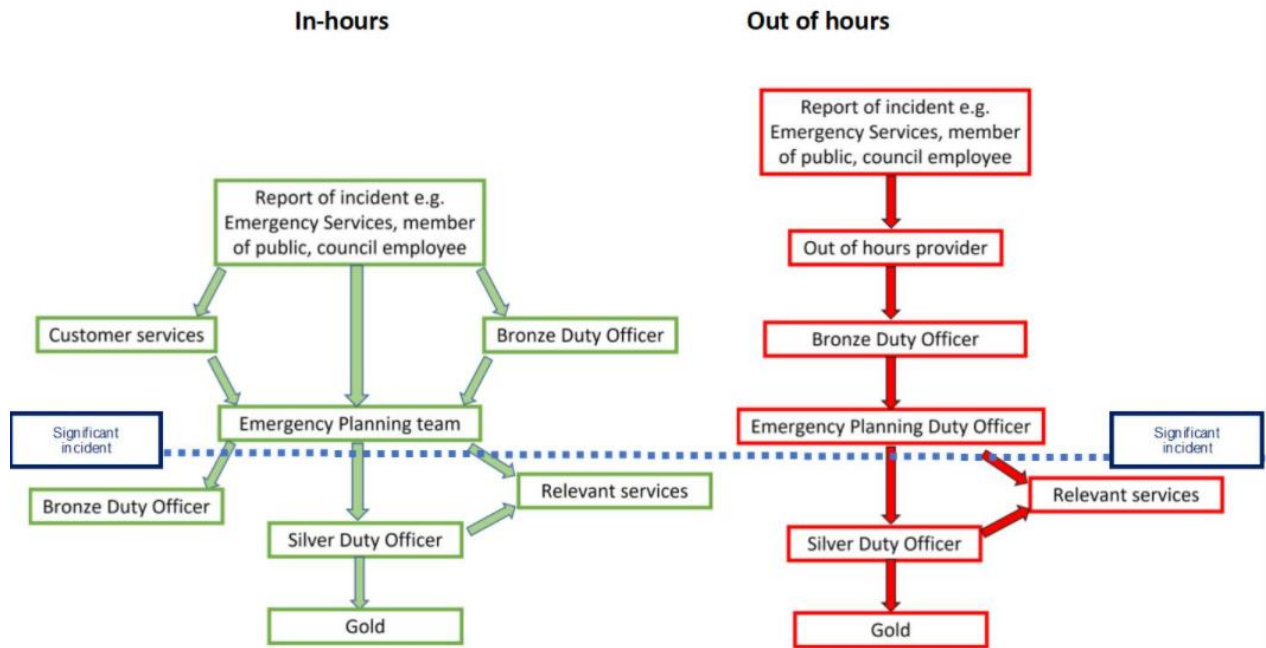
Figure 2: Notification of an incident in and out of hours

Everbridge

The principles of the TVLRF Emergency Response Arrangements (ERA) enable any responder within the LRF to take the decision to notify partners of an incident or request the activation of formal response structures. The LRF may need to be notified for a range of purposes including:

a) To share relevant information between partner agencies

b) To initiate a Partners Activation Teleconference to enable the early multi-agency assessment and monitoring of a situation

c) To declare a Major Incident or Emergency which will involve the participation and input of partner agencies (e.g. to a Tactical / Strategic Coordinating Group).

A system called Everbridge is used to do this by the notifying agency. It can send details of the incident and any actions on partners via SMS, automated phone call and e-mail. Below details how Wokingham Borough Council receives these:

Receiver	Method
<redacted>	<redacted>
<redacted>	<redacted>
<redacted>	<redacted>
<redacted>	<redacted>

Following the Everbridge notification, the usual procedures as detailed above are followed. The TVLRF plans goes into greater detail of this process.

The Council is unlikely to be the first responder to an incident and therefore less likely to notify other partners of an emergency. Regardless the Emergency Planning team are trained in how to do this.

On notification or activation

The Council will:

Notify internal staff to support the response.

a. Notify other partners including:
    i. Other key professional partners
    ii. Town and Parish Councils
    iii. Political leaders (Leader of the Council and opposition leaders, MPs)
b. put in place the relevant coordination structures as detailed.

Section 5: The role of the Local Authority

"Local authorities play a critical role in civil protection. They have a wide range of functions that are likely to be called upon in support of the emergency services during an emergency (e.g. social services and housing) and crucially exercise a community leadership role …. As the emphasis moves from response to recovery, the local authority will take the lead in facilitating the rehabilitation of the community and the restoration of the environment."

(Local authorities' preparedness for civil emergencies: A good practice guide for Chief Executives - November 2018)

Local Authorities are likely to be the agency most connected to communities and place and should provide that oversight in any response. They should aim to maintain normal public services as far as is possible, whilst supporting communities and emergency partners. After the immediate emergency response, the emergency services may withdraw from the scene of the incident while local authorities continue to assist the community until the situation returns to normal.

The below is taken from the TVLRF's Emergency Response Arrangements, and lists the role of a Local Authority:

a) Support to the emergency services and other agencies involved in the response
b) Provide and manage humanitarian assistance, including operating:
    i. Rest Centres
    ii. Humanitarian Assistance Centres (HACs)
    iii. Assistance at Survivor Reception Centres/Friends and Family Reception Centres (SRCs/FFRCs)
c) Provide specialist assistance such as building control, environmental health and waste management officers
d) Together with UK Health Security Agency, provide support, advice and leadership to the local community on public health aspects of an incident
e) Provide temporary mortuary and body storage as requested by the coroner
f) Coordinate the clean-up and remediation of pollution incidents
g) Accommodate residents whose homes are rendered uninhabitable as a result of the emergency

h) Co-ordinate the activities of the voluntary and faith communities
i) Provide operational and tactical response in relation to local roads, those not covered by the Strategic Road Network (SRN) which is managed by Highways England
j) Lead recovery and restoration activities
k) Lead Local Flood Authority (LLFA) duties responsibilities under the Flood risk Management including for managing the risk of flooding from, surface water, ordinary watercourses and groundwater.

The roles and responsibilities of individuals, directorates, services, teams and groups are set out in Appendix 1: Roles & Responsibilities In response.

Role of Councillors

Councillors have a vital role in supporting communities and the Council in preparing for, responding to and recovering from an emergency. This is well defined in the Local Government Association's A councillor's guide to the civil emergencies, published in November 2018: https://www.local.gov.uk/publications/councillors-guide-civil-emergencies

The core principles are:

- Political leadership: ensuring that their council is meeting it obligations under the Civil Contingencies Act 2004, in terms of preparing for and responding to emergencies.
- Civic leadership: providing a focal point for the local area during an emergency.
- Community leadership: helping to increase community resilience, and supporting communities' emergency responses and through the period of recovery

Borough Councillors are invited to attend annual training with the Emergency Planning team to refresh them on these duties and provide greater detail on their role.

Before or during an emergency - the Council will communicate to Councillors when they are aware of a risk that might cause harm or disruption to their ward. These triggers will be detailed in risk specific emergency plans. Councillors can support by sharing any warning and informing messages using their channels, and also escalate any issues back to the Council.

Section 6: Command and control

An emergency management structure will be established as appropriate. The principle of subsidiarity should apply in that decisions should be taken at the lowest appropriate level, with coordination at the highest necessary level.

As detailed in Section 4, the Emergency Planning team in hours, or the Emergency Planning Duty Officer out of hours, will make the initial assessment of the incident and the scale of response needed to the Silver Officer.

For all specific roles discussed below, these can be scaled up to have multiple people doing the same role but splitting responsibilities. For example, you may have one Silver Officer attending TCG, and one Silver Officer chairing internal groups.

Figure 3 – shows the information, which is defined below in a flowchart. Dashed line means to work/communicate with, whereas the complete line means report into/command of.

