

Emergency Plan 2012–15

For the management of peacetime incidents



Walsall Council

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Emergency Plan – Document Control Information

Plan Distribution List

Directorate	Title of Copy Holder	Number of Copies
Chief Executive's Office	Chief Executive	1
Chief Executive's Office	Dist. Emergency Centre and Backup	2
Regeneration	Executive Director	2
Children's Services	Executive Director	2
Neighbourhoods	Executive Director	2
Social Care and Inclusion	Executive Director	2
Social Care and Inclusion	Community Alarm Service	1
Resources	Executive Director	2
Neighbourhood Public Protection	Resilience Unit – Resilience Manager and Resilience Officers Duty Forward Liaison Officers Police Gold Liaison Officer	4
Elected Members	3 x Group Leaders	3

This plan will also be circulated to other members of staff in CD format.

Additionally it will be available on the Council's Resilience website:
www.walsall.gov.uk/emergencyplanning

Walsall Ward Boundary Map



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Chief Executive's Foreword

Major emergencies cause disruption and great anxiety to people. By their nature, they are low probability events which cannot be predicted. However, when they happen, the council needs to respond quickly and to the best of our abilities. This ensures that people's expectations are met and helps to reassure communities. This being so, effective management essential in the resolution of a crisis and preparation is vital to the success of the council's response.

Walsall Council intends that Emergency Planning is a normal part of every Service Area's roles and responsibilities. It is not a 'specialist only' subject, but accepted as the method of delivering a service to the people, but under extreme, demanding or extraordinary circumstances.

The level of confidence that people have in the council will be measured by our ability to respond effectively to incidents. We have to ensure that our services can respond in an emergency and this needs effective management.

This Emergency Plan is therefore 'owned' by all of the participants even though managers are responsible for the Plan's efficacy, relevance and accuracy for their own Service Area, enabling them to fulfil their role effectively and discharge their own responsibilities during an emergency.

It is crucial that all participants and managers maintain an active part in development. Effective internal and external partner liaison is essential prior to a major emergency as this will lead to clarity in understanding roles and responsibilities. Each service, agency or organisation has its own internal arrangements, management style and culture, but managers have to ensure that the aims and objectives of all participants merge with a consistent set of objectives.

During major emergencies it has been consistently proven that preparation and effective joint working is the key to an effective response.

Walsall Council's emergency management framework:

- provides a basis for the delivery of services in a crisis and a framework for the whole process of preparing for emergency responses
- is simple and allows for flexibility in management and adaptability to a wide range of circumstances
- is based on the participants and not on prescribing a response to all foreseen situations
- recognises that preparation is critical to the success of the emergency response and that all participants and managers will play a full part in developing Emergency Procedures with those with whom they will work in emergencies.

Reviews and Amendments

Emergency planning is a continuous process. Managers need to meet regularly to review the environment in which these procedures are set and confirm current arrangements or make or propose amendments.



Paul Sheehan
Chief Executive, Walsall Council. April 2012

Section 1

Introduction

Aims and Objectives of Plan

Aim

This document is to be used as the framework for the preparation and management of the response to major emergencies.

Objectives

The principal objectives of a response to an emergency are to:

- preserve life, property and the environment
- reduce to a minimum the harmful effects of a major emergency
- bring about a swift return to normal life.

To achieve these objectives the Emergency Plan must:

- promote preparedness by all participants in identifying their responsibilities
- establish a partnership dedicated to resolving all difficulties presented by a major emergency including control arrangements and structures
- establish a partnership which is fully prepared to respond to major emergencies at any time and therefore list call-out alerting procedures
- ensure the most effective and efficient management of response to major emergencies
- maintain a dedicated team of managers who will co-ordinate the activities of all partners and others with a role to play in response to major emergencies
- list plans and/or responses to identified hazards and support the activities of all participants
- identify outside organisations and services and pursue total co-operation with all engaged in preparation for and the response to major emergencies
- pursue immediate procurement to address the needs of those engaged in the response to major emergencies
- promote, encourage and support the active involvement of the community in response to major emergencies and outline administrative and financial arrangements
- promote the safety, health and well being of all those engaged in the response to major emergencies.

Definition of an Emergency

An emergency is a situation which threatens serious damage to human welfare in a place in the UK, the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK:

- arises with or without warning
- causes or threatens death, injury or serious disruption to normal life
- affects more people than can be dealt with under normal conditions
- requires special mobilisation and organisation of resources.

Not all situations are emergencies, an incident is a situation which:

- requires the council to respond in a manner outside its normal, day to day procedures and method of work
- is limited in scale or area enabling a local response
- involves one or more Service Area.

Causes of Emergencies and Incidents

There are many causes that give rise to such situations and they can be categorised into 4 areas – Political, Environmental, Social and Technological:

Political

Acts of terrorism or acts of a hostile state, public disorder or civil unrest, hostile protest and industrial blockade. (e.g. Public Disorder 2011, 7 July 2005 Bombings)

Environmental

Storms, floods, landslides, hurricanes, snow, drought, earthquake, contamination or pollution of land, water and/or air. (e.g. Floods of 2007)

Social

Poisoning or contamination within the food chain, epidemics and health emergencies. (e.g. Swine Flu 2009)

Technological

Damage to structures and buildings, industrial transport accidents, release of toxic or radioactive substances. (e.g. Rail crashes)

Overall Council Role and Responsibilities

Role

- provide support for the emergency services and those engaged in response
- provide a wide range of support services to protect the vulnerable in the community
- lead the recovery and return to normality
- maintain normal services at an appropriate level commensurate with circumstances.

The role of Walsall Council and the non-emergency services 'on the ground' does not change with emergencies. The essential needs of the public remain the same in most circumstances. The planning arrangements are designed to allow managers to identify need and target resources.

Responsibilities

- identify and encourage its officers to take part in the emergency planning process and join appropriate Groups and Teams active in the Borough of Walsall in both preparation and response
- support the Walsall Council emergency planning arrangements by taking part in training, testing and exercises
- release identified managers and delegate to them the authority to act on its behalf in the initial response to an emergency
- ensure as far as is possible that internal arrangements are made to complement those of the Walsall Council emergency planning arrangements, facilitate the withdrawal of key staff from routine duties to undertake their emergency response duties, support staff in their emergency roles and maintain normal work at appropriate levels
- support the overall response by making available staff, equipment, supplies and plant surplus to their own emergency requirements for others in the co-ordinated management of response to major emergencies
- take part in the debriefing and analysis of emergency response for the benefit of all participants of future emergency planning and response
- ensure that where participants may have a role in assisting the Emergency Services in 'routine' incidents or emergencies, managers involved are made aware of the need to brief their service or organisation. This is to allow cover to be arranged should a situation escalate to a major emergency.
- assist in providing suitable accommodation for emergency registration and rest centres
- act as the lead organisation for the recovery and return to normality phases.

Additionally the Local Authority will:

- provide transport to take people from the scene to rest centres
- provide, staff and equip rest centres to accommodate evacuees
- lead the work of voluntary agencies in response to the incident.

Common Responsibilities

It is likely that most or possibly all Services will be involved in the initial response to an emergency. Each Service will carry on its normal work. For some Services that work takes on a special significance. All Services have common responsibilities which are:

In preparation

- make arrangements, complementary to the Walsall Council emergency planning arrangements to ensure that staff withdrawn for emergency duties can be supported and that normal services can be continued at an appropriate level
- identify staff who will have a role in emergencies and encourage their active participation for that role.

During an emergency response

- maintain records of action taken and costs incurred
- release staff to fulfil their role under the Walsall Council emergency planning arrangements and for the general duties
- provide post emergency debriefing reports.

Emergency Planning Structure

The borough's Resilience Unit works with representatives from other organisations at national, regional and local levels to ensure that emergency planning / civil protection arrangements are in place.

National

The Civil Contingencies Secretariat of the Cabinet Office was established in July 2001 to improve the resilience of Central Government and the UK. Resilience is defined as our ability to handle disruptive challenges that can lead to or result in crisis. The Secretariat reports to the Prime Minister through the Security and Intelligence Co-ordinator and Permanent Secretary to the Cabinet Office.

Like all Cabinet Office Secretariats, it supports Ministers collectively. Specifically, it services the Civil Contingencies Committee, chaired by the Home Secretary, which is concerned with managing and exercising arrangements to handle individual crises as they arise.

The Home Office is responsible for the government's contingency planning arrangements to protect the public from any possible threat from terrorists and to manage the consequences of terrorism, whatever form it comes in.

Resilience and Emergencies Division (RED)

Resilience and Emergencies Division is responsible for providing the Government liaison function on resilience issues below the national level (formerly provided through Government Offices in the Regions). The Division works with local organisations to build resilience, to support Local Resilience Forums (LRFs) working together and, as appropriate, support the response to any emergency. This includes through assisting the exchange of information between responders in affected Strategic Co-ordinating Groups (SCGs) and with UK central government. The Division acts as a single team with Resilience Advisors based in London, Leeds, Birmingham and Bristol providing a government a Government first point of contact for all LRFs in England.

West Midlands Conurbation - Local Resilience Forum

Locally, the emergency planning stakeholders in the West Midlands conurbation (ie Solihull, Coventry, Birmingham, Sandwell, Dudley, Wolverhampton and Walsall) are co-ordinated by the West Mids Conurbation Local Resilience Forum (WMCLRF), which consists of key representatives from a range of agencies. The aim of the group is to ensure an effective multi-agency response to major incidents and to create an efficient and effective means of delivering a work programme across the West Midlands.

The objective of the WMCLRF is to promote closer joint working between the diverse mix of agencies to encourage mutual support, information sharing and resources. It's responsibilities are to ensure that:

- foreseeable risks are identified
- policies are in place to respond to the risks
- plans exist to address the risks and to implement the policy framework
- multi-agency relationships are close and effective to facilitate necessary action
- plans are tested and exercising occurs to enhance preparedness
- training needs are identified and met
- the WMCLRF and all partner agencies are part of a quality assured system
- progress on initiatives undertaken by the General Working Group and sub-groups.

General Working Group

Its aim is to provide a structure to maximise effectiveness in planning for incidents/disasters across the West Midlands Conurbation.

The General Working Group's responsibilities are:

- undertake tasks referred by the LRF
- identify the risks
- identify whether plans are in place to address the risks
- produce and maintain a programme for the testing and exercising of plans
- produce and maintain a training programme
- ensure that the planning arrangements are part of a quality assured system.

Sub Groups

The aim of the sub-groups is to provide a forum where professionals with a major interest in Emergency Planning within the West Midlands conurbation meet as equal partners to improve Emergency Planning preparedness across the area.

Its responsibilities are to:

- undertake tasks referred by the LRF and General Working Group
- identify the risks, examine, develop and implement best practice within the Emergency Planning profession, recognising the interests of all Services/Agencies within the West Midlands Conurbation
- develop new initiatives and take account of Cabinet Office Guidance wherever this will benefit the community
- foster good relations/mutual aid arrangements with neighbouring Local Authorities.

Walsall Council – Resilience Unit

The Resilience Unit is part of the Neighbourhood Directorate.

The Resilience Unit works closely with its' counterparts in the emergency services, local authorities, NHS, transport, utilities, regulatory agencies, voluntary agencies and other key players in the community to safeguard its' population, local infrastructure and assets.

The Resilience Manager is responsible for the preparation, co-ordination and implementation of council policy, emergency plans and procedures in consultation with senior management and representatives of the various council services. Efforts are co-ordinated through an Emergency Planning Forum, chaired by an Executive Director with internal stakeholders on a wide range of issues.

Walsall Resilience Group

Walsall Resilience Group is chaired by the emergency services and brings together key stakeholders to discuss a wide range of issues.

Response from the Council Directorates

The number of callout lists ensure that there is an availability to respond to major emergency calls from the emergency services 24 hours a day, 365 days a year. A Duty Emergency Planning Officer will activate and initially co-ordinate an appropriate council response to a major incident. Each council service has a number of officers who can be contacted to activate a response from their service.

Working with Voluntary Agencies

The Emergency Planning Section has agreements in place with voluntary agencies that provide resources as part of a planned response to incidents. Additionally there are links to the local Multi-Faith Forum.

Aid to and from Other Local Authorities

Informal mutual aid arrangements are in place with other local authorities, which can be instigated in the event of an incident requiring a response which exceeds the resources of the authority.

Section 2

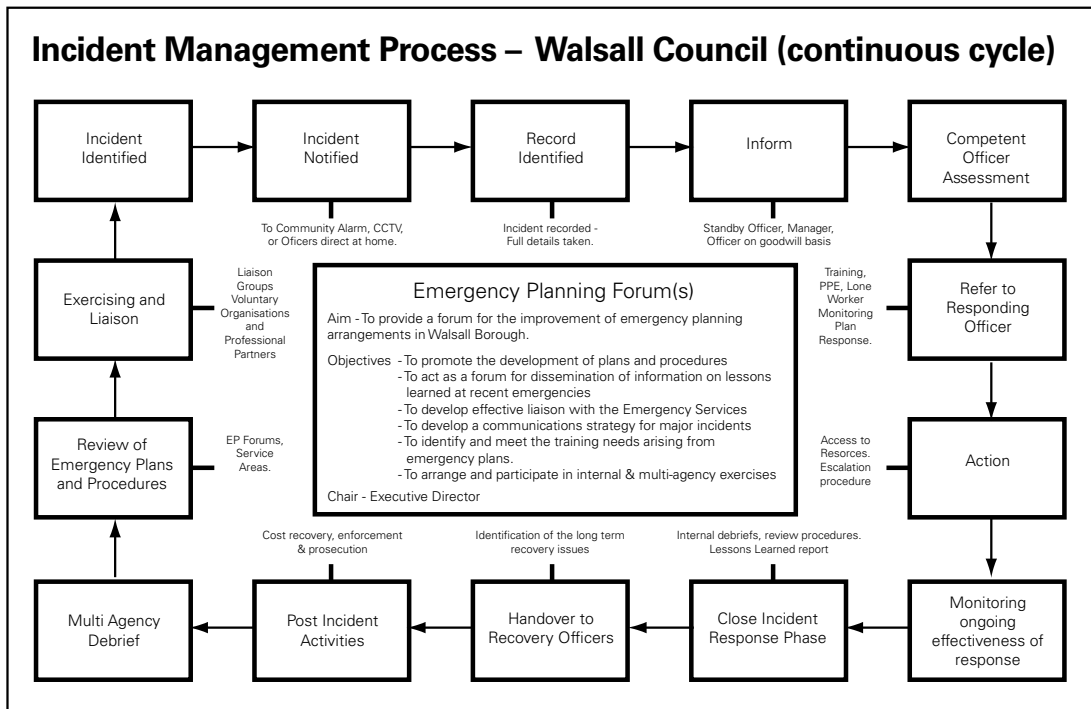
Emergency Management Framework

Incident Management Process – Walsall Council

Successfully dealing with a major incident requires that a large number of Service Areas and external organisations will need to work together in the most effective manner possible. For such co-operation and collaboration to happen in practice requires an understanding by all Service Areas of the roles and responsibilities of both their own and others when faced with a major incident.

To achieve this an Incident Management Process has been established to provide the basis for identifying issues, developing ideas and increasing understanding of emergency planning matters. In doing this increases the ability of the council to respond effectively to a major incident.

The following diagram shows the continuous incident management process and is an aid to understanding of how your role fits into the overall picture.



