NORWICH City Council

Committee Name: Cabinet

Committee Date: 08/09/2021

Report Title: Emergency management strategy

Portfolio:	Councillor Oliver – environmental services
Report from:	Executive director of development and city services
Wards:	All wards
OPEN PUBLIC ITEM	

Purpose

To consider and seek approval of the Emergency Management Strategy.

Recommendation:

1) That Cabinet approve the Emergency Management Strategy; and

2) The strategy is referred to the Scrutiny Committee for review.

Policy Framework

The Council has three corporate priorities, which are:

- People living well
- Great neighbourhoods, housing and environment
- Inclusive economy

This report meets all the corporate priorities and helps to support the strategic actions in the Corporate Plan.

Report Details

1. Local authorities, as Category 1 responders, have a key role in planning for an emergency, responding to an emergency and supporting the long-term recovery following an emergency.

2. In accordance with our duties under the Civil Contingencies Act 2004 we need to ensure we have plans in place to respond to and support an emergency that might occur in Norwich.

3. Norwich City Council plays a critical role in civil protection and has a wide range of functions that are likely to be called upon in support of the emergency services during emergency response and recovery.

4. The Emergency Management Strategy outlines the council's approach to emergency management and the roles and responsibilities undertaken across all levels in the event of an emergency affecting or requiring the support of the council.

5. Provision of emergency response capability across all levels ensures the council is effective in fulfilling our duties under the Civil Contingencies Act.

6. The strategy provides a clear co-ordination structure and resilience has been enhanced across all response levels, including the introduction of a weekly rota for Gold (strategic) and Silver (tactical) levels of response.

7. The strategy includes recommended training (section 11) to ensure officers and councillors are fully aware of the responsibilities of the council and how these fit into the wider multi-agency framework.

8. The strategy is an unclassified document. The annex (Emergency Planning Duty Officer procedures) is restricted and classified 'Official Sensitive' due to personal contact details, operational procedures and information required for the duty officer in the initial response phase. The annex is not included in the main document.

Consultation

9. The Emergency Management Strategy has been circulated to all members of the Senior Leadership Team as part of the consultation and presented to CLT on 7 July.

10. A briefing was provided to the portfolio holder for environmental services on 27 July.

11. It has been circulated to Cabinet members for feedback and comment.

12. Public consultation is not required and it is suggested that strategy is approved for use immediately. However, the document will be a live document and it is suggested it may be beneficial for scrutiny committee to undertake a review of the document and associated procedures to identify areas for possible further enhancement.

Implications

Financial and Resources

13. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan 2019-22 and Budget.

14. A training programme, including costs, is to be prepared. Training can be delivered by the Norfolk Resilience Forum, Emergency Planning College, or the Emergency Planning Manager. Any costs associated with the training plan are forecast to funded from existing budgets, but once the final plan is approved the funding will be finalised before the work is commissioned.

Legal

15. The council has a statutory responsibility under the Civil Contingencies Act 2004 to ensure adequate preparations are in place to respond to and support an emergency.

16. Emergency planning works closely with partners in line with the Control of Major Accidents Hazards (COMAH) Regulations 2015 in relation to the Briar Chemicals site on Sweetbriar Road.

17. Other applicable legislation – Environmental Protection Act, Housing Acts and Health & Safety at Work Act.

Statutory Considerations

Consideration:	Details of any implications and proposed measures to address:
Equality and Diversity	None as a result of the strategy. Equality and diversity matters would be taken into consideration as part of any emergency response guided by this strategy.
Health, Social and Economic Impact	Providing a swift and effective emergency response should have a positive impact on health, social and economic considerations
Crime and Disorder	None as known
Children and Adults Safeguarding	Rest Centre plans ensure care and supervision is provided by suitably qualified DBS checked staff.
Environmental Impact	Emergency planning works closely with partners within the Norfolk Resilience Forum to undertake risk assessments which consider the impact on the environment, human welfare, essential services, security, and economy. Where the risk is high a specific response plan is in place (e.g., flooding, Briar Chemicals, Norwich Airport – plans listed at 1.3 of the strategy)

Risk Management

Risk	Consequence	Controls Required
Not having a clear framework for managing emergencies in line with our legal duties Reputational	Failure to provide an emergency response capability to an emergency affecting the community could put the safety and welfare of our communities in danger. Reputation and media influences if the authority fails to fulfil its statutory obligations under the Civil Contingencies Act 2004 Human Rights: Inability to provide an emergency response capability could possibly result in contravening this Act.	The following controls are in place to mitigate the risks: • Emergency Management Strategy. • Emergency planning duty officer procedures and rota in place. • Gold/Silver rota in place. • Further and ongoing training/exercises to be provided to build greater resilience.

Other Options Considered

18. No other options for consideration.

Reasons for the decision/recommendation

19. Provision of emergency response capability across all levels will enhance resilience and ensure the council can provide an effective response.

20. The proposed training programme will embed emergency planning within the culture of the council and ensure staff and councillors have an understanding of their roles.

21. It is recommended that Cabinet approve the Emergency Management Strategy which provides a clear structure on how the council will manage its response to an emergency.