In a major incident, particularly if assessed to be lengthy, it should be considered by WBC Gold if internal cells and working group that report into the Tactical EOC would be more effective.
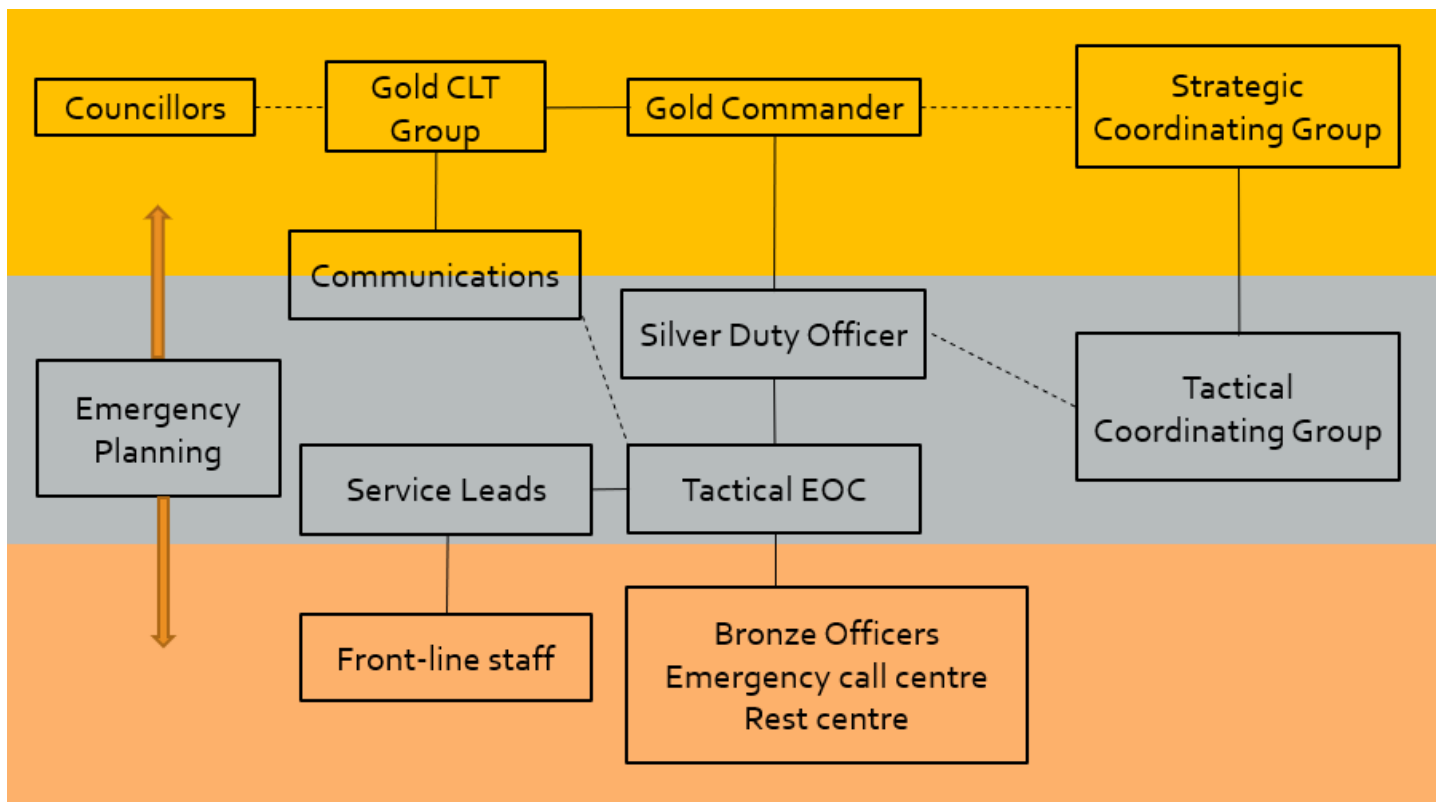

Figure 3: WBC Command and Control structure

Internal roles and structures

Bronze - Operational

Bronze is the operational level of response, in which the "hands-on" work is undertaken, implementing the tactical plan set up by Silver.

The Bronze Duty Officer (BDO) is the first point of contact into the council out of hours, and in most cases can resolve issues without need for escalation or deployment. They report into the Emergency Planning Team (in hours) and the Emergency Planning Duty Officer (out of hours)

When needed, they are deployed to the site(s) of an emergency and may be referred to as Local Authority Liaison Officer by other partners. They are likely to be the first Council employee on the scene, so they will take immediate steps to assess the nature and extent of the problem. In most instances, the first blue light service on site will co-ordinate the operational response at the scene to ensure a coherent and integrated multi-agency response, and for larger incidents, this is led by the police by default. The BDO main role on site is to be the conduit of information between the scene and the council and being the council representative for the public and emergency services on-site.

As well as attending site, Bronze officers can also be used to staff rest centres, the Emergency Operations Centre, and the Emergency Call Centre.

This role is recruited from within the council, specifically targeting staff with operational and out of hours experience. More details on their responsibilities and mandatory training are held within the role profile.

Other members of operational staff and contractors who are frontline can also be referred to as working at the Bronze level.

Emergency Planning

Emergency Planning primarily provides operational and tactical advice to the Bronze and Silver roles, and when Gold is activated, the role will also provide strategic advice.

Emergency Planning are responsible for the initial assessment of the situation and identification of whether it constitutes and emergency or major incident. They use the available resources, such as the Bronze Officer and emergency plans, to develop an understanding of the situation, create an initial plan of action and advise Silver on the appropriate response activities. Emergency Planning support Silver in the activation of relevant services, command and control structures and the sharing and maintaining of situational awareness. Emergency Planning receive updates from Bronze and escalate risks or issues to Silver.

Emergency Planning attends Partnership Activation Teleconferences (PATs) and accompanies Silver and Gold to Tactical Co-ordinating Groups and Strategic Co-ordinating Groups respectively as a tactical advisor, providing technical expertise to support them in their decision making.

Emergency Planning attends internal Silver and Gold meetings and works with the Silver Officer to maintain a register of actions and situation reports (SitReps) that can be used to inform briefings, and submissions into the LRF.

Emergency Planning also have a range of responsibilities in the Emergency Operations Centre, if stood up physically or virtually, including the overall management of the rooms, actioning requests and management of welfare for staff. Further information is highlighted in the EOC Plan.

During working hours, there should always be a member of the Emergency Planning team available, where resource allows. Out of hours, the role of the team is performed by the Emergency Planning Duty Officer.

Silver - Tactical

Silver coordinates the council's overall response in an emergency. They are responsible for interpreting the strategic direction from Gold, who they report into if stood up. They develop and coordinate the tactical plan and response using existing emergency plans, taking on advice from the EPDO, council services and partner organisations.

The primary Silver Officer initially will decide if and how the response to an incident should be escalated, including opening the virtual or physical Emergency Operations Centre (EOC). They will establish and maintain shared situational awareness across the organisation and with responding partners by chairing internal silver response meetings and ensuring Gold and Councillors are briefed as required.

Silver meetings are attended by relevant Assistant Directors, Heads of Services, and subject matter experts to help shape the tactical plan and co-ordinate response. Attendees are expected to detail issues, risks, impacts and updates on action in relation to their service.

The Silver Officer attends Gold meetings to provide tactical updates, escalate strategic decisions and receive strategic direction, which they communicate back to the Silver group.

They also attend Thames Valley Local Resilience Forum Tactical Co-ordinating Group (with the support of the EPDO), where they will be expected to provide organisational updates and risks and take tactical decisions and actions on behalf of the council. If the Local Authority is the lead agency, or when the incident transitions to recovery, and tactical multi-agency co-ordination is required, Local Authorities are expected to chair. This responsibility would fall to the Silver Officer.

The Silver Officer works with Emergency Planning to maintain a register of actions and situation reports (SitReps) that can used to inform briefings, and submissions into the LRF.

The role of Silver Officer can be undertaken by all Assistant Directors as agreed by the Councils Leadership Team in 2022. By default, in hours the lead Silver Officer is the Assistant Director for Environment and Safety. Out of hours, there is a rota.

Gold – Strategic

Gold set the strategic direction in response to a major incident. Gold considers the organisational requirements needed to respond to the major incident, whilst balancing the ongoing day-today continuation of critical council services, and long-term recovery needs. Gold agrees and authorise the activation of actions outside of existing planning arrangements, release resources and authorise large expenditure.

Gold is formed by the Council's senior team, the Council Leadership Team (CLT). This group is chaired by the Chief Executive, or the Deputy in their stead. Meetings of Gold will also include the Silver Officer, Emergency Planning, Communications and any relevant subject matter experts.

One member of CLT may be designated as the Gold Lead or Gold Commander, based on the type of incident. The Gold Commander will attend the TVLRF Strategic Co-ordinating Group (with the support of the EPDO), where they will be expected to provide organisational updates and risks and take strategic decisions and actions on behalf of the council. If the Local Authority is the lead agency, or when the incident transitions to recovery, and strategic multi-agency co-ordination is required, Local Authorities are expected to chair. This responsibility would fall to the Gold Commander. The Gold Commander attends the internal Gold meeting to update on the actions and decisions take at the TVLRF.

Emergency Operation Centre

The Emergency Operation Centre (EOC) is integral to the local authority's response to a significant incident (or higher). The EOC hosts an emergency call centre, senior management, relevant service personnel, partner agency representatives and emergency planning. Traditionally, the EOC has been operated out of Shute End, however this can be managed virtually in most cases. Silver or Gold may decide due to the nature of the incident, that staff should be co-located.

EOC - Call Centre

The EOC call centre is purposely set up to divert incident related calls directly into the EOC. This means that customer services can continue their business as usual service and provides the EOC with direct communications with residents, logging their calls and actioning responses as appropriate. This is run by the Emergency Response Team, which comprises of Bronze Officers, Emergency Planning Officers, and Emergency Operation Centre Coordinators.

More information on the EOC and Call centre is within the EOC plan.

Section 7: Multi-agency structures

The Thames Valley Local Resilience Forum's Emergency Response Agreements is the framework for managing the local multi-agency response to, and recovery from, emergencies. Any agency may call upon partners for the structures to be set up; however, this more commonly done by Thames Valley Police, Royal Berkshire Fire and Rescue or the Environment Agency.

The TVLRF does not replace individual agencies' emergency response structures which will continue, but instead complement them to ensure the approach is co-ordinated. All relevant agencies should be represented. The TVLRF and the represented agencies do not have the collective authority to issue executive orders. Each organisation represented retains its own responsibilities and exercises control of its own operations in the normal way.

The structures are detailed in the Emergency Response Framework, but some key aspects have been summarised below. Commonly, the Council will be alerted to the convening of these structures via Everbridge (defined in Section 4). Figure 4 gives an example structure in a diagram.

PAT - Partnership Activation Teleconference

The PAT is activated to share initial risk information when a 'rising tide' incident is predicted (e.g. receipt of a severe weather warning, early warnings of infectious diseases etc.) or in response to a rapid onset incident where the scale and scope of multi-agency involvement is unclear (e.g. waste site fire, evacuation of residents). This enables an early multi-agency assessment, monitoring of the situation and coordination of the response.