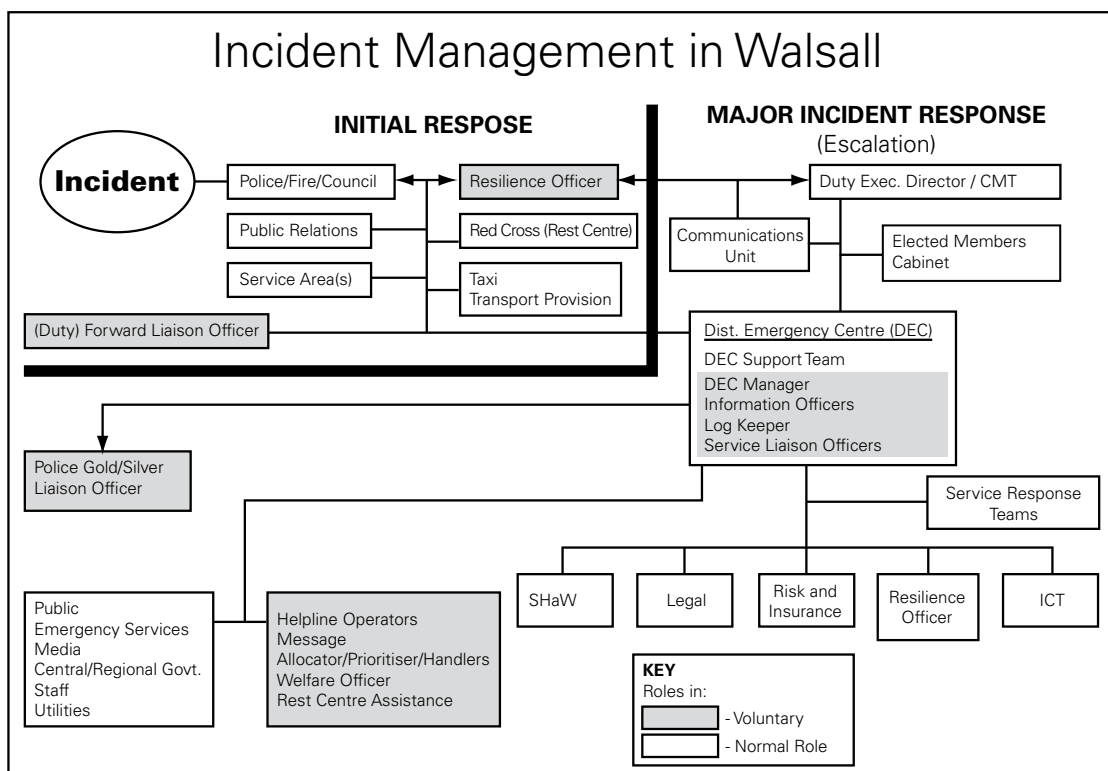
The Emergency Planning Forum will oversee emergency planning arrangements in the Borough. This group will be chaired by an Corporate Management Team member with other members drawn from various key Service Areas. It may be necessary on occasion to have more than one forum specific to a Service Area.

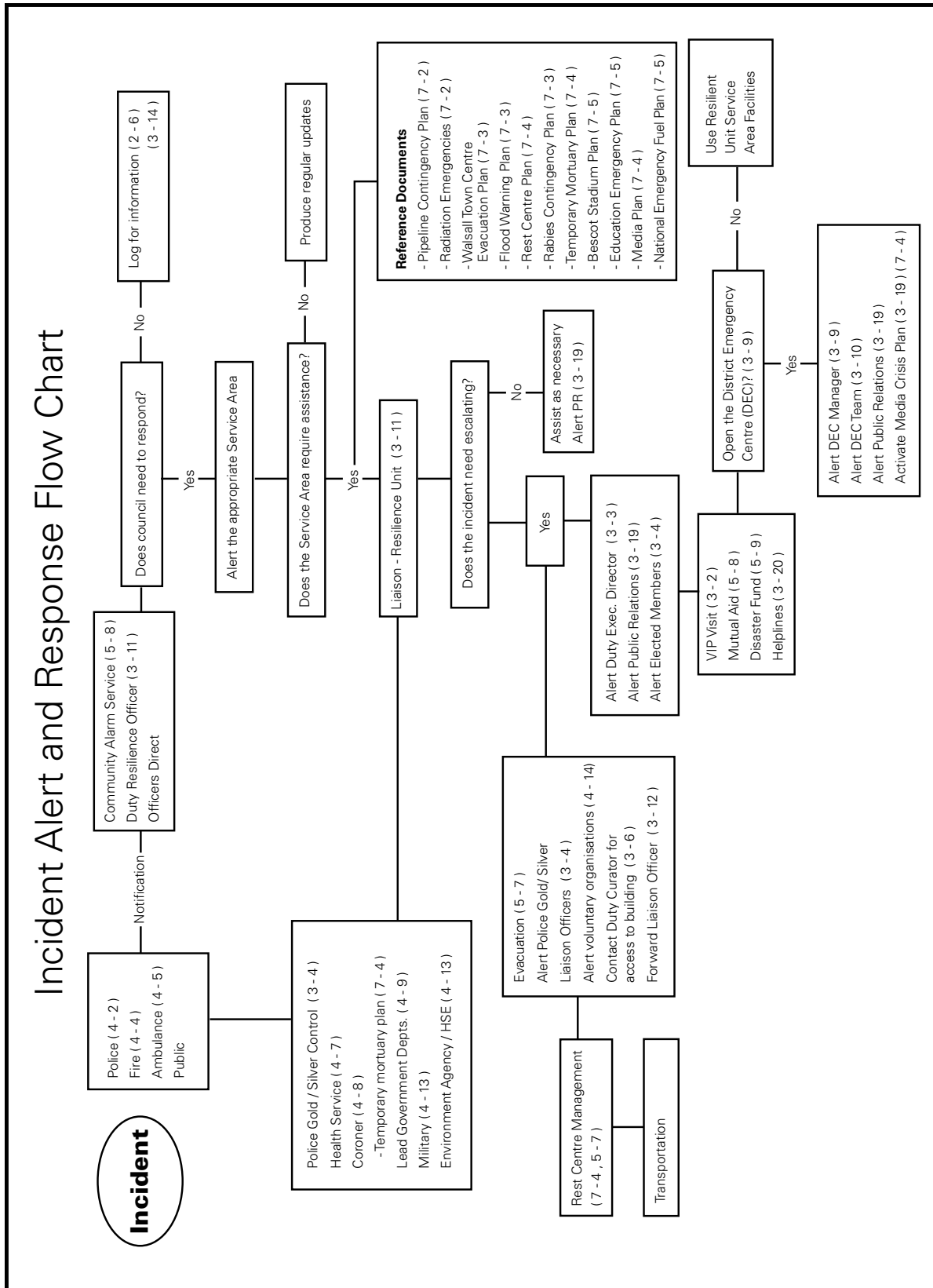
Incident Management Response

Every major incident is different, the factors producing each one will be unique, giving each unique characteristics. The advice that this plan contains is therefore only to be regarded as guidance. It is designed to provide a framework, which with training, will enable those responsible for the resolution of the incident, at all levels, to work together with maximum efficiency.

Documents such as this one should never be regarded as definitive and need regular revision. It is intended that this document will be revisited on a regular basis and also be examined as part of the multi-agency debrief following any major incident.

The following diagram shows our initial response and how the situation can be escalated if necessary.





Declaration and Notification of a Major Emergency

The authority to declare an incident as a major emergency rests with the emergency services (police/fire/ambulance).

However, there may be other occasions when the nature of the incident affecting Walsall Council's interests is such that it necessitates activation of the Emergency Plan, independent of the formal declaration of a major emergency by the emergency services.

In most cases it will be the Emergency Services that first receive notification of an emergency. If any emergency service recognises a need, or a possible need, to call upon the support of the Council and other non-emergency services, they will activate an alerting cascade via the Council's (Duty) Emergency Planning Officer, or Community Alarm Communications Centre.

All Council Service Area Managers are responsible for ensuring that their Service Area contact list (duty, standby or cascade call out system for incidents and emergencies) is up to date and lodged with the Community Alarm Communications Centre. The Resilience Unit will update the Emergency Contact Booklet on a quarterly basis.

Council Service Areas are also responsible for ensuring that Community Alarm staff have available, clear details of their service's roles and responsibilities. This is to ensure requests for emergency responses are directed to the most appropriate council officers both during and out of working hours.

The decision to activate the emergency provisions of these procedures can be taken by:

- the Chief Executive, Duty Executive Director, or any Executive Director of Walsall Council or in their absence
- any Assistant Director or Head of Service
- the (Duty) Emergency Planning Officer.

Call outs

The Duty Emergency Planning Officer will take whatever steps are necessary whilst at their initial location, to call out relevant officers from their Service Area or to put them on standby. The District Emergency Centre will be opened depending on information available at the time.

Protection of Evidence and Documentation

Catastrophe and violent death may result in calls for a public enquiry. Deaths may result in a Coroner's inquest. Civil claims for negligence may be ongoing for many years. The key to establishing why things went wrong and settling liability for deaths and damage is likely to lie in the documents which survive to be studied.

Many reports, memoranda, letters and records which after the event turn out to be crucial are created long before disaster strikes. The historical background to a major incident will play a large part in determining responsibility and therefore legal liability to the victims. That historical background must be preserved intact.

During any incident sufficient records should be kept to ensure that post incident requirements can be met, but a balance must be achieved between the recording of unnecessary detail and adequate records. After the restoration of normality, it should be possible to reconstruct a narrative of the actions taken, why they were taken and upon whose authority.

The following brief checklist would provide a reasonable measure of protection against the possibility that crucial historical background material might go astray. It should be the basis for a policy that should be involved in the first few hours of the initial response to a major incident.

Checklist:

- suspend all document destruction and archiving procedures
- notify all staff of their obligations to locate, preserve and safeguard documents
- nominate an individual to co-ordinate preservation of documentary evidence
- draw up a list of personnel able to assist with the location and collection of documents
- notify all offices to collate and report files held
- print relevant computer data including electronic mail to hard copy
- secure relevant computer data including electronic mail on disc or tape
- set in train procedures to retrieve potentially relevant files from archive
- initiate recovery and safe custody of original and all copies of internal documents.

A checklist is useful but the vital message PRESERVE AND PROTECT needs to be spread very quickly during a major incident and must reach those who might unknowingly hold significant documents.

Staff at all levels need to be informed of the importance of preserving documents.

An incident may generate an investigation as to its cause and quite possibly a formal inquest, inquiry or criminal trial. The actions of officers of the council will be of considerable interest. All logs will be invaluable, and disclosable, to subsequent proceedings.

The log must be clear, intelligible and recorded in permanent ink to include:

- date
- all key times, including time record made
- requests - by whom/what service area/for what reason
- actions taken - by whom/what service area/for what reason
- communiqué via telephone/in person/email
- note of decisions from meetings.

Debriefing

Following any major incident or emergency, a review of the response by all agencies giving assistance is essential. This provides an opportunity to evaluate efficiency, to learn from experience gained and also offers a source of information to assist in ensuring investigation / inquiries.

This process can be best achieved by a series of **debriefings** at all levels within all agencies involved, concluding with a multi-agency debrief.

The methods of debriefing with personnel involved in a major incident may vary within each individual Service Area/Agency. It will, however be beneficial to debriefing if consideration is given to the following:

- debriefing to start as soon after the incident as is practicable
- everyone involved, including personnel remote from the area of operations (e.g. Control Room Staff) should be afforded the opportunity to contribute to debriefing at some stage
- the need for additional debriefing sessions for personnel involved in specific or specialist operations.

Records made at the incident, particularly video recordings/ photographs, along with written reports will assist in debriefings.

The debriefing process should culminate in a multi-agency forum which includes not only the Emergency Services but also any other agency which may have assisted in the overall response.

It is important that each Service/Agency is represented by personnel actually involved in operations, as it will 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 hearings.

Section 3

Council Roles and Responsibilities in Emergencies

Strategic Level - Chief Executive

Corporate Management Team (CMT)

Objectives

- ensure that the Aim and Objectives of the Major Emergency Management Framework are fulfilled
- promote and encourage a fully integrated response to major emergencies by all participants and the community
- encourage total co-operation, mutual assistance and support between participants and all engaged in preparing for, and responding to major emergencies
- develop strategies and policies which will support the response to the incident
- prepare for and manage an effective response to major emergencies
- ensure support to the emergency services
- ensure arrangements for the longer term recovery from major emergencies
- facilitate V.I.P. visit
- protect the vulnerable.

Remit

The composition of the CMT will be determined by the nature of the emergency, and will reflect the existing Service Area responsibilities of members of the Council's Corporate Management Team.

CMT has a collective remit to:

- ensure that each participant within the Emergency Plan is prepared to respond to emergencies and disruptive challenge
- review the overall co-ordination of activity in response to major emergencies and implement the most appropriate strategy for its continuation
- ensure the most effective use of resources and their withdrawal at the earliest appropriate time to allow management by normal arrangements
- ensure the safety welfare and well-being of the community and those engaged in its support.

In addition, each team member has a personal responsibility to ensure:

- the effective management of all their Directorate's activities during a response to a major emergency
- arrangements made under their own Services Response Plans are compatible with the aims and objectives of any Corporate and wider (Regional) response should that be established.

Duty Executive Director

The Walsall Council Duty Executive Director is a member of the Corporate Management Team. They keep a “watching brief” over the council during the “silent hours”.

The Duty Executive Director’s period is combined with the Chief Executive cover and lasts for a month at a time.

The duty roster will be circulated to Executive Directors and PA’s as appropriate and the Community Alarm Service.

Executive Director Role

It is not considered appropriate for an Executive Director to perform the dual role of both, Director for the Service involved in the emergency and be Duty Executive Director / Chief Executive cover. In such an event the Duty role should be transferred to another member of CMT.

Principal Duties (Duty Executive Director)

During the period of duty they will:

- Ensure that direct contact can always be made
- Be available to provide any advice and assistance
- Be informed, before the end of the working day, by the Resilience Unit if there are any significant incidents which occurred during the day and which may require further involvement during silent hours
- Liaise with, review and agree an appropriate course of action with responding officers to those incidents which occur during the silent hours
- Brief the Chief Executive, CMT and the Duty Resilience Officer where this is necessary and appropriate to do so
- If necessary, contact the Communications Unit to discuss media involvement and agree press releases
- Ensure the mobilisation and relocation of resources within the council is co-ordinated. Requests for emergency assistance from other councils or HM Forces during a National Emergency should be considered
- Prepare or approve Situation Reports for circulation as appropriate
- Declaration of a Major Emergency
- Ensure the protection of evidence and documentation.

Elected Members

The role of elected members in an emergency is:

- to safeguard the interests of their constituents
- to provide local knowledge
- to act as a channel of information both to and from their electors
- to assist Council Officers, where appropriate, in response to the incident
- to assist in the handling of the media by liaising with Senior Officers to ensure a co-ordinated approach.

Cabinet Members

The Cabinet is responsible for the preparation and, when required, the implementation of the Council's Emergency Plan and related emergency procedures, to deal with natural or man-made disasters, including the following powers in particular:

- to authorise additional financial and material resources if required
- to sanction any necessary immediate executive action in the event of the initiation of emergency procedures under the Emergency Plan
- to act as a focal point for those Members of the council whose electoral areas may be affected
- to take part in press conferences; to assist in informing / reassuring local residents
- to be responsible for the council's duties relating to Emergency Planning
- to be responsible for issues affecting the health of the community.

Police

Gold (and Silver) Liaison Officer

The role of the Police at major incidents is to co-ordinate the efforts of other agencies. This is achieved by facilitating the management of the recovery in such a way that the needs of all agencies are taken into consideration. This allows prioritisation so that recovery is achieved in the minimum timescale. To achieve this they operate a command structure known as '**Gold, Silver and Bronze**'.

'Gold' Control is the strategic level of command based on police boundaries. The purpose is to establish a framework of policy within which all category 1 and 2 responders can work, to give support to the operational staff on the ground whichever organisation they represent and to consider and resolve competing priorities and to plan for a return to normality.

'Silver' and 'Bronze' levels of control are the tactical and operational elements of Police control respectively. (For Silver and Bronze – see relevant section). A similar request for a council representative may be received.

To allow the Police to carry out their function of co-ordination, during or following a major incident, a 'Gold Control' will be opened. Gold Control is most likely to be sited at a West Midlands Police Headquarters at Lloyd House in Birmingham and an Assistant Chief Constable is likely to take the chair. All agencies that have a significant role to play in the response and recovery phases will be invited (and expected) to attend. It is also possible that a request to attend Gold Control established by Staffordshire Police.

The first duty of a council liaison officer in Gold Control is to inform the District Emergency Centre (if it has been opened) or Resilience Unit of your arrival and provide contact details to enable lines of communication to be established. The DEC/Resilience Unit should be informed when Gold Control closes.

Essentially, the work in 'Gold Control' is to take part in a continuing dialogue with all other agencies involved in response and recovery procedures. This is normally done through holding formal meetings within the Gold Control Room. These will be recorded and a council representative will be expected to provide the latest information available in regard to the local authority.

It is important to ensure that District Emergency Centre is updated regularly on proceedings in Gold Control and on decisions which have been taken which might have implications for the Council.

Obviously, the time taken at meetings in Gold Control and the frequency of them is variable, but it is likely that they will be held hourly in the first instance, and their duration might be 30 to 40 minutes. As recovery progresses the frequency of formal meetings is likely to reduce and their duration may also become shorter.

The meeting will not expect the council representative to be an encyclopaedia of information and it is fully expected that representatives will have to refer back to their DEC for information. This also allows advice to be sought on specific problems as they come to light. There will be expectation to provide the required information if at all possible by the time of the next meeting.

Physical space, including a table, chairs and telephone will be made available to each organisation represented in the Gold Control. It is expected that there will be considerable networking between the different agencies represented there and the raising and answering of queries directly with other organisations, if necessary after consultation with DEC.

To ensure continuity and to give a proper level of admin support to the council representative, it is highly desirable that a second person is appointed to assist whenever resources allow. This is particularly important when there are frequent formal meetings. Administrative duties will consist of log keeping, answering the telephone, recording new information which comes in and making enquiries as well as carrying out ancillary tasks which have been allocated. As space is usually very limited, attendance by more than 2 persons would not normally be welcomed.

It is highly desirable that a portable 'phone / fax' or lap top computer with remote access to the council's e-mail service is taken to Gold Control to assist communications between the council representative and DEC.

Long periods of duty in Gold Control can be very draining, but too frequent a change of personnel has an adverse impact on continuity. A proper balance on actual time spent in the control needs to be struck, but a phased changeover will always be necessary to ensure that we derive the maximum benefit from our inclusion in the discussions and that neither individuals nor the Council is embarrassed by a lack of briefing. Wherever possible, shifts of eight hours duration in a Gold Control, plus 30 minutes for a period of hand-over should be aimed for. In extreme conditions when there are severe staff shortages, twelve-hour shifts, plus 30 minutes for hand-over could be worked but this should be seen as a short-term solution only. Periods of duty exceeding 12 ½ hours are not acceptable.

Members of staff who represent the council in Gold Control will be seriously handicapped in fulfilling their roles if they do not have routine information on hand to respond to basic queries. Equally, they need to be included in the circulation lists of briefing documents and press releases to ensure that they are fully up to date with developments and are aware of 'lines' being taken by the council.

The Police will only maintain a 'Gold Control' whilst they can see direct benefits from continuing its operation. Following major events, recovery procedures will go on for some time, possibly for weeks or even months and the 'Gold Control' function will have ceased long before this time. Overall control of specific aspects of the operation will pass to other organisations, usually the Local Authority.

Gold Control's members are the Chief Officers of the principal organisations involved in emergency planning and response. At times of emergency the Gold Group will consist of those managers whose organisations have a significant role. The Group will review progress, address key issues raised and determine the strategy for a continuing response. The Gold representative needs to be a strategic thinker and will be responsible for the collaborative development of a multi-agency strategy. The council's Gold representative needs to be empowered to make decisions on behalf of the council and have a detailed knowledge of the council's operation at a strategic level.

In view of the key role of co-ordination of the Police it is anticipated that, initially at least, the Assistant Chief Constable will be the focus and lead the Group in most emergencies. As the response develops, or the focus changes, the Group may decide to change the leadership / chairperson to the most appropriate manager to suit the prevailing circumstances.

It is likely to be the local authority that is given the lead when the response phase ends and moves to the recovery phase of the incident.

The Group meet regularly to review policy and the state of emergency planning procedures, and to direct resources for emergency planning preparedness, maintenance, improvement and development.

Opening Up of the Office Out of Hours

For access to the Civic Centre / Council House facilities outside office hours contact the Duty Curator via the Community Alarm Service.

There is also 24 hour access to Streets Corner Response Centre.

Strategic Incident Management Checklist

Summary of Incident -		
(For use by CMT)		
Checklist	Person Responsible	Contact Number
Incident Log - start a log for the incident - note <ul style="list-style-type: none"> • times • names • information • decisions made • actions taken 		
Communications Strategy Informing staff - elected members - external organisations - regional Government - public		
Internal Command and Control - activate the District Emergency Centre - DEC Manager		
Incident Management - obtain situation report (SITREP) - resource requirements - liaison with other organisations - mutual aid		
Business Continuity - impact on normal business activities - statutory duties - financial concerns		

Tactical Level

District Emergency Centre – (DEC) Introduction

The District Emergency Centre – the DEC, will be opened when an incident becomes too large to be handled effectively in a Service Area office. The DEC is part of the Resilience Unit and detailed information on how it operates, equipment available and back-up information is contained in the District Emergency Centre Operating Procedures.

The purpose of the DEC is to provide a central location from which our response to an incident can be co-ordinated. The centre will also be a focal point for the gathering of, and requests for information.

Access to the DEC outside office hours will be via the Duty Curator and contact arrangements are contained in the Council's Emergency Contact booklet.

The District Emergency Centre includes the interview room which will be used by the Communications Team during an emergency.

District Emergency Centre Manager

The DEC Manager has to:

- to ensure that resources are supplied to assist in the management of the incident
- to provide a response to the media and information to the public
- to co-operate with neighbouring Chief Executives during cross boundary incidents
- to liaise with Government Departments, Emergency Services, The Utilities and Volunteer Organisations as necessary
- to liaise with Members as necessary
- to ensure that adequate records are kept of the incident response and to safeguard them after the emergency has ended in case evidence for legal proceedings or public enquiries reasons
- to send appropriately authorised officers to Gold / Silver Control and to the incident site and to ensure they have regular updates on decision making progress.

District Emergency Centre Support Team

The District Emergency Centre Support Team is the key team in the response to emergencies. At times of emergency, Team members are called out to mobilise and co-ordinate the initial activities of all the non-emergency services.

The DEC Support Team comprises of a Manager and, if required, other senior officers from appropriate council services. It is led, when necessary, in its initial considerations by the DEC Manager or by a nominated Executive Director or Senior Manager in their absence.

The common objectives for all members relate to both preparing for and responding to emergencies. They are to:

- **carry** out operations according to the principles of the Emergency Plan and co-ordinate the resources available in the most effective and efficient manner
- **provide** the fullest support to all organisations, services and individuals to enable them to devote their efforts to their primary tasks
- **promote** awareness of the Emergency Plan and the role of the participants and individuals in all aspects of the DEC Support Team's activities.

The team will focus mainly on three areas:

- **information and communication**
- **welfare**
- **emergency works and support.**

Escalation Process

Prompt action to escalate an incident report is essential in gaining control and the Chief Executive's Office will, upon receipt of such information, alert the Chief Executive and Duty Executive Director, who will:

- review the information to hand
- seek to quickly convene a meeting of relevant managers
- activate the District Emergency Centre
 - appoint DEC Manager (from a pool of experienced managers)
 - contact the internal volunteers
- facilitate the engagement / withdrawal of employees required during a response to a major incident
- alert the Corporate Management Team (CMT), the DEC Support Team and Service Response Teams who will:
 - ensure officers, equipment, accommodation and transport to support the response as appropriate
 - mobilise and direct employees, equipment, accommodation and transport
 - liaise with other Service Areas and external agencies as appropriate
 - brief and advise CMT and Service Response Team.

Service Liaison Officer (DEC)

When the District Emergency Centre is open each of the affected Service Areas will provide a Service Liaison Officer who will be located in the Centre (or Resilience Unit office) to provide professional input to discussions / decisions / communication. See schematic on page 2-2 and 2-3.

The Service Liaison Officer will be an experienced member of the Service Area and be involved at a sufficiently senior level of management to make decisions without the need to seek approval from the Directorate Management Team.

The Service Liaison Officer will:

- consider the scenario and determine the impact on their Directorate
- alert the Service Area Management Team as to the seriousness of the incident and request that resources be freed to ensure an appropriate level of response
- seek solutions to problems identified relevant to the Service Area
- maintain a log of decisions and actions during the event
- feedback problems / issues affecting the Service Area as part of the overall response of the council.

The (Duty) Resilience Officer

There is a Duty Resilience Officer available 24hrs a day, 7 days a week, 365 days a year in Walsall Council.

Main duties are to:

- receive incident reports, alerts
- determine an appropriate level of response
- consider an appropriate method of escalation should the incident increase in scale and seriousness
- liaise with the emergency services, central government and other support organisations
- receive requests for Local Authority assistance from the emergency services – plant and equipment, representative for police Gold / Silver Control etc
- consider the needs of vulnerable citizens in the community
- liaise with all affected Service Areas within the Authority
- producing timely situation reports to Members, CMT and responding officers
- arrange for the District Emergency Centre to be opened and staffed accordingly
- arrange for the opening of, transportation to and staffing of an emergency Rest Centre(s)
- facilitate the provision of beds and bedding at the Rest Centre(s)
- advise the strategic management team as required
- resolve emergency response issues that may arise
- consider if the First Stop Shop bus is required at the scene of the incident.

Note – if the incident escalates to a level where it is necessary to open the District Emergency Centre – most of these tasks will be carried out by the District Emergency Centre Manager. The (Duty) Emergency Planning Officer will remain in an advisory role.

Duty Forward Liaison Officer -

Roles and Responsibilities

Role

- to attend the incident site to become the eyes and ears of the council on site
- to obtain a risk assessment report (verbally) from the emergency services' incident control point regarding site safety (record an entry in log book)
- to act as liaison officer between the Emergency Services and Utility Organisations and the Council's employees and/or service providers on site
- to keep the Duty Resilience Officer briefed
- to assist the emergency services to evacuate members of the public having liaised with the Duty Emergency Planning Officer regarding council-provided transportation / rest centres.

Responsibility

1. Obtain the following information before departing to attend the site:
 - time of incident
 - nature of incident to include key Health, Safety and Wellbeing issues
 - if emergency services are in attendance the location of the Control Point / RVP
 - directions for safe approach to site
 - other council officers on site if known.
2. On arrival at site:
 - report to the emergency services Control Point / RVP and be briefed
 - be guided as to Health, Safety and Wellbeing issues on site
 - establish communications with Duty Emergency Planning Officer
 - maintain a log of events / actions / etc.
 - liaise with council services as appropriate including the Duty Emergency Planning Officer for the opening of a rest centre, transportation needs, additional assistance etc.
 - alert District Emergency Centre if you observe issues regarding employees Health, Safety and Wellbeing.
3. On termination of the incident:
 - advise the Duty Emergency Planning Officer that you are about to leave the site
 - advise all interested parties that the council has withdrawn from site
 - finalise the log.
4. Post Incident debrief:
 - attend the debrief
 - report on findings and contribute to a lessons learned report.
5. Training:
 - attend appropriate training events and exercises.

6. Clothing and Equipment:

- appropriate PPE should be worn
- ensure familiarity with equipment provided
- report faults to Resilience Unit ASAP
- ensure that communications equipment is fully charged and operational.

This list of roles and responsibilities is not exhaustive.

Police Silver (Tactical) Control

The Silver Commander will operate from a Silver Control, usually near the scene. The Commander will be responsible for formulating a tactical plan to carry out the strategy of Gold.

It is recognised that because of the different responsibilities of the services at the scene of an incident, the silver commanders may be at separate locations. When this happens, a liaison officer should be appointed to provide close co-operation between the Commanders. That officer should have full authority to act on behalf of their Organisation, in line with the policy of Gold.

(See 3.4 for more information)

Duty Press Officer

There is a Duty Press Officer available 24 hours a day, 7 days a week, 365 days a year in Walsall Council.

Main duties are to:

- provide an out of hours media management service during emergencies
- liaise with the Duty Resilience Officer and regularly update corporate communication channels
- keep the Duty Resilience Officer and chief officers briefed on media interest and coverage
- liaise and support media officers from the emergency services dealing with the emergency
- update external corporate communication channels to inform the general public, including the website, Twitter, Facebook etc.

Tactical Incident Management Checklist

Summary of Incident -

(For use of DEC Manager / Service Area Manager)

Guidance only - Officers should also refer to Service Area response Plans

Checklist	Person Responsible	Contact Number
<p>Incident Log</p> <ul style="list-style-type: none"> - start a log for the incident - note <ul style="list-style-type: none"> • times • names • information • decisions made • actions taken 		
<p>Communications Strategy</p> <ul style="list-style-type: none"> - keep PR informed - liaise with staff on scene - external Organisations - escalate issues 		
<p>Internal Command and Control</p> <ul style="list-style-type: none"> - activate the District Emergency Centre - DEC Manager - support staff roster arrangements 		
<p>Incident Management</p> <ul style="list-style-type: none"> - contribute to situation report (SITREP) - issue on scene - resource requirements - liaison with other organisations - mutual aid 		
<p>Business Continuity</p> <ul style="list-style-type: none"> - impact on normal business activities - escalate issues 		

Operational Level

Service Response Team (SRT)

The Service Response Team shall be formed for each service that is involved from the Service's Management Team, with other Officers co-opted according to the nature of the emergency as necessary. (See 2-2, 2-3 for more information)

Remit

The Team shall be collectively responsible for:

- continuing with the management of the Service's activities during a response to a major incident
- facilitating the engagement / withdrawal of employees required during a response to an emergency
- supporting the activities of CMT and the DEC Support Team
- providing Officers, equipment, accommodation and transport to support the response as appropriate.

The SRT has delegated authority to:

- mobilise and direct employees, equipment, accommodation and transport
- liaise with other Services and external agencies as appropriate
- brief and advise the CMT and the DEC.

Operational Arrangements

The Service Response Team will be supported by members of the admin support team and other officers as required. They will:

- collect, collate and disseminate information
- maintain records of events and actions taken
- monitor progress
- secure clerical, communication and IT support
- carry out other tasks as may be assigned by the CMT.

Police - Bronze (Operational) Control

Bronze Commanders will control and deploy the resources of their respective service within a geographical sector or specific role to implement the tactics defined by Silver.

As the incident progresses, and more resources attend the RVP (Rendezvous Point) the level of supervisors will increase in proportion. As senior managers arrive, they will be assigned functions within the Gold - Silver - Bronze structure. Within the Police service, the officer who began the role will remain with his or her supervisor to maintain continuity of policy and to act as staff officer. The Fire Service will invariably redeploy that officer to other duties. It is important that the titleholder wears a uniquely identifiable tabbard and passes it on to their successor.

The emergency services will appoint a number of 'Bronze' officers who will perform various supervisory functions depending on the areas of operation designated by 'Silver.'

Ambulance Bronze Commanders will display the tabard 'Forward Incident Officer'.

Local Authority officers at the scene will wear suitably marked clothing to identify themselves.

(See 3.4 for more information)

Communication

Media and Public Information

Disasters contain the very essence of ‘hard’ news. This involves ordinary people, with whom everybody can identify, who have become victims of extraordinary and terrible events. Few stories have such a powerful attraction for the reader, listener or viewer – and therefore the media.

Media and public information handling must be regarded as an integral part of the council’s Emergency Plan and Response. All managers must be aware of the role, direct and indirect, that they could be called upon to play.

Good media and public information handling can deliver:

- sympathetic coverage for the victims, generating support from opinion formers and the wider community
- positive coverage of the work of the emergency and relief workers, reinforcing morale, and developing public understanding of their difficulties
- public confidence in the handling of the aftermath
- a fund of goodwill among the media for help with publicity, or for restraint
- the high moral ground from which to deal with misbehaviour.

Principles

- **openness** - Sharing all relevant information with the media
- **honesty** - No speculation, we tell it like it is
- **accuracy** - Incoming and outgoing information should be accurate
- **immediacy** - As soon as we have cleared information the media should have it
- **professionalism** - A poor attitude is dangerous
- **courtesy** - Treat media as we would expect to be treated
- **understanding** - Tune into the media needs and make them aware of ours.