The Emergency Planning team or Emergency Planning Duty Officer attends theses, feedback to Silver.

TCG - Tactical Co-ordinating Group

Where formal tactical coordination is required, local responders may convene a Tactical Coordinating Group (TCG). The initial meetings are very likely to take place virtually, but physical co-location may be needed for more severe and localised incidents.

The TCG comprises of senior tactical officers/silver commanders of each agency. The TCG will:

a. Determine priorities for allocating available resources
b. Plan and co-ordinate how and when tasks will be undertaken
c. Identify and request any additional resources required to deliver the tactical plan
d. Assess significant risks and use this to inform the tactical plan and subsequent
e. tasking of operational commanders

f.   Ensure the health and safety of the public and responders

Due to types of actions and decisions that are taken the Council's Silver Officer attends. However, they are accompanied by Emergency Planning, who act as a Tactical Advisor (TacAd) to support them.

SCG - Strategic Co-ordinating Group

The role of the SCG is to take overall responsibility for the multi-agency management of the emergency, and to establish the policy and strategic framework within which the tactical level of command will work. It will usually be formed in response to a rapid onset emergency or as a result of escalation from the Partner Activation Teleconference (PAT), and it may meet as a physical or virtual meeting.

The SCG has to rely on a process of discussion and consensus to reach decisions at a strategic level, and to ensure that the agreed strategic aims and objectives are implemented at the tactical level. The SCG will:

a)   Agree a Strategic aim and objectives in responding to the incident
b)   Determine policy for implementation at the Tactical level
c)   Assess and arrange for adequate resources
d)   Prioritise allocation of resources to Tactical Commanders
e)   Act as an interface to Central Government
f)   Liaise with neighbouring LRFs or regional partner agencies
g)   Co-ordinate communications internally and to the public
h)   Provide liaison to the media at a Strategic level
i)   Consider military assistance
j)   Make an assessment as early as possible about the timescale and process of recovery

Due to types of decisions and actions taken at SCG, Wokingham Borough Council must be represented by either the Chief Executive or an authorised Director. The attendee is expected to have full and unlimited authority to make decisions and commit expenditure on behalf of the authority.

The Gold representative will be accompanied by Emergency Planning, who act as a Tactical Advisor (TacAd) to support them.

A decision could be taken by the Berkshire Local Authorities for one Gold Commander to attend to represent all the authorities. This should only be considered where an incident is cross-boundary, the strategic issues councils are facing are similar, and there are opportunities for WBC Gold to brief the Berkshire LAs Gold representative beforehand and receive updates and actions after the SCG. This is documented in the Berkshire Local Authorities Emergency Planning Group Memorandum of Understanding.

Additional multi-agency cell structures

The SCG may decide further cells are required to facilitate a more effective multi-agency response. Detailed information on these cells is available on Resilience Direct, but the most common are summarised below:

- **MAIC – Multi-Agency Information Cell**

The MAIC is responsible for forming the Common Operating Picture (COP) using actions reports from PATs, TCGs and SCGs, and situational reports (SitReps) from partners. This is to provide a common understanding of a situation, its associated hazards and risks along with the position of resources and other overlays of information that support individual and collective decision making. The standard convention is for the member agency requesting the multi-agency response to resource the initial MAIC, and subsequently less affected organisation should support.

The Emergency Planning team and the Emergency Operation Centre Coordinators at WBC are MAIC trained.

- **MAC - Media Advisory Cell**

A Media Advisory Cell is established to support the strategic communications lead to produce and review the working communications strategy in response to an incident and in line with the SCG's strategy.

A senior member of WBC's Communications team would represent the Council in the cell. Their contact details are available on ResilienceDirect, so the MAC Chair can contact them directly if the cell is stood up.

For smaller incidents where a full MAC is not required, a rolling email chain may be used to ensure the sharing of consistent warning and informing messages.

- **STAC – Scientific and Technical Advice Cell**

STAC is established where there is significant wider health and environmental consequences, or there is a need for scientific and technical advice beyond the initial front-line response. STAC is comprised of technical experts from those agencies involved in the response who can provide scientific and technical advice into the SCG.

Local Authority Director of Public Health (DPH) in most cases will be invited to attend to provide specialist public health advice to STAC. They also be asked to be the Chair, particularly if the Local Authority is regarded as the lead agency for the incident. In this, it is advisable a delegated Public Health consultant should also attend, to allow the DPH to focus on being the Chair.

United Kingdom Health Security Agency's (UKHSA) Southeast STAC Plan also lists environmental health and structural engineering and building control, as other potential Local Authority attendees, if relevant to the incident.

- **Recovery Coordinating Group**

This group will be setup to facilitate strategic coordination of recovery activities in an incident involving more than one Local Authority geographic area. Local council recovery groups feed into this structure. As local authorities are the lead agency for recovery, and the expectation is for a less affected LA to chair the group.

As the group is strategic, the Chair and WBC's representative should be the Chief Executive or a Director. See Section 10 for Recovery.

- **ResCG - Response Coordinating Group**

This is the term for multi-SCG coordination through the Resilience & Emergencies Division (RED), which is part of the Department for Levelling Up, Housing and Communities (DLUHC). A ResCG will be established if an incident impacts on more than one SCG area and requires coordination of communications, response capabilities and mutual aid. It can be activated at the request or agreement of SCG Chairs in areas affected by the incident.

- **Other**

Other cells that could be stood up include Evacuation Management Group, Logistics/Mutual Aid Cell, Transport Cell, Excess Deaths Advisory Group, Mass fatalities Coordination Group and Voluntary Agencies Coordination Group.

Where representatives are required from the Council, Gold should assess the need and benefit for the Council to attend in addition to the internal resource demand.
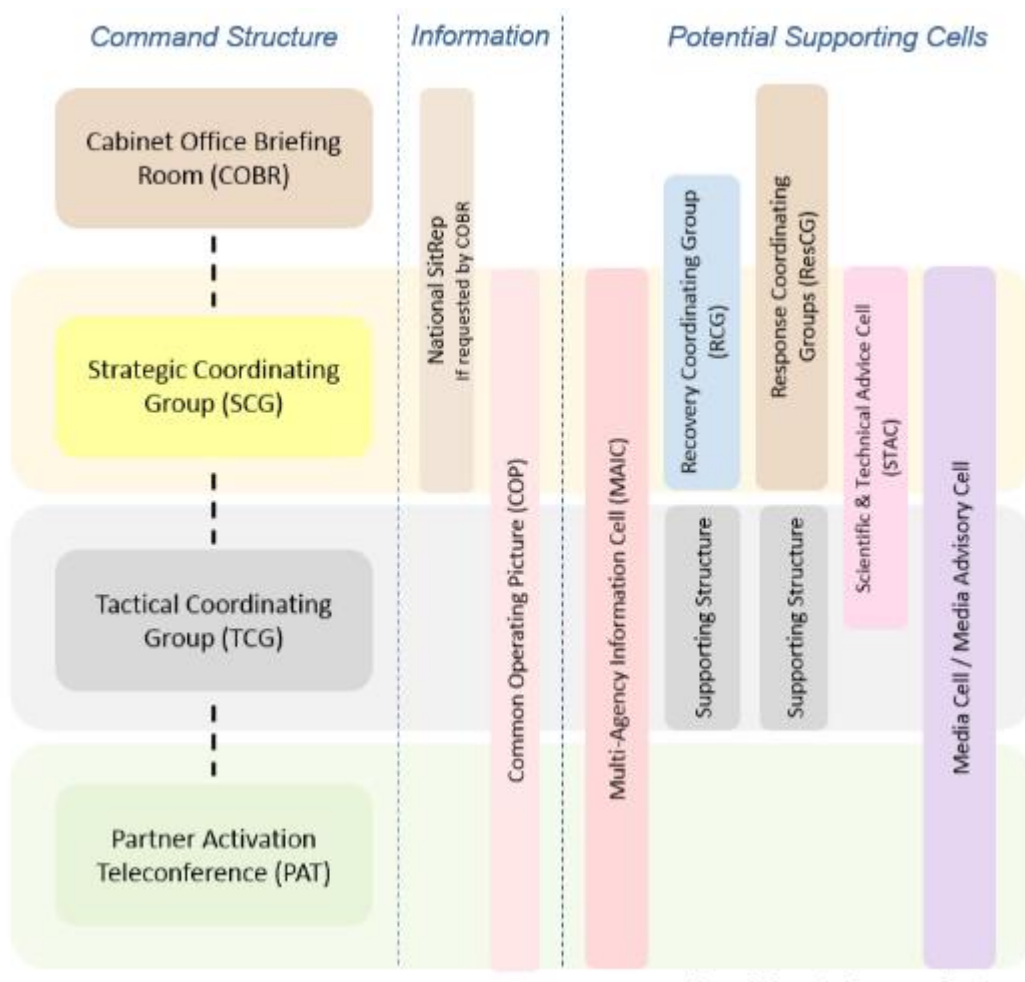

Figure 4: TVLRF multi-agency response structure (source: TVLRF Emergency Response Arrangements)

Joint Emergency Services Interoperability Principles (JESIP)

All responders follow the JESIP principles, focusing on working together to share information and create a common picture and therefore agreed actions.

The principles for Joint Working and the Joint Decision Making Model (JDM) can been found at Appendix 2 and JESIP website. Those attending multi-agency response groups should have completed JESIP training and attended SCG and TCG training sessions, as applicable.

Section 8: Communicating in an emergency

The Council has a duty under CCA 2004 to ensure that information is available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency.