Needs of the Media

The media will require:

- access to the site of the emergency
- a regular flow of accurate information
- interviews with a variety of people
- interviews with victims, if there are any
- photographs of those involved
- personal details, employment history, etc of council staff and Elected Members involved, including spokespersons
- maps, plans, designs and photographs of property involved
- detailed factual information of the site
- detailed history of the site, event or issue
- detailed facts of the Services / Agencies involved.

Managers must be prepared to supply as much as possible of the above details for PR commensurate with prevailing circumstances and resources available. This requires knowledge of where the information is stored, how dated it is, and how to access that information quickly.

Managing Communications

One main media spokesperson for the council must be appointed before the first news conference and should continue to hold that position throughout the duration of the emergency, remaining constantly accessible and free from other pressures.

The spokesperson should be a senior officer, knowledgeable about the council, authoritative, confident with the media, articulate and calm under pressure.

The spokesperson should not be someone who is inaccessible, does not keep to a brief, speculates openly, talks 'off the record' or gets easily flustered.

The PR facility within the EPU is in room 39a.

Helplines

Helplines **will not** be set up as a routine response to any emergency. The need must be assessed on each occasion by the CMT and the Service Area most directly involved.

In any event, there must be full consideration of the appropriate time required to set up, to brief operators and to establish administrative and back-up procedures.

The lead Service Area will take responsibility for all briefings, the updating of information and administrative procedures beyond logging basic details.

Helplines **will not** take over the role of Police contact lines for Casualty Bureau. Walsall Council help lines will be established where there is a need to:

- receive information relating to council services
- convey information to citizens and customers
- provide support and, where necessary, advice on counselling services to callers.

Helplines **will not** be free phone numbers. They will not be advertised on a blanket coverage basis, but will be made available through local media to those most closely effected.

Helplines do not remove the obligation for prompt and proactive outward communication using all media channels.

There are two options of running help lines – either run internally or outsourced.

Use of Walsall Council Helplines

Walsall Council will set in place its own helplines where:

- the Service involved can resource this
- the matter is too sensitive, politically or otherwise, to be outsourced
- a more detailed and interactive response is required e.g. logging / ordering repairs, food safety information, etc.

There should be a pool of trained staff to cover a helpline. These may be drawn from all Service Areas.

In setting up the help line(s) the hours of operation must be clear at the outset i.e. office hours / weekends / evenings, etc and staff resources must be deployed accordingly. Back-up staff to cover meal and other breaks are likely to be required.

Warning

No communications system is secure from eavesdroppers. Radio scanners capable of receiving Police, Fire, Ambulance and Local Authority radio transmissions are readily available. Similarly, fax scanners can be quickly brought to the scene to intercept information transmitted between the services and agencies. This should be borne in mind when wording any transmission, including cellular telephone conversations, which may contain sensitive information.

Social Networking

During office hours the Communications Team operate a “Social Networking Rota”. The Duty Officer monitors Facebook and Twitter and where necessary replies to general enquiries which could come from members of the public to business owners. Out of office hours, the Duty Press Officer has the responsibility to continue to monitor social networks.

During an incident it is the responsibility of the Duty Press Officer to update social network channels with the latest information, this includes pointing viewers to sources of information from other organisations. If during an incident information appears on the social network sites which could help emergency planners with their response, it is the duty of the Duty Press Officer to pass that information onto the Duty Emergency Planning Officer.

Twitter: @WalsallCouncil

Facebook: Our-Walsall

Situation Reports

Each service area should briefly describe the situation as it affects its own operations and, if necessary, mention those matters for which it requires the assistance or co-operation of others.

Resilience Situation Report

From	Resilience Unit	Title / Role	Duty Emergency Planning Officer
Telephone	01922 652026	Fax	01922 616213
Date		Time	
Next Update Due		Contact Name	

Incident Details

(What, When and How)

Council's Response

(Who attended, When)

Impact on Local Area / Community

(Disruption, Impact)

Predicted Escalation

(How the incident and the council's response is likely to develop)

PR / Health and Safety Issues

(Level of media interest – Workforce / Public / Contractor Safety)

Distribution List

	Recipient	Fax	E-mail
1.	Chief Executive		
2.	Corporate Management Team (to forward to Senior Managers)		
3.	Principal HR Manager SHaW		
4.	Communications Unit		
5.	Community Alarm Service		
6.	CCTV		
7.	Switchboard		
8.	Duty Forward Liaison Officers		
9.	Elected Members		
10.	Staff involved / interested		

Section 4

External Organisations Roles and Responsibilities

Emergency Services - Police

<p>Police - co-ordination</p>	<p>The primary areas of Police responsibility at a major incident are:</p> <ul style="list-style-type: none"> • the saving of life in conjunction with the other emergency services • the co-ordination and communication between the emergency services, local authorities and other organisations acting in support at the scene of the incident or elsewhere • to secure, protect and preserve the scene, and to control sightseers and traffic through the use of cordons. <p>Inner Cordon The inner cordon defines the scene of the disaster. Both the Police and Fire Brigade have responsibilities in respect of the inner cordon.</p> <p>Outer Cordon Seals off an extensive controlled area surrounding the rescue zone. All access and exit points will be controlled and persons requesting access vetted. The control / command vehicles of the emergency services must be positioned between the inner and outer cordons.</p> <p>Traffic Cordon Deployed at or beyond the outer cordon preventing vehicular access to the area surrounding the scene:</p> <ul style="list-style-type: none"> • the investigation of the incident and obtaining the securing of evidence in conjunction with other investigative bodies where applicable • the collation and dissemination of casualty information • the identification of the dead on behalf of HM Coroner • the prevention of crime • short term measures to restore normality after all necessary actions have been taken.
<p>First Police Officer on Scene</p>	<p>The immediate responsibility of the first Police Officer to arrive at the scene is to assume interim charge of Police resources and to ensure that the other emergency services are informed if not already in attendance. The priority is to assess and inform, and not to get personally involved in rescue work:</p> <ul style="list-style-type: none"> • this officer must pass the following information by radio to their control room without delay. The mnemonic 'CHALET' has been devised to help them: <p>Casualties Approximate number of casualties - dead, injured and uninjured.</p> <p>Hazards Present and potential.</p> <p>Access Best access routes for emergency vehicles and suitable provisional rendezvous points.</p> <p>Location The exact location of the incident, using map references if possible.</p> <p>Emergency Present and required.</p> <p>Services</p> <p>Type the type of incident with brief details of types and numbers of vehicles, trains, buildings, aircraft, etc.</p> <ul style="list-style-type: none"> • the officer must then commence a written log and maintain radio contact with their control room to co-ordinate the response of the Police and other emergency services until relieved by an officer of more senior rank • liaise with other emergency services at the scene.

<p style="text-align: center;">Police Roles and Responsibilities at a CBRN Incident</p>	<p>At a major CBRN (Chemical, Biological, Radiological, Nuclear) incident</p> <p>The Police Service will:</p> <ul style="list-style-type: none"> • be responsible for the overall co-ordination of the emergency response to any incident • decide whether to ask the Director of Public Health (in the Primary Care Trust) to convene a Health Advisory Team (HAT) to support the strategic response to the incident • take responsibility for safety management within the inner cordon incidents • until it is determined otherwise, treat the site as a crime scene • maintain the integrity of the scene and cordons • ensure that people who are unprotected by appropriate level PPE, do not enter the inner cordon • ensure that where the contamination is the result of a suspected criminal act, correct evidence collection, labelling, sealing, storage and recording procedures are carried out in respect of property • identify and supervise a safe holding place for this property • be responsible for deciding at what point it may be safe to return property to its owners • provide hospital security and documentation team (in PPE if appropriate) • decide whether to seek any assistance under the arrangements set out in the MoD publication, <i>Military Aid to the Civil Community</i>.
<p style="text-align: center;">Police Casualty Bureau</p>	<p>Police will provide a Casualty Information Bureau, which is the only place that will collate accurate details of dead, surviving and evacuated persons. It is imperative that no officer elsewhere gives details of casualty numbers to the press.</p> <p>Bureau staff will receive detailed information from the scene, rest centres, hospitals and the mortuary. At the same time, enquiries will be received from relatives of persons who are believed to be involved in the incident. They will sort, collate and search enquiry cards, casualty cards and rest centre forms in order to match casualties or uninjured survivors with enquiries.</p> <p>Where a match is made they will contact the enquirer and inform them of the condition and whereabouts of the person concerned. If the information is of a delicate nature, it will be delivered by a personal visit from a Police Officer.</p> <p>The Bureau does not close until all the casualties have been identified, all next of kin have been informed, and telephone enquiries have diminished to a level where they can be dealt with by the local Police Division.</p>
<p style="text-align: center;">Police Investigation</p>	<p>Every incident may be the subject of an investigation whether for HM Coroner, a Public Enquiry or Civil or Criminal Court proceedings. Almost every incident occurs as a result of human or mechanical fault, consequently every incident is potentially a crime scene, the most serious being homicide.</p> <p>Retention of Evidence</p> <p>These hearings will require evidence of the highest quality. This can only be gathered if the scene is secured as soon as possible and anything which can be reasonably anticipated to be required as evidence is preserved and not damaged, moved or disposed of without reference to the Senior Investigating Officer.</p> <p>Depending upon the nature of the incident several different agencies may undertake their own investigation. They may all attend the scene with video / photographic teams and technical experts.</p> <p>Notes</p> <p>Each agency may have different criteria as to what is admissible evidence. The Police will need to obtain evidence of the highest standard for court and will require all evidence is left in situ unless the threat to life prevents this. Accurate notes of what transpires at the scene will need to be made.</p>

Fire and Rescue Service

<p>Fire and Rescue</p>	<p>The primary areas of Fire Service responsibility at a major incident are:</p> <ul style="list-style-type: none"> • life-saving through search and rescue • fire fighting and fire prevention • rendering humanitarian services • providing and/or obtaining specialist advice and assistance where hazardous materials are involved • salvage and damage control • the provision of specialist equipment, e.g. pumps, rescue and fire-fighting equipment • safety management within the inner cordon (rescue zone).
<p>Fire</p>	<p>The officer in charge of the first attendance will take all measures necessary, as detailed in Brigade orders and Instructions, including:</p> <ul style="list-style-type: none"> • an assessment of the effectiveness of fire fighting or other measures carried out before their arrival • the identification of the risks associated with the location • the forming of a plan of action to deal with the developing situation • deciding on appropriate additional resources • the taking of effective command and the issue of instructions to effect the plan of action • maintaining operational command of the fire fighting and rescue operations within the rescue zone • evaluation of the situation and any potential for development, preparing to brief a more senior officer on the incident, the Police and Ambulance Service Officers and Local Authority Forward Liaison Officer attending; and liaise with other emergency services at the scene.
<p>Fire Service Role at CBRN Incident</p>	<p>The Fire Service</p> <p>The Fire Service will:</p> <ul style="list-style-type: none"> • carry out scene assessment in consultation with the police • perform urban search and rescue • agree the boundary of the inner cordon with the Police and determine the boundary of the outer cordon, subject to the best medical and other inter-agency advice available and determine initial access arrangements • co-ordinate scientific advice in consultation with the police • co-ordinate hazard assessment in consultation with the police • provide emergency decontamination • support the ambulance service decontamination process • within the terms of the Memorandum of Understanding between the Office of the Deputy Prime Minister and the Department of Health, work with the ambulance service to provide a mass decontamination service • take responsibility for safety management within the inner cordon, other than at terrorist incidents • supply personnel with PPE and equipment for activity inside the inner cordon • assist with the mitigation of the effects of hazardous materials • minimise the impact on the environment during the emergency phase of an incident, in liaison with the Environment Agency.

The Ambulance Service

<p>Ambulance Service - Care and Transportation</p>	<p>The primary areas of Ambulance Service responsibilities at a major incident are to:</p> <ul style="list-style-type: none"> • save life in conjunction with the other emergency services • provide treatment, stabilisation and care of those injured at the scene • provide sufficient ambulances, medical staff, equipment and resources • establish effective triage points and needs of the injured • provide a focal point at the incident for all NHS and other Medical resources • provide communication facilities for NHS resources at the scene, with direct communications links to hospitals, control facilities and any other agency as required • nominate and alert the receiving hospitals from the National Health Service Executive Regional Officer's list of hospitals to receive those injured • provide transport to the incident scene for the Medical Incident Officer (MIO), Mobile Medical / Surgical Teams and the equipment • arrange the most appropriate means of transporting those injured to the receiving and supporting hospitals • maintain emergency cover throughout the area, and return to a state of normality at the earliest time.
<p>First Ambulance Officer on Scene</p>	<p>The first Ambulance may arrive on scene before the Ambulance Incident Officer (AIO). The following procedures will be adopted:</p> <ul style="list-style-type: none"> • report arrival on scene to Ambulance Control • confirm incident appears to be 'A Major Incident' • liaise with other emergency services at the scene • provide Ambulance Control with a detailed situation report • request Ambulance / Medical resources required pending the arrival of the Ambulance Incident Officer. <p>Consideration will also be given to the need for a Medical Incident Officer, Medical Teams and Incident Response Units.</p>
<p>Ambulance Service Role at CBRN Incident</p>	<p>The Ambulance Service will:</p> <ul style="list-style-type: none"> • notify the relevant Accident and Emergency departments, the PCT(s), and the Health Protection Agency, that a major CBRN incident has occurred and advise of likelihood of self-presenting patients to these services • decontaminate casualties, together with the Fire Service in accordance with the nationally agreed Memorandum of Understanding • provide immediate treatment and reassurance to any casualties or potential casualties at the scene • whilst wearing appropriate PPE, take charge of ambulance decontaminated casualties from the Fire Service • with other health professionals, carry out medical assessments to determine necessary further treatment • provide clinical advice and assistance to the Fire Service regarding any casualties with additional injuries or clinical signs resulting from cross-contamination; treat these casualties and provide transport to hospital • provide limited patient triage and treatment at the inner cordon prior to decontamination • arrange for the deployment to the site of the incident (or other appropriate sites) of any necessary antidote, treatment and modesty pods from the national NHS resource.

Casualty Clearance

Categories

A primary responsibility of the emergency services at a major incident is the recovery and documentation of casualties. Casualties fall into one of four categories:

- uninjured
- injured
- dead
- evacuees.

Uninjured

These people will have been involved in the incident but will not necessarily want or require hospital treatment. However it should be noted that:

- they have been involved in a traumatic experience and although not requiring urgent medical attention, they should be closely monitored and if possible checked by Ambulance and Medical personnel.
- they will all be witnesses and the Police will need to collate their details for the benefit of the Casualty / Crisis Information Bureau as well as the Senior Investigating Officer. This can be done at the Rest Centre or HAC's.

The Rest Centre will be staffed via Local Authority and supported by voluntary agencies. Police investigators can begin to interview witnesses and Police Silver can decide whether it is necessary to document fully every single survivor. The centre needs to provide shelter, first aid treatment, welfare support, communications and room for documentation. Evacuees will be registered and the list provided to the Police for casualty bureau purposes.

Injured

These people need to be rescued from the scene as quickly and safely as possible by the Fire Service, who must be mindful of the requirement of the medical teams on site. The Ambulance Service will then:

- administer immediate aid to the patients
- transport them to the receiving and support hospitals
- the Police will need to record the names and details of the injured for onward transmission to the Casualty Information Bureau. There will be a number of Police Officers at the Accident and Emergency Department.

Casualty Triage and Documentation

To work an effective triage system on scene, and to minimise delay in evacuation by lengthy documentation, it is essential that all casualties are prioritised and labelled in accordance with the nationally accepted Casualty Triage Labels.

The standard labelling of patients covers three categories:

- immediate first priority - Orange / Red
- urgent second priority - Yellow
- delayed third priority - Green.

It is particularly important that details of any drugs or treatment given on site are recorded and that the record is kept with the patient for identification on arrival at the receiving hospital.

Deceased

The dead should not be moved unless:

- that is the only way of reaching a live casualty
- if the dead body is likely to deteriorate due to environmental hazards such as fire.

Dead bodies must otherwise be left in situ until the evidence gathering stage begins. All the emergency services have a legal obligation to HM Coroner to provide evidential continuity of the handling of a dead body from its location at the incident through its recovery, to the post mortem examination.

If only one officer has handled the corpse, then continuity is simple to establish. If several officers, perhaps from different services, have handled the corpse then they will be required to provide statements and continuity evidence regarding that corpse.

West Midlands Police can provide a specialist Body Recovery and Identification Team who are trained and experienced in this aspect.

Once recovered, bodies will probably be removed in the first instance to a Body Holding Area, which should be treated as a crime scene, where they will be collated before transfer to the mortuary. At the mortuary, teams of Police Officers work with the pathologist and other specialists to ascertain the identity and cause of death of the deceased, and provide security.

The Acute NHS Trusts will:

- liaise with the Ambulance Service about the level of resources needed as a result of the incident, and where necessary, and practicable, supply an on site Medical Incident Officer
- liaise with the Ambulance Service to receive casualties from the incident for further medical assessment and necessary treatment. There may be a need to also provide decontamination of casualties who arrive independently of the Ambulance Service.

The Health Service

The Primary Care Trust(s) (or successor body) will:

- co-ordinate the NHS operational response to the incident during the acute and recovery phases
- where practicable, provide incident medical officer(s) / nurses to liaise with the emergency services and Local Authority to oversee the administration of antibiotics and/or chemical agent antidotes at the scene, and to provide medical assistance and follow-up advice at rest centres and holding areas to treat, monitor and reassure casualties (including those who self-present)
- through the Director of Public Health, and at the request of the police, set up a Health Advisory Team (HAT) to offer advice to the multi-agency strategic co-ordination group about public health issues, including information which is suitable for the media or the public
- together with the Health Protection Agency, monitor the health of all responders and those affected and implement measures to ensure the general public are protected and kept as informed as possible
- provide media support to the police and other agencies regarding the likely impact of the incident on public health and local health services
- liaise with the Health Protection Agency.

The Health Protection Agency (HPA) will:

- provide expert assessment and advice to other agencies, and the public, on the public health risks (immediate and long term) of the incident, and any necessary steps (e.g. the containment of exposed individuals, the provision of antidotes / antibiotics or other necessary follow-up and treatment / preventative measures) to mitigate those risks
- when necessary become a member of, and where appropriate chair, the Health Advisory Team (HAT) to offer advice to the multi-agency strategic co-ordination group about public health issues, including information which is suitable for the media or the public, support the PCT media response, providing expert advice on the risks to public health, and any necessary steps to reduce those risks
- liaise with the Food Standards Agency (FSA), the Environment Agency and Water Companies on all relevant aspects of the release of contaminants and their containment
- together with the PCT(s), monitor the symptoms of people self-presenting at hospitals and G.Ps' surgeries, to ensure that medical evidence of biological releases is identified as quickly as possible, and to ensure any necessary follow up studies and treatment are carried out
- where appropriate, investigate breaches of environmental regulation and report these for consideration of prosecution
- support the emergency services, Local Authority, water authorities and the Food Standards Agency in dealing with all environmental issues.

HM Coroner

The role of Coroner is defined by statute. The Coroner has to determine who has died and how, when and where the death came about in relation to those bodies lying within his district who have met a violent or unnatural death of unknown cause. This function is regardless of whether or not the cause of death arose within his district and is normally undertaken at a formal inquest.

The powers and duties of Coroners do not vary with the number of people who are killed or the circumstances in which the deaths occur.

Only the Coroner may authorise the moving of a body at the scene of an incident and only the Coroner may authorise a post-mortem and the release of a body to relatives. The Police act as the Coroner's officers when dealing with families of fatalities arising from an incident.

The Temporary Mortuary Plan will be activated at the request of the Coroner. (Environmental Health), will ensure this is carried out to the plan's specifications.

HM Coroner will:

- in consultation with their relevant Local Authority and Chief Constable, initiate the establishment of the emergency or temporary mortuary
- authorise the removal of bodies
- authorise the examination of bodies to find a cause of the death
- chair the identification commission and take all reasonable steps to identify the deceased
- where necessary, organise the collection of data concerning those bodies which may be irrecoverable but who are believed to be have died in the event
- liaise and co-operate with other coroners who may also have, in their districts, bodies from the same event
- authorise the disposal of those bodies after appropriate examination and documentation is complete
- at all times, liaise with the relevant emergency services and government departments.

Lead Government Departments

The Cabinet Office's Civil Contingencies Secretariat is responsible for taking the immediate lead and then for ensuring that one department is confirmed as the lead government department.

Lead Govt Dept.	Scenario	Lead Agency
Cabinet Office	If incident is too wide-ranging to be handled by a single department – or where lead is not clear.	Civil Contingencies Secretariat
	Civil Defence	Civil Contingencies Secretariat
	Major public order incidents	LGD
	Major software attack	LGD
Home Office	Terrorism (CBRN/Siege/Hostage)	HO Terrorism and Protection Unit
	Electronic Attack	National Infrastructure Security Co-ordination Centre (NISCC)
Dept for Environment Food and Rural Affairs (DEFRA)	Flooding	Environment Agency
	Radiation Hazards	RIMNET / Environment Agency
	Consequences of CBRN incident	Environment Agency
	Severe Storms and Weather when effect is flooding	Environment Agency
	Major explosions arising from landfill gas	Environment Agency
	Serious Industrial Accidents - and pollution arising	Environment Agency
	Dam failures	Environment Agency
	Disruption to supply chain - food water waste	Food Standards Agency and Drinking Water Inspectorate
	Animal Disease and Welfare	State Vet Service
	Food Contamination	Food Standards Agency
Drinking Water Contamination	Drinking Water Inspectorate	
Plant diseases		
Dept. for Transport (DfT)	Marine and Coastal Pollution	Maritime and Coastguard Agency
	Emergencies on offshore installations	Health and Safety Executive
	Search and Rescue	Maritime and Coastguard Agency
	Severe Storms and Weather on transport	Health and Safety Executive
	Transport Accidents – shipping, air transport and land transport	Health and Safety Executive
	Illegal storage of fireworks	Health and Safety Executive (over 7.5 tons – less LA)
	Pollution to ground and surface water, marine	
	Coastal	
Marine salvage		
Dept. Trade and Industry (DTI)	Civil Nuclear Accidents	Environment Agency
	Satellite Incidents	British National Space Centre
	Severe Storms and Weather on power systems	_____
	Disruption to supply chain - Manufacturing - Oil, Gas and Electricity	_____
Ministry of Defence (MoD)	Defence Nuclear installations and defence of nuclear material in transit.	Consequence management – Dept for Environment
	Military shipping and aircraft, civil aircraft at sea and on land when location is not known.	Military
	Unexploded wartime ordnance	Military
Dept. of Energy and Climate Change (DECC)	Radiation Hazards (arising outside the UK)	DEFRA and Environment Agency
	Civil Nuclear	
	Accidental release in transit	
Dept. for International Development (DFID)	Overseas disasters – UK assistance sought	_____
Dept. for Culture Media and Sports (DCMS)	Disasters in sports ground	_____

Civil Contingencies Secretariat (CCS)	Satellite incidents	_____
	Serious industrial action	_____
Ministry of Justice	Emergencies in Crown dependencies	_____
Communities and Local Councils (CLC)	Earthquakes	Consequence management - various agencies
Consequence management - various agencies	Disruption to supply chain -medical	_____
	Infectious Diseases	Public Health Lab Service

The Civil Contingencies Secretariat

The Civil Contingencies Secretariat was not set up to manage all crises, nor is it resourced or designed to do so. The CCS role, under the leadership of the Civil Contingencies Committee (CCC), is to provide the central focus for the cross-departmental and cross-agency commitment, co-ordination, and co-operation that will enable the UK to deal effectively with disruptive challenges and crises. This focus goes beyond the first response and consequence management and applies to our systems for anticipating and identifying new challenges, for assessing risks. It embraces planning, preparing and exercising for crises so that we build up our resilience to them. It also has a role in identifying lessons learned from particular events, disseminating them to interested parties and for applying systematically the lessons learned.

In the event of an emergency of a scale or kind that the Lead Government Department (LGD) deems to require central involvement, the CCS will engage so as to enable the departments' Ministers and senior officials to concentrate on strategic decisions. Key objectives will be smooth working between organisations and seamless transition to central co-ordination if required. Working very closely with the department concerned, the CCS will:

- provide an assessment of immediate needs, and support their provision
- establish possible scenarios up to worst case
- plan for scaling up, managing logistics and identifying exit criteria
- ensure that the centre and other interested departments are kept informed and are prepared to be engaged
- help establish structures, rhythms and data flows for managing the response – in particular facilitating augmentation of the LGD's resources and public information systems
- connect the department with agencies that are able to provide specialist advice and information
- decide whether and when to approach the CCC Chairman to convene a meeting, and thereafter provide ongoing support from the centre.

The CCS starts from the premise that a vital component of the country's resilience is ability of central government to manage national capacity and capability effectively. The Secretariat will seek to work in close partnership with LGDs, helping them to:

- enable and protect their own decision takers
- develop their own early warning systems
- prepare plans against various eventualities and make sure those plans are properly integrated with those of other departments and agencies
- identify the training and exercises needed to test the plans and enable continuous improvements
- build up the necessary management and professional expertise to maintain and activate the plans and to know where to turn for reinforcement and augmentation
- learn, and share their learning, with other departments.

Resilience and Emergencies Division (RED)

Resilience & Emergencies Division (RED) is responsible for the UK Government's resilience response function in England between the national and local level. This function is defined in the Central Government's Concept of Operations (CONOPs), which sets out the UK arrangements for responding to and recovering from emergencies, irrespective of cause or location and requiring co-ordinated central government action. RED provides the link between clearly defined central and local resilience functions with regard to planning for and responding to emergencies.

During wide-scale civil emergencies RED forms an essential link and conduit for communications between central Government Departments and local resilience agencies to help to preserve the safety of the community. In this capacity RED is responsible for co-ordinating the resilience function between Central Government and the Strategic Co-ordinating Group (SCG) – the multi agency group of local partners who manage the response to emergencies the local level.

On Call Duty Officer Arrangements

Resilience and Emergencies Division (RED) has in place 24/7 on-call Duty Officer Arrangements, which aim to provide the initial point of contact for an incident. Two members of RED staff will be on call at any one time, each on a different Duty Officer telephone number.

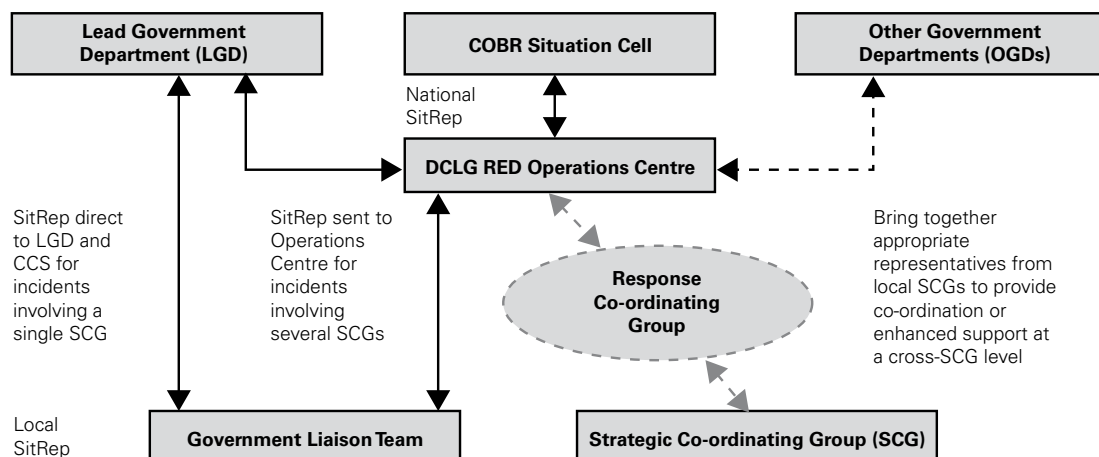
In the event of an Emergency (Major Incident).

In the event of an emergency (Major Incident), RED will immediately take steps to activate its Emergency Response Plan (ERP) that sets out how it will provide support to the SCG(s), where necessary; the Lead Government Department (LGD or cross Government response; and also ensure that DCLG Ministers are informed of developments which impact on DCLG's responsibilities.

Response Coordinating Group (ResCG)

While most emergencies are dealt with by responders at the local level through SCGs, a Response Co-ordinating Group (ResCG) may be convened where the response to an emergency would benefit from some co-ordination or enhanced support at a cross-SCG level. This is most likely when an incident affects two or more police force areas, or has the potential to do so. In such circumstances, DCLG may on its own initiate, or at the request of local responders, or the LGD in consultation with the Cabinet Office, convene a ResCG in order to bring together appropriate representatives from local SCGs (e.g. the Chair or Chief of Staff) where activated, or relevant organisations if not (e.g. if the incident primarily affects Local Authorities (LAs) then it may be appropriate for only LAs to be represented at the ResCG). ResCGs are most likely via a telephone conference, though there may be occasions when a face-to-face meeting is more appropriate.

DCLG RED Incident Information Flows






Environment Agency (EA)

The Environment Agency has responsibility for the management and regulation of the environment and for controlling industrial emissions and wastes throughout England and Wales. The response of the Environment Agency will be co-ordinated by the appropriate Regional Communications Centre, in Solihull for the Midlands region. It has responsibilities in flooding and events involving pollution.

Responsibilities in flooding

The Environment Agency is responsible for monitoring meteorological data and the flow of main rivers. On the basis of this data, they issue flood warnings. Three types of warnings are issued:

 <p>FLOOD ALERT</p>	<p>This means “Flooding is possible. Be prepared”. We issue Flood Alerts for targeted specific locations that are at risk of flooding. It will indicate that flooding is possible and that people should make some low impact preparations (e.g. move small valuable items upstairs, check travel plans) and remain vigilant.</p>
 <p>FLOOD WARNING</p>	<p>This means that “Flooding is expected. Immediate action required”. We mainly target Flood Warnings at specific communities that are at risk from flooding. Some Flood Warnings may apply to stretches of coast and river. It will indicate that flooding is expected and that people should take more direct impact actions e.g. move belongings upstairs.</p>
 <p>SEVERE FLOOD WARNING</p>	<p>This means “Severe Flooding. Danger to life”. All customers who receive a Flood Warning will receive a Severe Flood Warning if conditions are met. It will be used in extreme circumstances to tell people that flooding is posing significant risk to life or significant disruption to communities which could also cause risk to life. Depending on the circumstances it would indicate that people should evacuate the area or take shelter within safe buildings.</p>
<p>WARNINGS NO LONGER IN FORCE</p>	<p>We issue a message to tell people that the flood threat has passed and includes useful advice on what to do next.</p>

Besides issuing these warnings, the Environment Agency will also support other agencies in response to flooding events.

Responsibilities in Pollution Events

The Agency will respond to reports of environmental incidents and emergencies from members of the public, external bodies and its own staff. In responding to any pollution, the Agency will undertake the following activities:

- assess all environmental incident reports and decide on the speed and level of response required
- attend all incidents involving a significant or potentially significant environmental impact, or where its presence is specifically requested by the Emergency Services or lead organisation
- attempt to locate the source of any pollution incident, or prevent one in the case of imminent risk, either in association with outside parties or if necessary acting alone
- take appropriate action and make best efforts to prevent the effects of an environmental incident, taking remedial actions where necessary
- investigate causes of incidents, collect evidence for possible future legal action and cost recovery where appropriate
- judge and anticipate what and who are likely to be affected and take action to alleviate the effects, including warning appropriate parties
- assist the Emergency Services or lead organisation as requested.
- pass on to other organisations incident notifications which are relevant.