During an emergency, it is important the Council's uses relevant and timely communication, with diverse methods, to ensure that all stakeholders have the information they need, at the right time – to take appropriate action.

Figure 5 lists the key stakeholders the Council communicates with during an emergency, and the methods which can be used for the different stages of an emergency.

When the EOC is not open, approvals for communications and the methods used, should follow business as usual approvals. When the EOC is open, a specific communication strategy should be coordinated by the lead Comms Officer and signed off by Gold.

Emergency Planning will support services and those in the EOC on when to communicate with stakeholders, based on triggers in agreed WBC and multi-agency emergency plans.

The Council will also widely share partners' information, and signpost stakeholders to the lead agency's communications.

The information we will provide in an emergency will be:

- What has happened, and where
- Who is responding and what actions are being taken
- Any key actions for the stakeholder to take
- How they may be able to help
- What could happen next – if known and relevant
- When more information will be issued
- Who to contact for more information

Stakeholder	Communicated by:		Means of Communication		
	If EOC open	If EOC closed	Before a 'rising tide' Incident	During an Incident	After an Incident
Residents and businesses in affected area	EOC – Comms Officer Signed off by: Gold	CEM team – with support from relevant SMEs.	• E-newsletters • Website • Social media • Sharing partner communications • Customer services and OOHs phone line • Media enquiry (if requested) • Parish and town councils • Councillors	• E-newsletters • Radio and television broadcasts • Newspapers • Website • Social media • Sharing partner communications • Door to Door Knocking • Loudspeakers • Leaflet drops • Via Parish and Town Councils • Via Councillors • Dedicated EOC phone number • Customer services and OOHs phone line • Media enquiry (if requested)	• E-newsletters • Radio and television broadcasts • Newspapers • Website • Social media • Door to Door Knocking • Community meetings • Posters and leaflets • Dedicated EOC phone number • Customer services and OOHs phone line • Parish and town councils • Councillors • Media enquiry (if requested)

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Stakeholder	Communicated by:		Means of Communication		
	If EOC open	If EOC closed	Before a 'rising tide' Incident	During an Incident	After an Incident
Council staff	EOC – Comms Officer Signed off by: Gold	CEM team and Emergency Planning – with support from relevant SMEs	• In person • Via line manager • Emergency meeting • Intranet • All staff email • All staff Teams message • All staff SMS • Staff e-newsletter (the Download) • The Big Chat • External communications	• In person • Via line manager • Emergency meeting • Intranet • All staff email • All staff Teams message • All staff SMS • Staff e-newsletter (the Download) • The Big Chat • External communications	• In person • Via line manager • Emergency meeting • Intranet • All staff email • All staff Teams message • All staff SMS • Staff e-newsletter (the Download) • The Big Chat • External communications
Education establishments	EOC – Education	Education team – with support from Emergency Planning	• Email • Phone calls to specific establishments • Website • Customer services and OOHs phone line • External communications	• Email • Phone calls to specific establishments • Website • Customer services and OOHs phone line • In person/on-site • External communications	• Email • Phone calls to specific establishments • Website • Customer services and OOHs phone line • External communications
Care providers	EOC – ASC and Childrens Services Leads	Adults and Children Services – with support from Emergency Planning	• Email • Phone calls to specific providers • Website • Customer services, EDS, and OOHs phone line • External communications	• Email • Phone calls to specific providers • Website • Customer services, EDS, and OOHs phone line • In person/on-site • External communications	• Email • Phone calls to specific providers • Website • Customer services, EDS, and OOHs phone line • External communications
Councillors	EOC – Gold Signed off by Gold	Emergency Planning with agreement from Silver Duty	• Email • Phone calls to specific Cllrs • Emergency meeting	• Email • Intranet • Phone calls to specific Cllrs • Emergency meeting	• Email • Intranet • Phone calls to specific Cllrs

Stakeholder	Communicated by:		Means of Communication		
	If EOC open	If EOC closed	Before a 'rising tide' Incident	During an Incident	After an Incident
			• External communications	• In person • External communications	• Community/recovery meeting • External communications
Town and Parish Councils	EOC – Gold Signed off by Gold	Emergency Planning with agreement from Silver Duty	• Email • Phone calls to specific councils • External communications	• Email • Phone calls to specific councils • In person/on-site • Emergency meeting • External communications	• Email • Phone calls to specific councils • Community/recovery meeting • External communications
Emergency partners	Silver Officer and Emergency Planning	Emergency Planning	• Email • Phone calls to specific partners • Multi-agency structures (see section X) • Customer services, EDS, and OOHs phone line • External communications	• Email • Phone calls to specific partners • Multi-agency structures • Customer services, EDS, and OOHs phone line • External communications • In person/on-site	• Email • Phone calls to specific partners • Multi-agency structures • Customer services, EDS, and OOHs phone line • External communications
Voluntary agencies	Silver Officer to delegate	Community and Partnerships, with support from Emergency Planning	• Email • Phone calls to specific partners • Voluntary Sector Action Group meeting • External communications	• Email • Phone calls to specific partners • Emergency - Voluntary Sector Action Group meeting • Multi-agency TVLRF structures (see Section X) • External communications	• Email • Phone calls to specific partners • Recovery - Voluntary Sector Action Group meeting • External communications

Figure 5: Communication stakeholders and methods

Section 9: Resources and finances

Facilities

Shute End is the default location to act as the physical emergency operations centre. Dependent upon circumstances wider meeting rooms may need to be commandeered.

The Emergency Operation Centre plan details the resources and personnel required to run the EOC, as well as back-up locations.

Information on WBC buildings, and the key holders is maintained as part of the Out of Hours manual.

Equipment

Stock is kept at several locations across the borough. These locations and list of equipment is maintained by the Emergency Planning team.

These include:

- Rest centre kits – including sleeping bags, camp beds, towels, blankets and wash kits
- Personal protective equipment for staff – including masks, gloves, wellies, fleeces, coats, trousers, high-viz clothes
- Emergency lighting, fans, heaters, urns, dehumidifiers and chemical toilets
- A 3.5 KvW petrol generator and three 3 inch water pumps

No perishable items are kept to reduce waste. If the need arises, these can be purchased by members of the Emergency Response Team who each have corporate card.

There will be wide range of equipment and facilities owned by the Council that is not quantified in the list held by Emergency Planning. However, there is an expectation that resources will be shared corporately based on the greatest need in an emergency, and services should come forward with these to support any response.

For specific information on when a rest centre is used, what equipment and resource is required, and how equipment is transported to the location is within the Rest Centre plan.

Additional resources

It is not possible to have enough equipment, facilities and trained staff for all eventualities. Where the Council does not have the resources needed to respond to an emergency mutual aid, voluntary sector support and Military Aid to Civil Authorities (MACA) can be investigated.

Mutual aid

There are mutual aid Memorandums of Understanding in place between the Thames Valley and Berkshire Local Authorities, which are regularly reviewed and signed off by Chief Executives. This agreement would be activated by a Chief Executive, or an authorised Director. The affected/receiving council is responsible for co-coordinating aid, health and safety of personnel, supervisory control and financial arrangements.

It is possible to request mutual aid from other agencies not listed above, including those outside of the Thames Valley, albeit no formal arrangements are in place. A Thames Valley wide Logistics and Mutual Aid Cell (LMAC) may be put in place to coordinate the requests and support across the area.

Voluntary sector

Under the CCA 2004, the Local Authority has the duty to coordinate the support of the voluntary sector during an emergency. There is a wide range of voluntary agencies who have a high level of training and expertise who may be called upon to support a response. The voluntary agency requested to support will depend on the requirement. Some of the voluntary groups include:

British Red Cross
St John Ambulance
Berkshire Lowland Search and Rescue
Berkshire and Hampshire 4X4
RE-Act
Cowshed
Rapid Relief Team

The Emergency Planning team holds additional out of hours contact details for some of the organisations listed above.

The Wokingham Voluntary Sector Action Group and other community groups should also be considered for support, but this will depend on the incident. Any requests to the public for support, whether volunteers, resources or donations should be carefully considered before issued.

Military Aid to Civil Authorities (MACA)

MACA is the help and support provided by the armed forces to civil authorities in the UK.

A request can be made by the council, through the SCG, to the Government for military aid, but this can only be used when all other options are exhausted.

Costs may also be associated with the request.

Local military unit commanders may directly deploy military personnel to an area if there is an immediate risk to life and limb only, otherwise the MACA process must be followed.

More information can be found on the UK Ops: The Defence Contribution to Resilience (JDP 02) including a short video about the process.

Finances

Throughout an emergency, costs must be captured. This can be allocated to a separate emergency cost code, or the Emergency Planning cost code. This should be decided by a Finance Officer allocated to work in the response to capture costs.

Costs in emergencies will normally include:

- Equipment costs – buying or hiring
- Staffing costs for any additional hours worked
- Mutual aid costs
- Clear up and recovery costs

Costs may be recoverable under the Local Government and Housing Act 1989, S155 and the Bellwin scheme. This is unlikely to cover all costs associated with the response and normally does not include recovery costs. Before being eligible for grant, an individual authority is required to have spent 0.2% of its calculated annual budget on works that have been reported to the Government as eligible for grant. This amount is the authority's "threshold" and applies to the whole financial year, not to each incident within the financial year. For example, the threshold for Wokingham in 2022 to 2023 was £288,620. More information on the Bellwin Scheme is available here.

Recovery of costs should also be investigated after the incident, where a site or company has caused the incident

Section 10: Stand down, recovery and debriefing

Stand down

The decision for standing down is taken by the most senior responder/structure in place at the time. Internally, this will either by Gold, or Silver. At multi-agency, this will take place at SCG or TCG. Consultation must be taken with services (internally) and partners (multi-agency) to understand the consequences of standing down on all parties.

In larger incidents, the timing of standing down will vary based on the type of incident and the role of the agency. This is exampled in Figure 6 below, where the Local Authority is needed later and for longer compared to the blue light services.
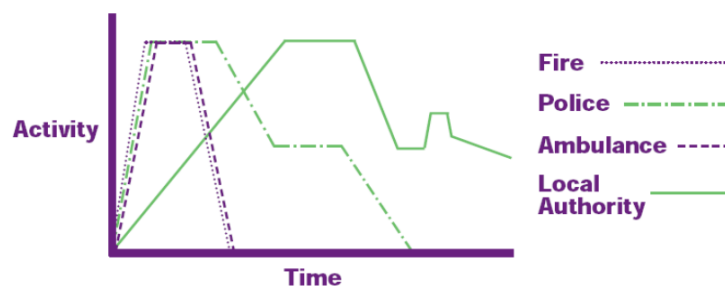
Figure 6: Example of emergency service activity during the course of an incident

Internally, standing down may occur in stages. For example, by following the principle of subsidiarity, where decisions should be taken at the lowest appropriate level, considerations should be given to standing down Gold at a suitable opportunity.

The following list could be used when standing down:

- Consider if partial or full stand down
- Communicate decision to partners

- Communicate decision to Councillors and parish and town councils
- Communicate with the public
- Communication to include any ongoing impacts on business as usual, and immediate advice that should still be followed where there is residual risk
- Remain sighted on TVLRF response if still ongoing
- Remain vigilant to if the incident response needs to be re-activated
- Ensure staff get respite and any support in line with HR procedures (this must also happen throughout the incident)
- Conduct hot debrief
- Begin recovery process
- Ensure all incident information is collated and stored in accordance with our retention policies

Internal debriefing

The debrief process offers an opportunity to evaluate the performance of services, examine response actions and plans, as well as examining underpinning elements such as training.

The process should also compare incident outcomes which were expected to occur with those that resulted. Identifying these differences allows for organisational lessons to be realised.

Debrief should be undertaken when:

- The Council activates an emergency or business continuity plan
- The Council is involved in the Thames Valley Local Resilience Forum response structure
- If any service involved in an event or incident requests one
- Following a planned exercise

As trained debriefers, the Emergency Planning team can co-ordinate and facilitate debriefs. Cold debriefs will largely follow the College of Policing method.

An assessment will be taken by Emergency Planning on the level of debrief required based on the incident or exercise that had occurred, and this will be ratified by the Assistant Director and Director responsible for this service. Figure 7 below shows the optimal debrief method.

For large scale incident, debriefing of affected communities should also take place. This could be done via electronic forms, and then community meetings for discussion.

Order	What?	Why	When	How?
1	During the incident	Capturing of lessons during an incident is good practice, as it is still fresh in the minds. It will also help prevent any bad practices from being repeated during the same response. To ensure this, communicating of these lessons should take place at handovers and incident meetings. To inform hot and cold debriefs	During the incident	On a spreadsheet hosted on the Emergency Planning SharePoint.
2	Hot debrief	To capture information in the immediate aftermath of the incident, whilst fresh.	At the end of a shift, when a member of staff is stood down, and immediately after the response	Via an electronic form If conducted verbally with an individual, notes taken, and electronically recorded.
3	Cold debrief	To allow for more considered feedback on areas of the response such as the plans, response structures, staff welfare issues, identification of the effectiveness, positives and negatives associated with the response. Identification of lessons and recommendations are used to inform the debrief report.	After the completion of the hot debriefs. Between 2 weeks and a month following an incident.	In person or virtual meeting facilitated by Emergency Planning.
4	Debrief report	To formally document the identifying of key issues, lessons and recommendations agreed by those who were debriefed. The report should include timescales and prioritisation for the recommendations. As part of the scope of the debrief, the sign-off and circulation of the report should be considered e.g. service level, CLT, Oversight and Scrutiny.	Following the cold debrief. Approximately a month following the incident stand down.	Coordinated by the lead service and/or Emergency Planning.
5	Lessons identified log	A central location for collation of all lessons identified and the resulting recommendations for all incidents and exercises.	Continually monitored and updated following an event and updated following completion of mitigations.	On a spreadsheet hosted on the Emergency Planning SharePoint.

Figure 7: Table showing internal debrief methods

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Multi-agency debriefing

Where Wokingham Borough Council is involved in Thames Valley LRF response, we will engage in the debriefing. The process is detailed in the TVLRF Emergency Response Arrangements, but this follows a similar process to Wokingham's above – with electronic forms and an in-person or virtual session held. Following this, a report is circulated with lessons identified and prioritised for action.

Where capacity allows, Wokingham should always aim to send the individuals involved in the response, not just the Emergency Planning team to these debriefs.

Recovery

Recovery is an integral part of the emergency management process. It is defined as:

The process of rebuilding, restoring and rehabilitating the community following an emergency. (Emergency Response and Recovery Guidance, HM Government)

Local authorities have a duty to lead on recovery and restoration activities within the Civil Contingencies Act 2004.

The recovery phase should begin at the earliest opportunity following the onset of an emergency or major incident, running in tandem with the response to the emergency.

The decision for developing a recovery strategy and coordinating group will come from the SCG, or from WBC Gold. In some specific site or risk plans, there are defined triggers for automatically setting up a recovery group due to the impacts of that incident.

Figure 8 shows an example of the recovery structure within the Thames Valley, with the LRF's Strategic Recovery Coordinating Group at the top.
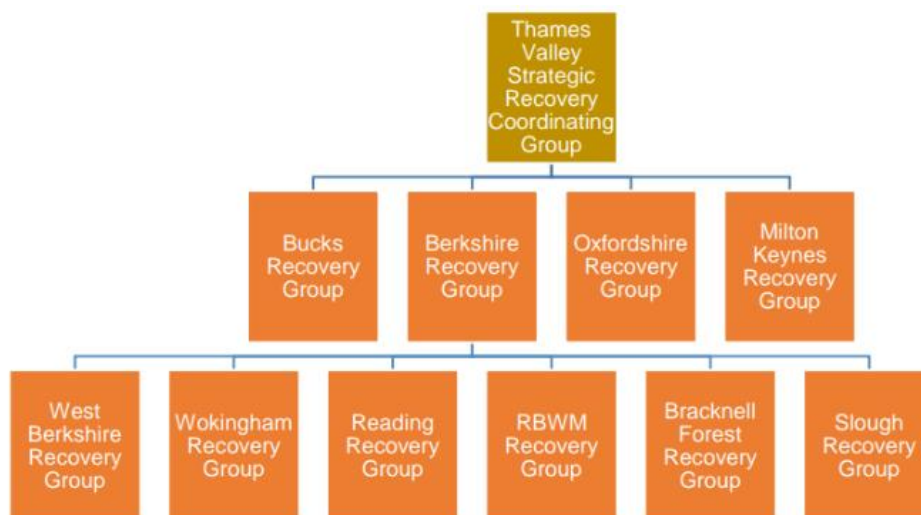
Figure 8: An example structure of recovery groups in the Thames Valley (source: TVLRF Recovery Plan)

Wokingham Borough Council no longer has a recovery plan, instead using the TVLRF's Recovery Plan. This is consistent with other Local Authorities with the Thames Valley. Within this there is guidance on terms of reference, strategies, initial agendas and considerations for recovery. Gold

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should allocate a Strategic Recovery Lead during an incident who will develop a recovery strategy.

Section 11: Risk management and emergency plans

This emergency framework should not be viewed in isolation, as there are other supporting emergency plans, procedures, and risk management structures in place.

Emergency plans should be produced and maintained to mitigate against known high and very high risks within the borough and the Thames Valley. In order to do this, these risks need to be identified and assessed.

Risk management

The National Risk Register a public facing document issued by the Government annually, detailing the Government's assessment of the most serious risks facing the UK. Local Resilience Forum's use the National Security Risk Assessment (not available to the public) to create a Community Risk Register taking into account additional local risks. The Thames Valley's is available online.

These are localised further as part of the Berkshire Resilience Forum, a county group that reports into the TVLRF delivery group.

The Berkshire Local Emergency Planning Group assesses if suitable mitigations are in place at the Local Authority, County and Thames Valley level for the high and very high risks.

For Wokingham, major incident response is listed on the Council's Corporate Risk Register, which captures these collective risks. More information on the Council's risk management process is detailed in its Policy and Guidance documents.

Emergency plans

Partners come together as part of the Thames Valley LRF to develop joint plans to ensure there is a well understood, consistent and coordinated response across the region. These vary from being frameworks to set scalable structures and agreed procedures, and other focus on specific high and very high risks as outlined in the TVLRF Community Risk Register. These plans are written by lead agencies, shared with all partners for consultation and approved at the Delivery and Executive Groups.

Single agencies should assess whether having a multi-agency plan is sufficient to mitigate that risk and provides a clear and robust plan for its required response, or if there needs to be an additional localised version.

The below flowchart Figure 9 shows Wokingham Borough Council's emergency documentation. There are other plans led on by other Council services not included here, which Emergency Planning are consulted on these when they are reviewed. These include Highway's Winter Maintenance Plan, IT's Major Event Management Plan, and Public Health's Cold and Hot Weather Plans.