The Environment Agency will:

- assist with the risk assessment, helping to identify where material might disperse to via environmental pathways, who might be at risk and, where practicable, give advice about the location of decontamination facilities
- in cases where flushed materials and contaminated waters cannot reasonably be contained and stored, identify the watercourses and drainage systems at risk and warn sewerage undertakers, water abstractors and relevant local authorities
- help the police and other services to identify storage, transport and disposal facilities and contractors
- make staff available at command centres or decontamination sites to assist the continuing hazard and risk assessments
- help identify facilities and contractors for the storage, transport and disposal of contaminated waters or bagged solid waste materials.

Health and Safety Executive will:

- provide specialist advice on the risks to workers and others as a result of an incident
- give specialist advice on appropriate control measures to prevent or reduce the risks of exposure. For example, on engineering controls and personal protective equipment.

The Military will:

- under established arrangements the military provide a national immediate response to the Police, dealing with conventional ordnance, unsafe munitions, improvised explosive devices and CBRN terrorism. They are a key partner in the multi-agency response and provide the police with safety advice, render safe options and limited mitigation capabilities
- details of the enhanced technical assistance that the military can provide during a counter-terrorist incident under existing arrangements for Military Aid to the Civil Power (MAC-P) are set out in the Home Office Counter Terrorist Contingency Planning guidance
- arrangements for obtaining assistance from the armed forces to help deal with a civil emergency are set out in the MoD publication, Military Aid to the Civil Community. The general principles are covered in CCA 2004, chapter 15, paragraph 15-5.

The creation of the Civil Contingencies Reaction Force (CCRF) will provide up to 500 military personnel for use in a CBRN incident.

The Force will require a minimum of 36hrs notice before deployment. Once deployed it will be totally self sufficient and will undertake their role(s) as directed by the Chief Constable.

Military Aid to the Civil Authorities (MACA)

A need for military assistance may be identified. The only military assistance on standby is that provided by the Search and Rescue Organisation, controlled from the Aeronautical Rescue Co-ordination Centre (ARCC) at Kinloss. In cases of extreme urgency when immediate assistance is required to save human life, any authority may approach any military unit direct. Charges are usually waived for such aid. In other situations, charges will normally be raised, the scale depending on the degree of urgency. As no manpower assets, vehicles or stores (apart from those allocated to Search and Rescue) are earmarked for any MACA task, the advice of one of the Region Military Liaison Officers should be obtained whenever possible. The Army Regional Liaison Officer operates from Copthorne Barracks, Shrewsbury and the RAF Regional Liaison Officer from RAF Shawbury. If necessary a liaison officer will be assigned to GOLD and/or SILVER control.

Voluntary Organisations

Voluntary Organisation	Services Provided
British Red Cross	<p>British Red Cross can provide persons trained in both first aid and in care and comfort of disaster victims. The first aid teams will provide their own initial medical supplies, but reprovision will have to be made from the Ambulance Service at the incident site.</p> <p>The British Red Cross are able to provide the following support functions:</p> <ul style="list-style-type: none"> • practical support and assistance • first aid and nursing support • liaison between individuals and statutory services, obtaining and disseminating information • assisting in documentation procedures • accompanying casualties, survivors, evacuees, relations and friends • medical loan service • international message and tracing service • British Red Cross Disaster Appeal Scheme. <p>It is not envisaged that all the listed roles would be available at the time of call out. In the event of a prolonged incident all services could be made available after sufficient notice was given.</p>
Centre for Crisis Psychology (fees)	Managing the aftermath of psychological trauma.
Citizens Advice Bureau	Offers free, confidential, impartial and independent advice.
Disaster Action	Support for victims of disasters when dealing with government departments/ legal agencies/ industry and disaster management organisations.
RAYNET	<ul style="list-style-type: none"> • RAYNET is a nation-wide voluntary group of UK government licensed radio operators who are able to provide emergency radio communications to the emergency services, Local Authorities, and central government departments • RAYNET can also provide specialist VHF / UHF radio communications assistance across the West Midlands. National and international radio communications can also be provided if requested.
RSPCA	Can assist with finding temporary accommodation for pets/ transport for animals and advice on their welfare.
Samaritans	Provides a 24 hour telephone line for people in distress.
St John Ambulance	<p>St John Ambulance Association can provide trained first aid personnel in an emergency. The Association is divided into local Companies and trained personnel can be called on to:</p> <ul style="list-style-type: none"> • assist with treatment of casualties at incident sites • give first aid cover at rest centres • assist hospital casualty department staff. <p>The Association will provide teams of first aid trained members who will report to an ambulance station specified by the Ambulance Service, for transport to the appropriate site. In a major emergency first aid trained members will work in conjunction with the Red Cross where appropriate and will be under the control of the Ambulance Incident Officer.</p>
Victim Support	Provides confidential support to help victims with their experiences.
West Midlands Churches	Can provide chaplaincy services at receiving hospitals.
WRVS	<p>The WRVS is a voluntary organisation with extensive links in the local community. The WRVS undertakes to provide trained teams of members willing to help in any emergency. Their role is seen as being:</p> <ul style="list-style-type: none"> • the provision of refreshments at the scene of an incident • general assistance and advice to casualties and their families. <p>The WRVS have an organisation for calling out volunteers on a geographical basis. They maintain a small stock of catering utensils.</p>

Section 5

Background Information

Corporate Policies

Safety, Health and Wellbeing

The Health and Safety Management System covers all aspects of Safety and Health and Wellbeing at work. Staff are reminded this applies equally to emergency situations and routine work. No exceptions are allowed purely because a situation is an emergency.

Involvement in our response to an emergency situation is to perform our normal duties, albeit possibly in unusual circumstances, timelines or scale. None of us will compromise our safety or the safety of our colleagues - regardless of the demands placed upon us by the situation.

Risk Assessment

A framework exists across the range of council activities, services and functions to manage business and operational risk to meet the requirements of Corporate Governance.

In all such ventures, including our response to emergencies the council aims to ensure that budgetary limits are not the primary concern in the initial response phase, that the citizens of, and visitors to Walsall are satisfied in all aspects of our response which will be reflected in our reputation, that management and staff are sufficiently trained and work in a supportive environment, and that full compliance with legal requirements is maintained.

Legal Background

The council still needs to ensure that it acts within the general public law framework and relies on the powers and duties given to it by Parliament. Such powers once identified must be exercised in a proper and lawful manner.

The council is also regulated by its constitution which, for example, recognises in the rules governing the executive decision making process, that there may be situations where urgency requires a decision to be made very swiftly.

In an emergency the council is likely to need to work with other stakeholders in the borough all of whom may have their own external and internal controls and constraints to work within.

Where swift action needs to be taken it is still important to ensure that procedures are followed and recorded as accurately and completely as possible. It is then possible for actions to be followed up and built upon and minimises the risks to the organisation and the individual of subsequent potential challenges.

In terms of risk management generally, training and updating in relevant procedures needs to be kept up to date, reviewed and adequately resourced and managed at all levels.

Finance Arrangements

Authorisation for Emergency Expenditure

In the event of a major incident requiring immediate response the emergency response team leaders, or any other officers pre-authorised by the Corporate Executive Director, may commit expenditure in effecting such a response. Only those named officers may commit funds under this authorisation and must report such expenditure to the Executive Director as soon as possible.

The council liaison officer at Police Gold Control has the requisite authority to spend without having to refer back for authorisation.

It is vital to keep account of all expenditure incurred from the commencement of the councils involvement in the emergency response. The Council will provide the emergency budget code to cover expenditure as soon as a financial commitment is indicated.

Bellwin Scheme of Emergency Financial Assistance to Local Authorities

The scheme and thresholds apply to any claims for financial assistance under Section 155 of the Local Government and Housing Act 1989.

1. The Bellwin Scheme is discretionary. Local Authorities have a statutory duty to deal with emergencies and there is no automatic entitlement to special assistance. However, the nature and scale of an emergency may lead Ministers to activate the scheme shortly after it occurs – in this case, the council would be informed within two weeks.
2. Incidents for which assistance is sought must be exceptional by local standards and any damage to infrastructure or communities must be exceptional.
3. The application must demonstrate undue financial burden would ensue without assistance.
4. Applications MUST BE made within one month of the incident and will be considered on their merits.
5. Information provided must include details of expenditure incurred by the council as a direct result of the incident, together with supporting information about actions taken and the scale of the incident (such as information from the Met Office). Loss of income is not eligible for compensation under the scheme.
6. Expenditure is cumulative, if a scheme is activated more than once in the year.
7. In most cases, where the police provide assistance to the council, additional costs would be recouped from the council, who in turn would make a claim under the Bellwin scheme.
8. Expenditure thresholds apply with the scheme. councils are required to cover a proportion of the costs of emergencies from their own funds and grants are paid at a rate of 85% on eligible expenditure above this level.

Bellwin website: <http://www.local.odpm.gov.uk/finance/bellwin/bell0607.htm>

Examples of expenditure likely to qualify under a scheme of emergency financial assistance:

- costs of setting up temporary premises
- hire of additional vehicles, plant and machinery
- removal of trees or timber dangerous to public
- initial repairs to highways, pavements, footpaths (subsequent permanent repair would not qualify)
- initial land drainage works to clear debris and unblock water courses which may cause danger to public
- working to clear debris causing an obstruction
- additional temporary employees or contactors to work on the emergency or replace permanent employees diverted from normal work
- special overtime for employees, either during the emergency or afterwards to catch up on work from which they were diverted by the incident
- emergency works required to safeguard dangerous structures
- cost of evacuating people from dangerous structures, and temporary re-housing
- cost of temporary mortuaries
- cost of supplying food, other stores and key services to affected communities
- cost incurred under Military Aid to the Civil Authorities (MACA) scheme
- legal, clerical and other charges incurred in the above work.

Insurance and Indemnity

Volunteers

Insurance cover for volunteer staff working under the auspices of the council exists under the Local Authority's Public Liability Insurance Scheme.

Should a volunteer be injured, lose or damage personal property or cause injury to a third party or property no admission of liability should be made or acknowledged by council members or staff. However, full details should be recorded and reported to the Insurance Section.

Indemnity for Military Assistance

The Ministry of Defence requires indemnity against any claim or loss arising from providing the assistance requested. When urgent attempts to save life preclude a prior written indemnity, the individual or organisation requesting the assistance will be required to give a verbal undertaking to sign an acceptance of liability as soon as possible, that person must possess the appropriate executive authority. There are two forms of indemnity, one for use when aircraft are involved and a second for all other types of military assistance.

Withdrawal from Normal Work

All managers are to make arrangements to advise their own organisation of the initiation of the provisions in these procedures and, in the event of their withdrawal from normal work, they will not have to seek further permission.

Scene Management

Collective management at the scene of an incident is integral to the success of each Emergency Service fulfilling its primary roles and responsibilities. Scene management should be established as a joint process by officers involved in the initial deployment of each Service Area as soon as is practicable.

Efficient scene management can only be achieved by liaison, therefore, the exchange of information from the onset of the incident is vital.

Inner Cordon

- the Fire Service is responsible for safety management of all personnel within the inner cordon for incidents involving fire, danger of fire or involving rescue. In all other cases the Police have this responsibility
- Fire /Police Inner Cordon Controllers will record all personnel both entering and leaving the inner cordon for Health and Safety and evidential purposes
- the Fire Service have a nationally operated emergency evacuation signal, which all personnel working within the inner cordon must be aware of and respond to if the area becomes hazardous. **Fire Officers will blow continuous short sharp blasts on a whistle and declare a safe point to which to withdraw.** People entering the inner cordon must be made aware of this signal.
- provides immediate security of the rescue zone and potential crime scene
- persons who do not have a role / wearing inappropriate clothing will be directed to leave the cordon
- minimum amount of people are allowed access and you may be asked to enter / leave as the situation demands

In the vicinity of the inner cordon, and outer cordon, a number of areas will need to be established.

Rendezvous Points

A Rendezvous Point (RVP) under the control of a Police Officer will be established in suitable proximity to the scene within the outer cordon. All emergency, specialist and voluntary services attending the incident should be directed to this RVP in the first instance. The site of the RVP will be chosen by officers at the scene and the information immediately made known to the Control Rooms of all responding services.

Holding Area

A holding area will be established to house all vehicles / personnel who require access at the scene (but not immediate). This will have officers from Police / Fire / Ambulance in control and will be located between the RVP and the scene. Holding areas may also be used to provide briefing / debriefing areas and recuperation for personnel involved in arduous work at the scene.

Control / Command Units

The main Fire, Police and Ambulance Service Control / Command Support Units will form the focus from which the incident will be managed. These units, together with those of the local authority and utilities if required will be located close to one another. This area is known as the Forward Control Post. The Incident or Scene Commanders will jointly exercise their authority from this point in a co-ordinated manner.

The advice of the Fire Service in matters of fire safety in connection with the placement of the Forward Control Post will be sought by the other emergency services. This advice may well be extended if the incident involves chemicals or other dangerous materials. The choice of the site would then be influenced by wind direction and gradient and should be selected in consultation with the Fire Service HAZMAT Officer.

Code of Practice for Responders to Dangerous Materials Incidents

First officers at the scene must ensure that their Controls are informed as soon as possible if it is known that dangerous materials are involved. If the nature of the substance involved cannot initially be determined, a message of “potentially dangerous material” should be sent.

All approaches must, if possible, be made from an upwind or uphill direction, to approach either across or down wind could expose responders to exposure to dangerous substances and in extreme cases lead to there becoming casualties, either fatalities or extra victims needing to be rescued. Where a liquid is involved, approach from uphill is safer than any other direction.

All RVP, Forward Control and other on-the-scene points must be established upwind (or uphill) of the incident.

Nobody should get involved at the scene without the use of protective clothing (overalls, gloves, boots, respiratory and eye protection etc.) until authoritative advice that it is not needed has been obtained. Anybody not wearing such equipment should remain upwind.

Vehicular Loads

If the driver is available, their advice on the contents of his load should be obtained as quickly as possible. Under the Carriage of Dangerous Goods by Road (Driver Training) Regulations (1996) they will be able to give at least basic information of great importance to the responders. If the incident involves rail transport, advice on the contents of every wagon or tanker carrying dangerous substances can be obtained from the appropriate Railtrack Control Room on a 24 hour basis.

Look for hazard warning signs and symbols (e.g. HAZCHEM label, SIN No., Tremcard, KEMLER Code, ICSC International Chemical Safety Cards or data sheets, which should be in the driver's cab). Report any of these to the Fire Brigade HAZMAT Officer.

Site Safety

Remember that simple fume and dust respiratory masks have limitations and that one cannot rely on the inability to smell a substance to ensure one is not inhaling dangerous fume or dust.

There should be no smoking, drinking or eating at the scene of a dangerous materials incident and all responders need to ensure that they or their clothing are not contaminated, or have been decontaminated on their leaving the scene. Contaminated clothing may be discarded and sealed in plastic bags to await safe disposal later.

Any wounds sustained near an incident offer a potential for entry of the dangerous substance to the body. Such wounds must be thoroughly flushed with water and dressed. Medical advice should be sought at once.

Radios, torches and handlamps, mobile telephones, starting up and running motors, etc., are all potential sources of ignition, leading to either fire or explosion. All responders should be made aware of these potential hazards.

Consider evacuation very carefully; shelter is often the best policy, especially if there are toxic fumes from the incident.

Spillages

Spillages of dangerous materials can carry a major public health risk. The on-duty Consultant for Public Health Medicine should be informed early in the incident. They will be able to obtain and provide specific advice on precautions to be taken on a 24 hour basis.

Until the substance has been identified and safety rules for the scene established, only fire fighters wearing appropriate personal protective equipment should be allowed to approach the immediate scene.

Casualties who have been contaminated should either be decontaminated, or placed in impermeable bags with only their faces exposed, before being placed in ambulances.

Welfare

The welfare of Emergency Services personnel is an important consideration which should be addressed at an early stage if a protracted incident is envisaged. Arrangements should be made to cover the following areas of basic welfare:

- catering facilities
- toilets
- rest rooms

Evacuees

An evacuation assembly point is provided by the Police or Fire Service close to the outer cordon. From this point the evacuees are transported to a Rest Centre, provided by the council where evacuees receive the appropriate level of welfare, feeding and overnight accommodation, together with first aid facilities.