Most of these plans are security marked Official Sensitive and not available to the public. Public redacted versions of plans, where appropriate, can be made available.
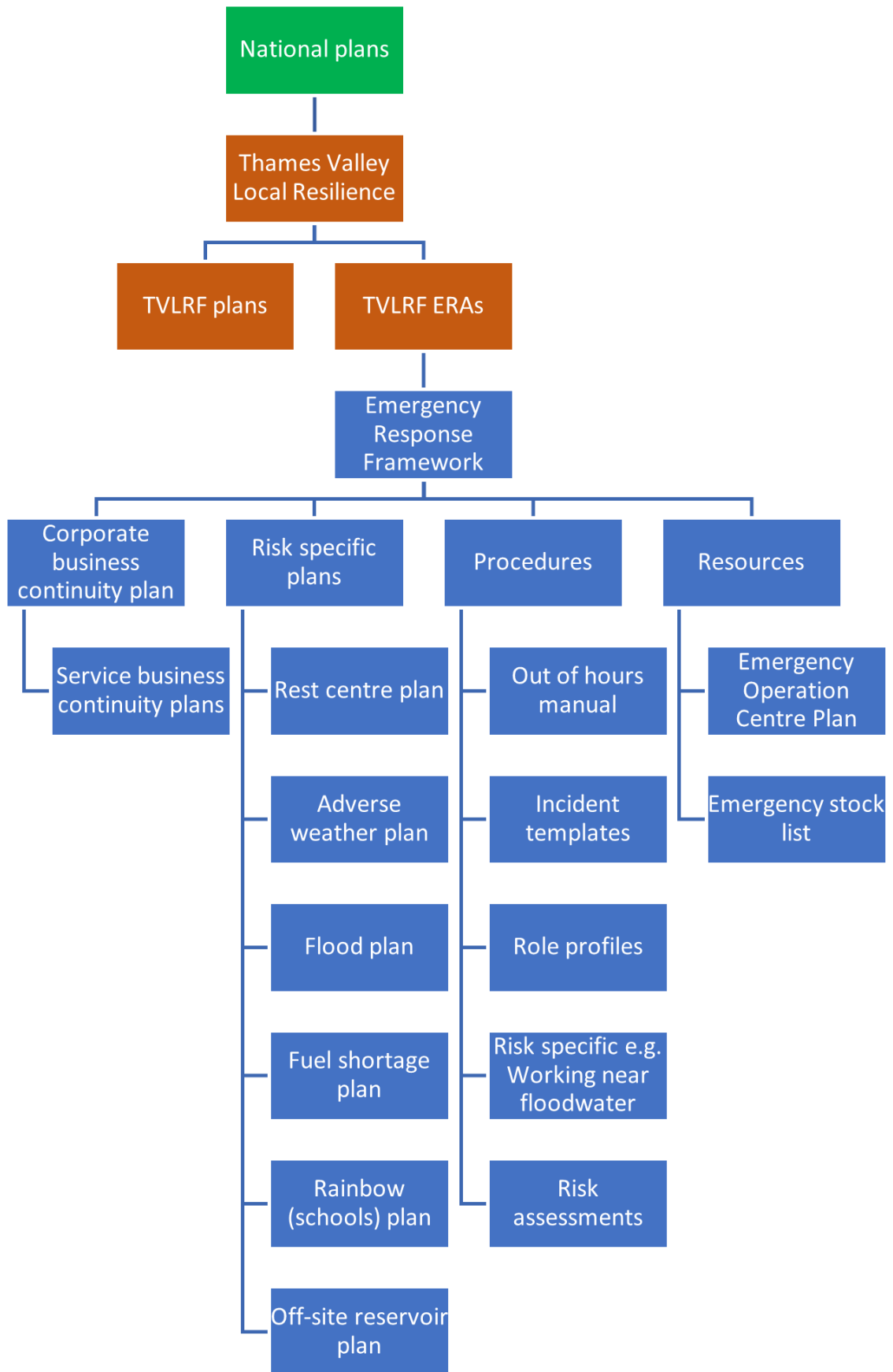
Private: Information that contains a small amount of sensitive data which is essential to communicate with an individual but doesn't require to be sent via secure methods.

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                        ┌──────────────────┐
                        │  National plans  │
                        └────────┬─────────┘
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                        │  Thames Valley   │
                        │ Local Resilience │
                        └────────┬─────────┘
              ┌──────────────────┴──────────────────┐
        ┌───────────┐                        ┌───────────┐
        │ TVLRF     │                        │ TVLRF ERAs│
        │ plans     │                        │           │
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                                             │ Emergency │
                                             │ Response  │
                                             │ Framework │
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National plans

Thames Valley Local Resilience

TVLRF plans

TVLRF ERAs

Emergency Response Framework

Corporate business continuity plan
- Service business continuity plans

Risk specific plans
- Rest centre plan
- Adverse weather plan
- Flood plan
- Fuel shortage plan
- Rainbow (schools) plan
- Off-site reservoir plan

Procedures
- Out of hours manual
- Incident templates
- Role profiles
- Risk specific e.g. Working near floodwater
- Risk assessments

Resources
- Emergency Operation Centre Plan
- Emergency stock list

Figure 9: Emergency plans, procedures and documentation

Governance

To monitor and review compliance with legislation, and assess emerging risks, the following governance methods should be used:

- All plans have review dates and their own specific approval thresholds within them to be followed
- Risk Management Group
- Annual Emergency Planning delivery plan to CLT and Oversight and Scrutiny
- Internal and external audits

Section 12: Training and exercising

To ensure, as far as possible, that the council can respond in line with this framework and other response and recovery plans, a training and exercising programme is put in place on an annual basis.

This programme is reviewed annually and includes:

- Core training and exercising – the basic training needed to understand how the council and others respond to an emergency
- Specific site and risk/hazard training and exercising – this is training on specific sites or risks.
- Supporting plan training and exercising - this includes training for supporting roles in response and recovery, including loggist and multi-agency information cell training and exercising.

Training and exercises are provided either directly by the Emergency Planning team, by members of the TVLRF or other specialists as necessary.

Records of training and exercising provided is held on record along with those who are trained. Full details of the training requirements for specific roles are detailed in the respective role profiles.

Section 13: Data management

It is vital that all documents relating to the response should be collated and kept for a period of at least seven years. However, in some cases records may be kept indefinitely. Records should include details of all actions taken, communications with outside agencies, a summary of all key decisions made, and details of all expenditure incurred. Records are stored securely for at least seven years or longer after the end of the incident as per the council's record retention policy.

It is important to log and retain a record of all events during an incident to:

- assist post-incident debriefs and reviews of plans
- provide evidence for inquires or other investigation
- if liability, compensation or reimbursement issues arise as a result of an incident

All responders are required to log during an incident, and the Emergency Planning can provide training on this, and provide logbooks. They are provided to all duty officers when they join a rota.

Accessing vulnerable data

The Council is often requested by emergency partners, specifically utility companies, to share data of known vulnerable persons or infrastructure.

Data sharing tends to happen where emergency plans has been enacted, however the provider largely makes a dynamic assessment based on the population size, and the severity of the outage. In any supply disruption, utility companies focus any support initially on customers listed on their Priority Services Registers.

Where the Council is notified of outage, but no request for data has been required, an assessment should be made by Silver based on the information provided by the utility company on the population size, location and severity – as to whether the Council should review the data it holds regardless.

The Emergency Planning team and Emergency Planning Duty Officers will have access to weekly reports filtered to adults and children who would be considered vulnerable in an utility outage. This can be accessed in and out of working hours.

In working hours, if further support is needed, the team will go to Children and Adults services, specifically:

- Assistant Directors and.
- Adult Social Care Development Manager
- Senior Performance Analyst
- Systems Business Analyst
- Service Manager, Intelligence & Impact

Out of hours, these requests for support will go to:

- On duty Adults and Children ADs
- IT team for larger datasets

The Silver Officer will be briefed before any internal requests for vulnerable datasets are made to services – in and out of hours.

Definition of vulnerable

It is difficult to define vulnerability specifically, as it will depend on the type, severity and length of an emergency. The CCA 2004 defines vulnerable people as those who "are less able to help themselves in the circumstances of an emergency". For example, which would include, but not limited to children, the elderly, mobility impaired, mental/cognitive function impaired and sensory impaired.

The Council can search by those reliant on domiciliary care for meals and other personal care.

However, the Council should also include any known educational establishments and care providers in this search too.

Data management

Any sensitive information required for an incident will be stored securely and password protected, and access only given to those who require it.

Data can be collected, stored and shared in an emergency in accordance with General Data Protection Regulation and the Civil Contingencies Act 2004. This is further detailed in the Emergency Planning Privacy Notice on the Council's website.

Private: Information that contains a small amount of sensitive data which is essential to communicate with an individual but doesn't require to be sent via secure methods.

Appendix 1:   Roles & Responsibilities In response

This section sets out the roles and responsibilities when responding to an emergency. The whole council has a role to play when responding to an emergency or major incident, the following outlines some council functions, and that function's responsibilities.

Preparing for Emergencies

Function	Responsibilities Preparing for Emergencies
Chief Executive or nominated deputy:	The Chief Executive, or nominated deputy, has the overarching responsibility to ensure the council is prepared to respond and support the community because of an emergency, major incident or business continuity incident.

Directors and Assistant Directors	All senior managers have responsibilities in an emergency response. It should be noted that in most cases this is doing their normal day job in an unusual situation, often at a high tempo and in a coordinated way with other services and agencies which they may not normally work with. Specific actions they should do when not in response mode include:
	
	a. Attend or ensure representation at:
	   i. emergency planning meetings as requested
	   ii. emergency planning training and exercising as requested
	b. Ensure sufficient staff are trained in order to have an effective response.
	c. Ensure specialist staff with a role to undertake in specific plans are trained in their role e.g. building control, flood specialists.
	d. Ensure relevant contractors understand their role in an emergency
	e. Ensure there are robust business continuity (BC) plans in place.

Director of Public Health	Required to ensure plans are in place to protect the health of their geographical population from threats ranging from relatively minor outbreaks to full-scale emergencies.
All services	All services have a role in responding to and recovering from an emergency. This can be varied depending on the emergency and may on occasions mean some officers undertake roles which they would not normally do. However, for most of the time the services in response mode are doing what they would do normally at high tempo, under pressure and often outside normal working hours.
Bronze and Emergency Planning Duty Officers (EPDO)	Duty officer rotas is in place available for out of office hours for the council. Their main role is to be the first point of contact in an emergency for the council outside office hours. This includes responding to queries relating to potential emergencies and

Function	Responsibilities Preparing for Emergencies
	initiation of the activation process for the council as necessary outside office hours.
Emergency Planning Team	a. Undertake an annual risk review, b. Develop an annual delivery plan based on the risk review, plan review status and lessons identified from emergencies c. Co-ordinate the development and maintenance of the Council's Plans. d. Engage with other Cat 1 and Cat 2 responders in addition to specific risk sites owners e. Support the work of the Thames Valley Local Resilience Forum f. Support the work of the Berkshire Resilience Group g. Work across the Berkshire councils in relation to the agreed Berkshire LA MOU h. Develops and deliver an annual training and exercise programme i. Manage the out of hours contract and manual j. Engage across all the services k. Ensure the councils' emergency operations centres (EOC) are ready for activation l. Work with services to develop and maintain their service business continuity and respective emergency response plans m. Be prepared to respond to incidents to support as subject matter experts/TacAds

Responding to Emergencies

Function	Responsibilities Responding to Emergencies
Chief Executive or nominated deputy (Gold Commander)	a. Has overall responsibility for the response to and recovery from emergencies including Business continuity incidents b. Confirms the declaration of a major incident c. Confirms the establishment of and chairs internal Gold meetings d. Ensures the coordinates the council's strategic recovery is in place e. Assigns or confirms staffing for multi-agency command and control locations f. As required, authorise requests for mutual aid g. As required, authorise requests for military assistance via the SCG

Function	Responsibilities Responding to Emergencies
	h. Provides liaison with Councillors. i. Decides the organisational requirements needed to respond to the major incident, j. Balances the ongoing day-today continuation of critical council services, alongside response requirements and recovery needs
Directors	a. Attend internal Gold meetings b. Coordinate their directorate responses to the emergency c. Co-ordinate the emergency and business continuity responses relating to their area of responsibility d. Provide staff to command and coordination groups – both internal and external e. Provide relevant information for situation reports f. Provide officers in their areas of specialism to support the response, such as to assist in the identification of vulnerable people g. Ensure staff welfare h. Log their and the council's actions and decisions during the incident response and recovery Post emergency: i. Support the recovery process j. Support a detailed debriefing process to identify areas of improvement.
Assistant Directors	a. Be the service area's nominated co-ordinator; acting as the point of contact for that service to the EOC b. Co-ordinate the resources and response of their service. c. Have an overview of all service issues. d. Co-ordinate and liaise with any contracted services e. Provide specialist care and support staff as necessary to locations f. Log their and the council's actions and decisions during the incident response and recovery g. Provide Situational Reports as required h. Ensure staff welfare

Function	Responsibilities Responding to Emergencies
Emergency Planning Team/Emergency Planning Duty Officer	a. Support or lead the coordination of the initial response to an incident b. Facilitate the establishment of command and control structure c. Provide tactical advice (TACAD) as required, this may be for multiple command or working groups. d. Answer calls from the control room/contact centre throughout the duty period. e. Activate and coordinate the council's initial response as necessary.
Bronze Duty Officer	a. Be available to travel to the incident area and act as the local authority liaison officer (LALO) at the scene as necessary. b. Answer calls from the control room/contact centre throughout the duty period. c. Be available to mobilise (set off, not arrive) in response to a call out within 30 minutes of receiving the activation call.

Specific Service/Team area responsibilities in response

Service/Team	Actions
Communications, Engagement and Marketing	a. Produce emergency communications on behalf of the council b. Provide trained staff to work in the EOC as information and advice officers c. Provide public relations officers and support handling the media d. Communicate to staff, Councillors and town and parish e. Provide communications to the public – residents and businesses f. Engage with the media g. Staff a media centre in conjunction with the police, if stood up h. Assist to facilitate any very important person (VIP) visits to the area i. Provide website support to the EOC as required. j. Attend the multi-agency media advisory cell (MAC)
Customer Services	a. Be prepared to receive the notifying calls from emergency partners b. Provide a focal point for the public to contact the council to report issues and obtain advice c. Log all calls from the public on information management systems d. Provide up to date advice to callers e. Communicate on a regular basis with the EOC on the current information and emerging issues f. Refer calls to the EOC from professional partners g. Provide staff and resources for an information hotline, where resource allows

Private: Information that contains a small amount of sensitive data which is essential to communicate with an individual but doesn't require to be sent via secure methods.

Service/Team	Actions
	h. Provide message takers for the EOC, where resource allows
Building Control	a. Provide technical advice on damaged structures b. Provide advice on structural demolition and emergency repairs c. Provide advice on access to casualties who require rescue from damaged structures.
Democratic Services	a. Provide trained staff to support Councillor questions and issues b. Facilitate any VIP visits to the area
Education	a. Provide specialist expertise relating to emergencies involving school children or council owned Schools b. Provide current school contact lists to the EOC c. Provide a focal point for communicating with all schools across the area d. Provide a service lead in the EOC as necessary e. Provide support and advice to the private sector education services as necessary f. Provide support to the EOC regarding trips etc. which may be involved in incidents away from the area.
Finance	a. Provide financial support throughout the response and recovery phase b. Monitor and report on expenditure in relation to the incident c. Set up cost codes for any expenditures associated with the incident d. Ensure authorisation, payment and tracking of monies e. Provide petty cash for the period of the response phase f. Provide advice to the EOC and emergency management team on any financial issue g. Manage procurement cards authorised for use in an emergency h. Management of the cost recovery process via insurance and/or Bellwin scheme i. Support in sourcing relevant funding to support the recovery process j. Provide audit support as necessary k. Resolve any insurance matters arising. l. Support provision of grants or payments provided by the Government
Corporate Health and Safety	a. Provide health and safety advice.
Highways and Transport	a. Provide advice on any highway or engineering matters. b. Provide specialist officers to visit areas to assess damage to highways network c. Co-ordinate highway contractors and operational level liaison with all utility companies

Private: Information that contains a small amount of sensitive data which is essential to communicate with an individual but doesn't require to be sent via secure methods.

Service/Team	Actions
	d. Co-ordinate the clearance of roads, bridges, footpaths etc. including the use of specialist clean up material for chemical spills etc. e. Co-ordinate of repair and maintenance of streetlights and traffic lights f. Co-ordinate diversionary routes with Highways England g. Co-ordinate road closures including maintenance of the https://one.network/ website h. Assist with signage and barriers for use on the highways
Flood Risk & Drainage	a. Assist in flood alleviation including the provision plant and materials as required, including sandbags, in accordance with the sandbag policies b. Attending flooded locations to assess impact, and risk c. Provide subject matter expertise d. Data collection
Waste services	a. Coordinate of refuse collection and street cleaning contractors b. Provide specialist advice on waste management and co-ordination of debris and waste clearance if required. c. Provide information in relation to specialist waste contractors a. Engage with other private waste collectors operating in the area as necessary
Grounds Maintenance	a. Can support the removal of fallen trees on public land and adopted highway to maintain public safety b. Clear fallen vegetation/debris c. Provide specialist advice on trees/parks/grounds management and co-ordination. d. Support the response with equipment and trained staff
Housing	a. Lead on any housing or homelessness issues arising from emergency b. Co-ordinate and liaise with contractors and partnership services c. Liaise with housing associations d. Provide specialist care and support staff at reception centres, friends and family reception centres and temporary mortuaries where established e. Assist in the identification of vulnerable people who may be affected by the incident
Human Resources and Payroll (HR)	a. Support in the redeployment of staff b. Manage any staff payments in accordance with the agreed payment schedule c. Provide additional short-term staff assistance / replacements as required

Service/Team	Actions
	d. Provide next of kin information e. Co-ordinate staff counselling post event f. Support in any matters related to council staff in abnormal/ unsociable hours arising from the incident g. Provide advice and support in relation to staff absences, extended working hours etc. due to an incident.
Information and Communication Technology (ICT)	a. Maintain all essential ICT and communication applications b. Monitor for any cyber-attack or weakness in the system c. Provide ICT support to the EOC as required d. Provide additional communications facilities as required e. Co-ordinate with landline and mobile phone providers as necessary f. Manage the Mobile Telecommunication Privileged Access Scheme (MTPAS) for mobile phones g. Provide printing support as required throughout the response and recovery phases.
GIS	a. Provide GIS Mapping and support to the EOC as required.
Legal	a. Resolve legal matters concerning the council resulting from or in association with the incident b. Provide legal advice on any legal matters including the hire / rental / use of private property c. Provide information regarding residents in properties. d. Provide specialist advise in relation to Freedom of Information requests
Leisure facilities	a. Provision of the use of buildings for rest centres
Libraries	a. Provide library buildings and the mobile library to provide information and advice to the public in affected areas.
Councillors	All Councillors will: a. Adopt a supportive position within their communities b. Liaise with their communities and try to ascertain the feeling of the community in the affected areas c. Liaise with the Parish/Town Councils and community groups to provide information on vulnerable people or local specific issues d. Provide updates to the communities from the council e. Remain impartial and allow council officers to provide appropriate responses according to priority areas