The evacuees are registered on documentation that is compatible and complementary to the Police Casualty Bureau register. Copies of the Local Authority Registration data are sent to the Police Casualty Bureau for cross referencing.

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 accommodate friends and relatives.

Recent events have also signalled the need for local authorities to set up other types of rest centres which are all a variation on a theme:

- Humanitarian Assistance Centre (HAC) / Friends and Relative Reception Centre
This is a facility for family, friends and relatives to provide and receive information from various agencies. This includes the identification of or tracking missing persons who may have been caught up in the incident.
- Survivors Reception Centre
This is a secure area in which uninjured survivors can be taken for shelter, first aid and assistance.
- CBRN Reception Centre
This supports the Primary Care Trust should decontamination and preventative medicine treatment to the public be required, following a chemical biological incident.
- Mass Vaccination Centre
This facility supports the Primary Care Trust in the event of mass vaccination.
- Designated (Treatment) Centre
This centre supports the Primary Care Trust should large scale antiviral treatment be required on a large scale during a flu pandemic.

The statutory responsibility for housing the homeless rests with the council who maintain plans to deal with such eventualities. The Council have a “duty of care” commitment and will endeavour to support in caring for the homeless during an emergency.

Rest Centre Management

The management of the rest centres is supplied by the voluntary organisations on a contractual basis. The Rest Centre Plan details procedures and guidelines for the management of any rest centre in the borough.

Walsall's Community Alarm Service

Walsall's Community Alarm Service (CAS) currently serves around 9000 residents within the Walsall Borough. CAS uses advanced information and communication Technology (ICT) to enable early receipt of domestic alarms from detectors such as Smoke, Flood, Fall, Carbon Monoxide, Movement etc. Additionally, new technology enables a comprehensive Lone Worker Monitoring service. This service offers people more choice and the opportunity to remain independent and safe in their own homes.

The CA Control Room also acts as a call centre for all calls to Walsall Council outside office hours, as the service operates 24 hours a day 365 days a year. For business continuity purposes there is a back up system at an alternative location to ensure an uninterrupted service at all times.

Community Alarm receives a whole variety of calls, including those from the emergency services. The duty Operator directs urgent incidents through to the appropriate department / duty person. Community Alarm keeps an up to date directory of emergency on-call contacts for all departments within the council to ensure we can always contact the relevant parties.

Mutual Aid

There is an informal agreement between the West Midlands' Local Authority Chief Executives and those from neighbouring counties, regarding the provision of assistance to an authority requesting aid to deal with a serious incident or major emergency.

Disaster Fund

The British Red Cross Disaster Appeal Scheme – the DAS – inaugurated in 1991, is a comprehensive guide to setting up a post-disaster appeal fund or funds with national-level support, especially that of the retail Banks and the Post Office. It includes a Charitable Trust Deed, approved by the Charity Commissioners for England and Wales, as well as a Discretionary (non-charitable) Trust Deed and Trust Deeds for use in Scotland.

The scheme has been devised primarily for use by any Local Authority as and when required in the wake of a major disaster. At such a time, people, many of whom are outside the major effects of the disaster, show a will and a need to give – early donations are spontaneous. The DAS provides the machinery to receive such donations and convert them, through an Appeal Fund, into prompt help for the victims.

To catch the public mood, two key features are important:

- the initial launch announcement needs to be as soon as possible after the event, to be included in the general reporting of the news story in the media. Ideally, this should be well inside the first 24 hours (although it is recognised that the agreement to and information of some parts of the support structure may take longer to arrange, depending on the timing of the incident, e.g. if it happened at a weekend)
- the means by which the public may donate need to be numerous, familiar, easy-to-use, trustworthy and memorable.

There are three indispensable elements to the Scheme:

- the correct legal formulation of the Appeal and its Trusts Deeds
- the wording of its launch
- the response mechanisms by which people may donate.

Past experience indicates that the most successful post-disaster Appeals have been those that were locally raised and managed. The DAS is designed with these features in mind, to have local sponsors and trustees and for other aspects to be locally based whenever possible, with properly constituted national-level support.

A copy of DAS is held by the Resilience Unit.

The Civil Contingencies Act 2004

Duty: 1. Co-operation

Summary

- co-operation involves Category 1 and Category 2 local responder organisations working together to address the full range of civil protection duties across their organisational boundaries
- organisations not specifically captured by the Act are also expected to be fully involved in this improved co-operation, dependent on local circumstances
- the principal mechanism for multi-agency co-operation is the Local Resilience Forum (LRF), based on each police force area. The forum is a process by which the organisations on which the duty falls co-operate with each other. The LRF is not a statutory body as such, nor does it have powers to direct its members
- the time constraints on the main LRF and the strategic level of its discussions are likely to necessitate the formation of sub-groups. Decisions about the number and composition of sub-groups are made locally
- co-operation is also expected between Category 1 and 2 responders outside the framework of the LRF in performance of their duties under the Act
- this may include delegation of responsibilities between responders, and the identification of 'lead responders'.

Duty: 2. Information Sharing

Summary

- information sharing is a crucial element of civil protection work, underpinning all forms of co-operation
- the initial presumption is that information should be shared, but that some information should be controlled if its release would be counter productive or damaging in some other way
- there are various types of information. Information may be suitable for some audiences, but not others. Also, the circulation of information can be limited to certain classes of organisation or individual
- in most instances, information will pass freely between responders, as part of a more general process of dialogue and co-operation
- information may also be accessible from open sources, and responders should endeavour to use this route as well
- however, a formal system exists to request information in circumstances where that is necessary
- not all information can be shared. Responders may claim exceptions in certain circumstances (and, as a result, not supply information as requested). Exceptions relate to sensitive information only. Where the exceptions apply, a responder must not disclose the information.

Duty: 3. Risk Assessment

Summary

- risk assessment provides the foundation for the Civil Protection duty
- under the Act, local Category 1 responders are required to undertake risk assessments for events or situations which may constitute an “emergency”
- all levels of government are undertaking risk assessment against current threats
- a single template for a risk assessment methodology at regional and national levels, as well as for local responders, is outlined in this guidance
- the duty to assess risk locally falls on each Category 1 responder in accordance with its functions - but they must co-operate with each other within the multi-agency Local Resilience Forum to compile a Community Risk Register
- the Community Risk Register collates the collective views on risks within a local area. It helps to priorities risks and identify those which require “risk treatment” through the development of plans
- a table shows different types of hazard or threat and suggests which level of government may be best placed to assess the likelihood and potential impact of emergencies
- a five stage process of risk assessment is proposed within a recognised risk management framework. Further tables identify:
 - potential consequences of hazards and threats
 - likelihood and Impact Scoring Scales
 - a Risk Rating Matrix
 - a sample Community Risk Register.

Duty: 4. Emergency Planning

Summary

- Emergency planning is at the heart of the civil protection duty on Category 1 responders at the local level. It is determined by a risk assessment in accordance with the responder bodies functions
- Capabilities for responding to emergencies should be developed which are risk-based as well as function-based
- The cycle of emergency planning covers both plan preparation and plan maintenance – and these are both fully required by the Act
- Emergency plans are supported by business continuity plans and both support arrangements to warn and inform the public
- Generic plans are required by the Act – and distinguished from specific plans
- Multi-agency plans are permitted - and the identification of a lead Category 1 body to co-ordinate them. Multi-level plans, involving regional and national bodies, are also described
- Plans should have regard to “vulnerable people” and to “survivors”
- The plan-making process is outlined in a series of steps - and a format suggested for plans. Once plans are published, they should be maintained through training and sound administrative procedures and improved through exercises and other means of testing them
- Exercises should be designed to explore weaknesses in plans. They may also be used to give staff experience of procedures. They should not be designed so as to allow unprepared staff to fail
- Planning arrangements will be audited and require effective self-assessment
- Category 2 bodies and responder organisations outside the framework of the Act – including the military, voluntary and retail sectors and so on – have an important role to play. They should be included, as appropriate, in planning arrangements.

Duty: 5. Business Continuity Management

Summary

- Business Continuity Management (BCM) is a process for managing all kinds of business risk
- BCM concentrates on increasing resilience to enable Category 1 responders to continue to provide key services and to respond during an emergency
- A five-point methodology for developing BCM is outlined. It begins with the need to understand the critical elements of your own operation
- The Act requires Category 1 responders to have business continuity plans, so as to ensure that they can deliver their emergency response capability when it is needed
- It also seeks to protect the public against the loss of critical services which might worsen the consequences of an emergency.

Duty: 6. Communicating with the public

Summary

- communication with the public about hazards and what can be done to deal with emergencies, is a key part of local civil protection
- the Act requires:
 - public education about risks and emergency plans;
 - arrangements to warn the public when an emergency happens;
 - arrangements to provide information about the progress of an emergency and advice on what to do
- A number of Category 1 organisations may have responsibilities to communicate with the public about a particular type of emergency – but it is important not to overload the public with messages and to avoid contradictory statements
- Category 1 responders should develop protocols agreeing which of them will take the lead in delivering messages about particular types of emergency. An annex suggests the most likely lead bodies for different cases
- In some instances, Category 2 bodies, such as utilities, and others outside the Act, like the Met Office, may take the lead
- The Act stresses the importance of the messages being understood by all members of the public. It also emphasises that particular arrangements should be made to ensure that vulnerable people receive the warning messages
- The role of local broadcasters in the communications plan is stressed: including the nationally-advised message, “Go In, Stay In, Tune In”
- Media plans are essential – and emphasis is placed on the importance of managing communications within a regional and, sometimes, national strategy
- Special attention should be paid to the information needs of those who are survivors of an emergency or personally close to its victims.

Duty: 7. Promotion of BCM by Local Authorities

Summary

- The development of community resilience is a further objective of the Act
- The Act requires local authorities to promote BCM in relation to emergencies – those firms which take it up may decide to implement BCM across all business risks
- Some local authorities may link BCM promotion with emergency planning initiatives; others with economic development
- Other Category 1 responders engaged in promoting BCM within the local community should be consulted and invited to co-operate with the local authority’s work
- A BCM promotion strategy should be developed identifying what businesses need to know and the means of delivery, and targeting the message to its audience
- Because BCM promotion is a new responsibility for local authorities, commencement will be delayed by one year. On commencement, local authorities will be expected to have their strategy in place
- A 10 step process is outlined for delivering a BCM promotion programme.

Duty: 8. The Voluntary sector

Summary

- The voluntary sector has an important role to play in supporting the statutory services in the response to emergencies
- Engagement of the voluntary sector by Category 1 responders in their planning arrangements under the Act make its contribution, and the overall response, more effective
- The voluntary sector is engaged in a systematic way at the national, regional and local level where appropriate
- Statutory responders should build the voluntary sector into their plans, and into training and exercising.

More information can be found on www.ukresilience.info/ccbill/index.htm

Section 6

Business Continuity Management

Introduction

Service delivery is the essence of council business and any disruption needs to be managed to reduce the impact on the community and employees. Disruptions to business can take many forms and may occur at especially vulnerable times.

It is important to ensure that arrangements are in place to reduce the period of interruption to a minimum and to recommence service delivery in as prompt and effective manner as possible. This will be achieved, commensurate with the circumstances, resources available and priorities.

Critical Business Activities

In the event that it is not possible to maintain normal levels of service, the council will concentrate its efforts on the agreed critical business activities.

Walsall Council Business Continuity Management

Business Continuity Management has been implemented to maintain essential customer services and critical council processes, protecting the council from loss of reputation and/or revenue in the most cost effective manner and meeting all regulatory and legal requirements. Its implementation seeks to ensure the community continues to receive the council's services in the face of an emergency. To effectively meet the changing needs of Walsall Council, business continuity arrangements will be regularly exercised, audited and reviewed.

Walsall Council is implementing a programme to promote Business Continuity within the local business and voluntary sector. The programme will use existing and new links to the target audience and be developed in close partnership with other Category 1 responders. The success of the promotion strategies will be reviewed and developed annually.

Business Continuity Management applies throughout Walsall Council including its strategic partners. It also applies to all suppliers and contractors employed by Walsall Council. Walsall Council's business continuity arrangements are being developed in close collaboration with other Category 1 partners as defined by the Civil Contingencies Act 2004.

Walsall Council Business Continuity Plans

Business continuity plans have been developed across the council in conjunction with the Emergency Plan. This is to enable the council to respond to an emergency and to maintain key functions in spite of an emergency.

Key BCM Considerations

Interruption to Essential Supplies

Interruption to the supply of gas, water or electricity, or to the public communications network can occur at any time for many reasons. The threat to the population considered most at risk increases where additional factors such as severe weather or total dependence on one utility prevails.

Assessment of those who may be considered 'at risk' or 'vulnerable' is dynamic throughout the Walsall area at any time. The situation that prevails can have a major effect on those who require priority in support services. The gathering of information on vulnerable addresses has to be part of an overall assessment process built in to the overall review of the situation.

The gathering and sharing of such information amongst utilities from the support services (Council and PCT) is part of a study to decide how best to produce any such list at short notice which would be used for emergency assistance, alternative supply options or even re-location in extreme circumstances. This would include close liaison with the PCT to ensure the release of patients from hospital were not made into areas where a utility loss was present and could have an effect on patient care.

The council faces threats from its external environment from:

- loss of utilities
- disruption to, or loss of, communications systems
- severe weather.

It is assessed that severe weather has the largest potential to cause the most disruption on the widest scale. It has the potential to reduce the effectiveness and speed of response and thus compound the overall effects of the emergency, including the length of interruption to services and the recovery phase.

Electricity

If there is any interruption in electricity supplies which is expected to last for any substantial time and affect a population, the electricity company have undertaken to inform the Police and the council. The electricity companies may ask for assistance from the Police and council on access to premises, plant and equipment, advice to the public, priority of restoration and information on the 'at risk' population.

Gas

For a major interruption to supply, the supply company will arrange for announcements to be broadcast on the television and local radio stations, advertising householders to shut off their gas and turn off all gas appliances. A help line for the general public is also part of the response. Transco may ask for assistance from the Police and council on access to premises from where their teams can work from, advice on accommodation for emergency engineering teams, plant and equipment, advice to the public, priority of restoration and information on the 'at risk' population.

Water

The water companies have responsibility for the maintenance of a pure water supply, for dealing with pollution in the sewerage and drainage systems and for repairs to damaged water mains and services. This includes warning the council when there is a potential threat to, or loss of the system. It is also essential that water companies are immediately informed by the council of any toxic hazard or spillage which might affect the water supply or sewerage systems.

The water companies may ask for assistance from the Police and the council on access to premises, plant and equipment, advice to the public, priority of restoration and information on the 'at risk' population.

Public Telephone System

The public telephone network is the method the public use to contact the emergency services.

Should the system be damaged to an extent which affects a section of the population for a significant period of time, the “Loss of 999 Service” procedures, led by the Police, will be initiated.

The council have undertaken to supply a Liaison Officer to Police HQ on request to assess what assistance the council may be able to render in helping with the relay of messages from the public to the emergency services.

Public Health (Flu Pandemic)

The Walsall pandemic flu co-ordinating committee looks at issues relating to the health economies and the council should a flu pandemic be declared. Impacts on availability of staff and supplies and how this affects treatments and services is currently being addressed.

Communication

MTPAS

This government authorised system is a scheme whereby the major portable telephone companies (O2, Orange and Vodafone) can reserve exclusive use of available channels for the emergency services and Local Authorities at the scene of a major incident. It allows for calls to be made without being interrupted by overloaded radio telephone networks.

This facility is expensive to implement and can cause inconvenience to normal subscribers. Therefore, it should only be initiated after careful deliberation and on the authority of Police Gold or Silver Control. Calls should be as brief as possible.

Local Authority Communications

Walsall Council has some private mobile radio communications systems, though these will not be compatible with the emergency services. Many council officers are provided with mobile phones, to provide communications when they are away from their office location.

British Telecom Assistance

British Telecom are able to offer certain specialist communication equipment for use in an emergency via the ‘Emergency Restoration Planning Team’.