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Service/Team	Actions
	f. Provide information into the EOC via the nominated elected member or via the nominated email route or via the designated local authority liaison officer(s) on the ground.
Out of hours call centre	a. Be the point of contact for the council in emergencies outside working hours b. Notify duty officers of an incident out of hours c. Use the out of hours manual for guidance.
Tree Management	a. Undertake work on trees on public land and adopted highway to maintain public safety b. Clear fallen vegetation/debris c. Provide specialist advice on trees/parks/grounds management and co-ordination. d. Support the response with equipment and trained staff
Countryside Services	a. Maintain public safety at managed parks b. Support the response with equipment and trained staff including: - Chainsaws - Snow plough - Tractor - Boats and kayaks - 2-6 KwH Generators - 1" to 4" water pumps - 4x4s: to support in the transportation of staff (including bronze duty officers) and vulnerable residents
Property	a. Provide access to the corporate buildings b. Provide information of other council buildings including key holders, asbestos registers etc. c. Support the EOC with respect to facilities d. Support business continuity management e. Facilitate security arrangements in relation to corporate buildings f. Provide advice on council property and suitability for use in emergencies.

Public Health	a. Provide technical advice regarding:
	  o Infectious diseases
	  o Chemical, biological, radiological and nuclear (CBRN) and public health
	  o Contaminated food and water supplies
	  o Public risk and evacuation requirements

Service/Team	Actions
	b. Provide a public health consultant or similar to represent the council at a Scientific and Technical Advice Centre (STAC) and/or SCG and/or RCG c. Provide specialist advice for temporary mortuaries. d. Work with other health agencies to support the response

Environmental Health	a. Act as agents for Public Health / UKHSA / HSE in relation to:
	   o Infectious diseases
	   o Chemical, biological, radiological and nuclear (CBRN) and public health
	   o Contaminated food and water supplies
	   o Public risk and evacuation requirements
	   o Licensing considerations (limitations and constraints)
	b. Provide an environmental health officer (EHO) to represent the council at a Scientific and Technical Advice Centre (STAC) and/or RCG at Gold
	c. Provide specialist advice for Temporary Mortuaries.

Social Care e.g. children, adults, older people, and community care	a. Assist in the identification of vulnerable people b. Provision of specialist staff to the reception centres, rest centres and humanitarian centres as necessary, c. Provision of welfare for vulnerable people during and after the incident d. Co-ordinate and provide social and emotional psychological support to those affected by the incident a. Engage with relevant voluntary sectors to support the humanitarian response
Trading Standards	a. Lead on any animal health and welfare related emergencies b. In recovery, support the community in relation to rogue traders etc
Corporate Transport Unit	a. Provide vehicles and qualified drivers b. Manage and coordinate all council owned transport c. Engage with other transport providers to support the response including bus and train companies.
Anti-Social Behaviour Officers	a. Be prepared to deploy into the communities affected in order to be a point of contact for the council – delivering messages and identifying emerging issues in the community

Appendix 2:   JESIP

JESIP models and principles have become the standard for interoperability in the UK. JESIP is the thread that should run through all plans and subsequent incidents, and recovery from these. All incident phases need to consider multi-agency working, best served by following the JESIP principles. The JESIP Joint Doctrine: the interoperability framework sets out a standard approach to multi-agency working, along with training and awareness products for responding organisations to train their staff.

Whilst the initial focus was on improving the response to major incidents, JESIP is scalable, so much so, the principles for joint working and models can be applied to any type of multi-agency incident.

More information is available on the website: Home - JESIP Website

JESIP principles

CO-LOCATE

Co-locate with other responders as soon as practicably possible at a single, safe and easily identified location.

COMMUNICATE

Communicate using language which is clear, and free from technical jargon and abbreviations.

CO-ORDINATE

Co-ordinate by agreeing the lead organisation. Identify priorities, resources, capabilities and limitations for an effective response, including the timing of further meetings.
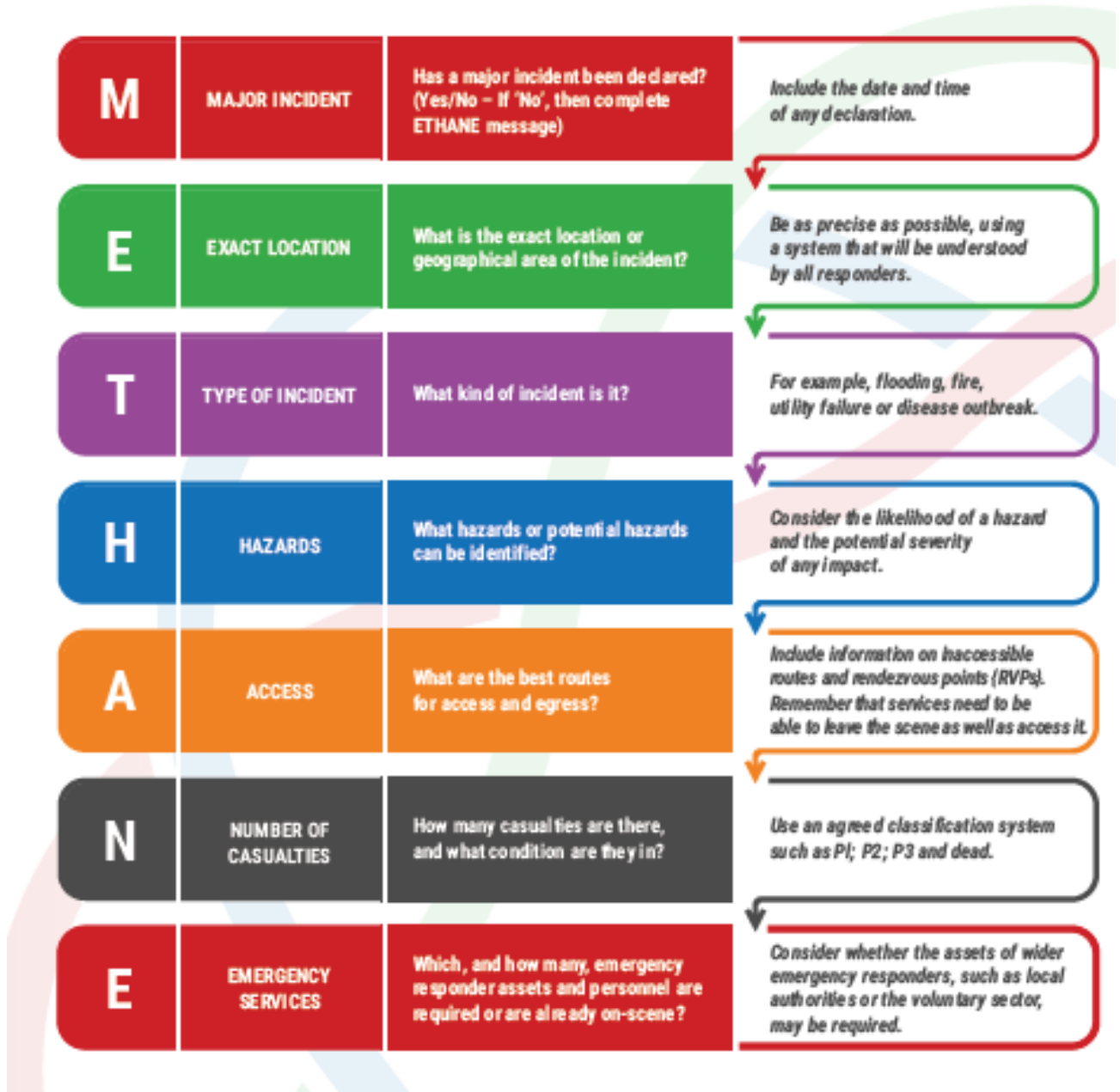
JOINTLY UNDERSTAND RISK

Jointly understand risk by sharing information about the likelihood and potential impact of threats and hazards, to agree appropriate control measures.

SHARED SITUATIONAL AWARENESS

Establish shared situational awareness by using M/ETHANE and the Joint Decision Model.

M/ETHANE report

M	MAJOR INCIDENT	Has a major incident been declared? (Yes/No – If 'No', then complete ETHANE message)	Include the date and time of any declaration.
E	EXACT LOCATION	What is the exact location or geographical area of the incident?	Be as precise as possible, using a system that will be understood by all responders.
T	TYPE OF INCIDENT	What kind of incident is it?	For example, flooding, fire, utility failure or disease outbreak.
H	HAZARDS	What hazards or potential hazards can be identified?	Consider the likelihood of a hazard and the potential severity of any impact.
A	ACCESS	What are the best routes for access and egress?	Include information on inaccessible routes and rendezvous points (RVPs). Remember that services need to be able to leave the scene as well as access it.
N	NUMBER OF CASUALTIES	How many casualties are there, and what condition are they in?	Use an agreed classification system such as P1; P2; P3 and dead.
E	EMERGENCY SERVICES	Which, and how many, emergency responder assets and personnel are required or are already on-scene?	Consider whether the assets of wider emergency responders, such as local authorities or the voluntary sector, may be required.

Joint Decision Making Model

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