Contingency Telecommunications Provision (CTP)

New service to replace ECN will be implemented throughout 2006. In the meantime each LA has been issued with a satellite phone (MC Handset). A pool of sets are available regionally, this can be accessible upon request by the Emergency Planning Unit.

Government Telephone Preference Scheme (GTPS)

Fixed service telephone numbers of essential users can be registered for GTPS. The GTPS is available from BT and NTL. Under GTPS all telephones will still be able to receive calls. Rules for invoking GTPS are similar in principle to those for ACCOLC.

To be included in the register members of staff should contact the Resilience Manager.

Bronze Interoperable Radio – Airwaves

Section 7

Summary of Subject Specific Emergency Plans

Pipeline Contingency Plan (Pipeline Safety Regulations 1996)

The plan details actions to be taken to minimise injury caused by a major incident involving high-pressure pipelines (designated by HSE as Major Accident Hazard Pipelines) in the West Midlands. Only pipelines carrying natural gas at 8 bar absolute pressure and above fall within the scope of the Regulations.

Transco operates pipelines running through Walsall, the routes are shown on mapping held by the Emergency Planning Unit.

Hazard	Effects
Pipeline failure	'Jet' of gas released upwards. Debris ejected into surrounding area. Crater.
Thermal effects of	Low probability of ignition; high initial burst of released gas thermal radiation, dropping all rapidly.
Sonic effects	Substantial noise levels on release, which may be heard at great distance.
Overpressure	Decompression of the gas in the atmosphere, will produce an overpressure which may result in damage to glass windows, but little (if any) structural damage to buildings.

Radiation Emergencies

Informing the Public

The West Midlands Fire and Civil Defence Authority is responsible for producing this document under the Public Information for Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPPIR). Described are arrangements for ensuring that members of the public are supplied with information if they are affected by a radiation emergency.

The Document includes:

- notification system
- the role of West Midlands Local Authorities
- radioactive monitoring
- alerting systems
- publicity arrangements
- government liaison
- multi agency response.

Walsall Town Centre Evacuation Plan

The plan has been developed to provide a structured and progressive response to a major incident within the confines of Walsall Town Centre, bounded by the ring road.

The purpose of the plan is to outline emergency services and other agency responses to any major emergency affecting the safety of the public within the town centre.

A copy of the plan is held by all partner agencies within the town centre. A copy is retained in the Resilience Unit.

Flood Warning Plan

Produced by: Environment Agency

Copies located: Emergency Planning Unit and Structures & Geotechnics Team

Synopsis: Assists understanding of flood warning arrangements on main rivers within West Midlands. Flooding from River Tame and Ford Brook can potentially affect approx. 700 properties within Walsall.

The Document includes:

- flood warning codes
- flood warning service
- local flood warning services – relevant sections TA1, TA2 and FB1
- public information.

Rabies Contingency Plan

Produced by: Walsall Council, Environmental Health

Copy located: Resilience Unit and Environmental Health

Synopsis: Defines the actions when preparing for and those that would be taken in the event of an outbreak of rabies affecting the Walsall Borough.

The Document includes:

- legislation and information leaflets
- roles and responsibilities
- contact list.

Temporary Mortuary Plan

Produced by: Walsall Council – Environmental Health

Copy located: Resilience Unit

Synopsis: Local arrangement in place to turn a council owned building into a temporary mortuary if circumstances dictate. Instruction to do so will be via the HM Coroner. Environmental Health will activate the plan and oversee all arrangements to in order to set up the Temporary Mortuary.

The Document includes:

- plan activation criteria / strategy
- location
- role and responsibilities
- contact list.

Media Plan

Produced by: Walsall Council – Communications Unit

Copy located: Communications Unit and Resilience Unit

Synopsis: Outlines media relations in an emergency and provides guidelines for media statements and media interviews. In the event of an emergency, the provision of advice and information to the public and media is a key priority.

The Document includes:

- roles and responsibilities.

Rest Centre Plan

Produced by: Walsall Council – Resilience Unit

Copy located: Resilience Unit, Designated Rest Centres, DEC and Red Cross.

Synopsis: Steps taken to ensure rest centres are opened and managed during an incident.

The Document includes:

- roles and responsibilities
- rest centre locations
- rest centre profiles.

Bescot Stadium Plan

Produced by: West Midlands Police and Walsall Football Club

Copy located: Resilience Unit

Synopsis: Plan developed to provide structured / progressive response to incidents inside or in the immediate environs of the ground including natural disasters / serious accidents or criminal actions.

The Document includes:

- roles and responsibilities
- evacuation
- casualty clearance
- traffic control.

National Emergency Plan – Fuel

Produced by: Local Gov Association and agreed by the Department of Trade and Industry

Copy located: Resilience Unit

Synopsis: This is a fuel shortage response plan. Section 10 relates to operating the priority use scheme during a fuel emergency.

The Document includes:

- national arrangements
- activation
- roles and responsibilities
- expectations of local authorities.

Emergency Plan for Education Establishments in Walsall

Produced by: Walsall Council

Copy located: Resilience Unit and all education establishments in the borough.

Synopsis: Plan developed to provide guidance on procedures to follow in the event of an emergency in educational establishments and beyond.

The Document includes:

- roles and responsibilities
- school emergency response team checklist
- school site information
- business continuity

Glossary

Title	Description
Ambulance Incident Officer (AIO)	The officer of the ambulance service with overall responsibility for the work of that service at the scene of a major incident. Works in close liaison with the Medical Incident Officer (MIO) to ensure effective use of the medical and ambulance resources at the scene.
Ambulance Loading Point	An area, preferably hard standing, in close proximity to the Casualty Clearing Station, where ambulances can be manoeuvred and patients placed in ambulances for transfer to hospital. Helicopter landing may also be needed.
Ambulance Safety Officer	The officer responsible for monitoring operations and ensuring safety of personnel working under their control within the inner cordon at a major incident site. Liaises with safety officers from other emergency services.
Ante Mortem Data	Information obtained from family, friends, etc. about a person who is believed to be among the deceased.
Ante Mortem Team	Officers responsible for liaising with the next of kin on all matters relating to the identification of the deceased.
Bellwin Scheme	Discretionary scheme for providing central government financial assistance in exceptional circumstances to affected local authorities in the event of a major emergency.
Body Holding Area / Body Collection Point	An area close to the scene where the dead can be temporarily held until after transfer to the temporary mortuary or mortuary.
Bronze Control	The operational level of management reflects the normal day-to-day arrangements for responding to smaller scale emergencies. It is the level at which the management of 'hands-on' work is undertaken at the incident site(s) or associated areas.
Cascade System	System whereas one person or organisation calls out others who in turn initiate further call-outs as necessary.
Casualty	A person killed or physically or mentally injured in war, accident or civil emergency. For Casualty Bureau purposes the term encompasses any person involved in an incident, including evacuees.
Casualty Bureau	Police central contact and information point for all records and data relating to casualties, evacuees and others affected by the incident.
Casualty Clearing Officer	The ambulance officer who, in liaison with the Medical Incident Officer, ensures an efficient patient throughput at the Casualty Clearing Station.
Casualty Clearing Station	An area set up at a major incident by the ambulance service in liaison with the Medical Incident Officer to assess, triage and treat casualties and direct their evacuation.

Title	Description
CBRN	Chemical, Biological, Radiological, Nuclear-deliberate release.
Chemet	A scheme administered by the Meteorological Office, providing information on weather conditions as they affect an incident involving hazardous chemicals.
Civil Contingencies Committee (CCC)	CCC of Ministers (chaired normally by the Home Secretary) convened to provide central government oversight of a major emergency.
Civil Contingencies Secretariat (CCS)	The Cabinet Office Secretariat which provides the central focus for the cross-departmental and cross-agency commitment, co-ordination and co-operation that will enable the UK to deal effectively with disruptive challenges and crisis.
COMAH Sites	Industrial sites which are subject to the Control of Major Accident Hazards Regulations.
Command	The authority for an agency to direct the actions of its own resources (both personnel and equipment).
Co-ordination	The harmonious integration of the expertise of all the agencies involved with the object of effectively and efficiently bringing the incident to a successful conclusion.
Co-ordination Group	A group comprising the senior representative at the scene of a major incident from each service or agency present. The group is normally chaired by the police and decides on actions to be taken.
Control	The authority to direct strategic and tactical operations in order to complete an assigned function and includes the ability to direct the activities of other agencies engaged in the completion of that function. The control of the assigned function also carries with it a responsibility for the health and safety of those involved.
Controlled Area	The area contained by an outer cordon; the area may be divided into geographical sectors.
Control Room	Centre for the control of the movements and activities of each emergency service's personnel and equipment. Liaises with the other services control rooms.
Cordon - Inner	Surrounds and protects the immediate scene of an incident.
Cordon - Outer	Seals off a controlled area around an incident to which unauthorised persons are not allowed access.
Critical Business Activities	Those services / duties which the council must continue to provide in the event of major disruption.
DCMS	Department for Culture, Media and Sport
Debriefing	A review of the response to an incident by all of the agencies involved.

Title	Description
DEFRA	Department for Environment, Food and Rural Affairs.
Designated Treatment Centres (DTA)	Maybe opened in the event of anti-virals being issued during a Pandemic Flu outbreak.
DFID	Department for International Development
DfT	Department for Transport
Disaster Appeal Scheme (DAS)	A guide to setting up post-disaster appeal fund or funds.
District Emergency Centre 'DEC'	Local authority operations centre from which the management and co-ordination of local authority incident support is carried out.
DOH	Department of Health
DTI	Department for Transport and Industry
Emergency Plan	Pre-planned and exercised procedures which are activated once a major incident has been declared.
Emergency Planning Forum	A forum for the improvement of emergency planning arrangements in the Walsall Borough.
Escalation	Point at which it becomes necessary to involve additional plans / arrangements in order to respond to the incident effectively.
Evacuation Assembly Point	Building or area to which evacuees are directed for transfer / transportation to a reception centre or rest centre.
Corporate Management Team (CMT)	A team consisting of the Chief Executive and Executive Directors.
FCO	Foreign and Commonwealth Office.
FLO	1. Family Liaison Officers (Police) 2. Forward Liaison Officer (Walsall Council)
Forward Control Point	Each service's command and control facility nearest the scene of the incident – responsible for immediate direction, deployment and security.
Gold Control	A major incident is any emergency that requires the implementation of special arrangements by one or more of the emergency services, the NHS or the local authority. The strategic level of management establishes a policy and overall management framework within which tactical managers will work. It establishes strategic objectives and aims to ensure long-term resourcing / expertise.
Government Telephone Preference Scheme (GTPS)	Scheme whereby registered telephone landline numbers will still be able to receive calls should landline calls become restricted
HAC	Humanitarian Assistance Centre
HAT	Health Advisory Team
Helplines	A service for the public to provide / receive information and assistance during an incident.

Title	Description
Holding Area	Area to which resources and personnel not immediately required at the scene or being held for further use can be directed to standby.
Hospital Documentation Team	Team of police officers responsible for completing police casualty record cards in hospital.
Hospital Friends and Relatives Reception Centre	An assembly point at a receiving hospital where friends and relatives can be received and arrangements made for their special needs. The receiving hospital is responsible for establishing the centre.
Identification Commission	Group representing all aspects of the identification process which is set up to consider and determine the identity of the deceased to the satisfaction of the HM Coroner.
Incident Control Point / Post	The point from which each of the emergency services tactical managers can control their services response to a land-based incident. Together, the incident control points form the focal point for co-ordinating all activities on site. Also referred to as 'Silver Control'.
Inner Cordon	Surrounds and protects the immediate scene of an incident.
Investigating Agencies	Those organisations that are legally empowered to investigate the cause of an accident (Air Accident Investigation Branch, HSE, etc.).
Integrated Emergency Management (IEM)	An approach to preventing and managing emergencies that entails five key activities – assessment, prevention, preparation, response and recovery. IEM is geared to the idea of building greater overall resilience in the face of a broad range of disruptive challenges.
Lead Government Department (LGD)	Department which, in the event of a major emergency, co-ordinates central government activity.
MACA	Military Aid to the Civil Authorities
Major Disaster Advisory Team (MDAT)	A police service team available at short notice to give advice on certain aspects of major incident management.
Major Incident	A major incident is any emergency that requires the implementation of special arrangements by one or more of the emergency services, the NHS or the local authority.
Media Centre / Media Briefing Centre	Central location for media enquiries, providing communication, conference and monitoring facilities, interview and briefing, access to responding organisation personnel and staffed by spokespersons from all the principal services / organisations responding.
Media Liaison Officer	Representative who has responsibility for liaising with the media on behalf of their organisation.
Media Liaison Point	An area adjacent to the scene which is designated for the reception and accreditation of media personnel for briefing on arrangements for reporting, filming and photographing, staffed by media liaison officers from appropriate services.

Title	Description
Medical Incident Officer (MIO)	Medical officer with overall responsibility (in close liaison with the ambulance incident officer) for the management of medical resources at the scene of a major incident. They should not be a member of a mobile medical team.
MoD	Ministry of Defence
MTPAS	MTPAS gives call preference to registered essential users on the four main mobile networks in the UK if the scheme is invoked during a major emergency.
Mutual Aid Arrangements	Cross-boundary arrangements under which emergency services, local authorities and other organisations request extra staff and/or equipment for use in a disaster.
NISCC	National Infrastructure Security Co-ordination Centre
ODPM	Office of the Deputy Prime Minister
Outer Cordon	Seals off a controlled area around an incident to which unauthorised persons are not allowed to access.
Overall Incident Commander (Gold)	The designated senior officer in charge of the police response who normally co-ordinates the strategic roles of all the emergency services and other organisations involved.
Post Mortem Data	Information obtained from the post mortem examination process.
RAYNET	Radio Amateurs Emergency Network.
RCCC	Regional Civil Contingencies Committee
Receiving Hospital(s)	Any hospital selected by the ambulance service from those designated health authorities to receive casualties in the event of a major incident.
Rendezvous Point (RVP)	Point to which all resources arriving at the outer cordon are directed for logging, briefing, equipment issue and deployment. In protracted large-scale incidents there may be a need for more than one rendezvous point.
Rest Centre	Building designated by the local authority for the temporary accommodation of evacuees, with overnight facilities if necessary. May be utilised as a HAC, CBRN Centre, DTC, etc.
RRF	Regional Resilience Forum
SCC	Strategic Co-ordination Centre
Search and Rescue (SAR)	Operations for locating and retrieving persons in distress, providing for their immediate needs and delivering them to a place of safety.
Senior Investigating Officer (SIO)	The senior detective officer appointed by the senior police officer assume responsibility for all aspects of the police investigation.
Service Liaison Officer	A representative of a service area able to attend strategy meetings in the DEC - able to provide technical knowledge.
Silver Control	A tactical level of management provides overall management of the response to an emergency. Tactical managers determine priorities in allocating resources, obtain further resources as required, and plan and co-ordinate when tasks will be undertaken.

Title	Description
SITREP (Situation Report)	A report produced by the (Duty) Resilience Officer or DEC Manager as to the current state of the incident and potential issues.
Statutory Services	Those services whose responsibilities are laid down in law: police, fire, ambulance and local authorities, etc.
Strategic Co-ordinating Group (SCG)	A group comprising senior officers of appropriate organisations which aims to achieve effective inter-agency co-ordination at strategic level. This group should normally be located away from the immediate scene.
Survivor Reception Centre	Secure area set up by local authority to which survivors not requiring acute hospital treatment can be taken for short-term shelter, first aid, interview and documentation.
Temporary Mortuary	Facility accessible from a disaster area designated for temporary use as a mortuary and adapted for post mortem examinations to take place.
Triage	Process of assessment and allocation of priorities by the medical and ambulance staff at the site or casualty clearing station prior to evacuation. Triage may be repeated at intervals and on arrival at a receiving hospital.
Utilities	Companies providing essential services e.g. gas, water, electricity, telephones etc.
Voluntary Organisations	St John Ambulance, British Red Cross Society and WRVS etc.
Walsall Resilience Group	Walsall Resilience Group is a multi agency co-operation based on police force areas. Chaired by a senior Emergency Services officer.

Resilience Unit

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