22. It is recommended the strategy is referred to the Scrutiny Committee for review.

Background papers: None

Appendices: Emergency Management Strategy (excluding the annex, Emergency Planning Duty Officer procedures)

Contact Officer:

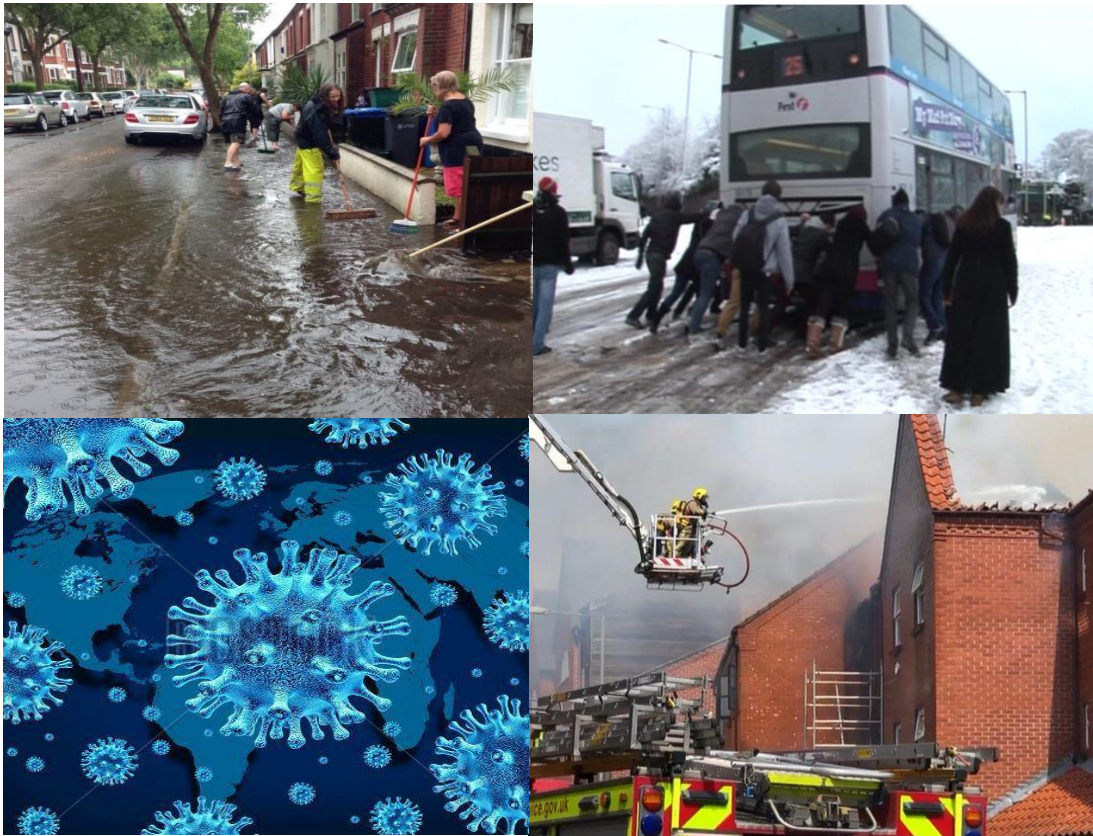Name: Teresa Cannon and Sarah Ashurst

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Emergency Management Strategy

Plan Owner: Emergency Planning Manager

Version: Final - Unclassified

   Annex – Restricted document

Date: Draft v.1

Review Date: ?/?/2023

Foreword

Norwich City Council has responded to a variety of emergencies over the years, such as severe weather incidents, post Grenfell building safety assessments, mutual aid to coastal tidal surge events, rest centre activation and the tremendous response effort to the Covid-19 pandemic, which is ongoing as we continue to work towards recovery.

Under the Civil Contingencies Act 2004, local authorities, as Category 1 responders, have a duty to have plans in place to respond to and support an emergency that might occur within its area. The purpose of the document is to ensure that the council, together with its partners, is fully prepared and resourced in order to be able to respond effectively. The council has two main roles when dealing with emergencies:

- Firstly, in the **response** phase we must assist the emergency services to protect life and property and provide support to the local community affected.

- Secondly, in the **recovery** phase, we take the lead in co-ordinating the activities of the various organisations which may be called upon to help the community and assist in the return to a new normality. Invariably the involvement of the council in the recovery phase will last significantly longer than the initial response.

Whilst all this is happening we must also ensure we can maintain our normal services, therefore it is important that Business Continuity Plans are operated in conjunction and in support of this document.

This plan sets out the roles, responsibilities and operational procedures to be undertaken in the event of an emergency. It is the responsibility of all Heads of Service and managers to make whatever further planning arrangements are necessary for them to carry out their normal day to day functions as part of business continuity planning. The council will then be able to respond quickly and efficiently, providing assistance in the most effective way.

It is important that this plan is read and understood by all concerned. All managers are required to ensure staff are made aware of this plan, particularly if they are required to undertake a key role in the response to an incident. Training to raise awareness of multi-agency emergency management is available through the Emergency Planning Manager.

Norwich City Council is committed to providing an appropriate and proportional response to any emergency and support from all staff will be required to achieve this.

Many thanks for your help and support.

Stephen Evans
Chief Executive
Norwich City Council

Contents

Annex: The annex to the Emergency Management Strategy – Emergency Planning Duty Officer Procedures - forms a separate document due to the restricted information contained therein

Purpose of the Plan

This document is designed to outline the agreed arrangements for effective emergency management which supports the common objectives of the Norfolk Resilience Forum (NRF):

- Saving and protecting life
- Relief of suffering
- Protecting the health and safety of personnel
- Containing an incident, limiting its escalation or spread and mitigating its impact
- Safeguarding the environment
- Protecting property, as far as is reasonably practicable
- Providing the public with accurate and timely information
- Maintaining critical services
- Maintaining normal services at an appropriate level
- Facilitating investigations and enquiries
- Promoting and facilitating self help in the community
- Facilitating the recovery of the community (including mitigating the humanitarian, economic, infrastructure and environmental impacts)
- Evaluating the response and recovery effort
- Identifying and taking action to implement lessons identified.

Extract from Emergency Response and Recovery 2.5.4

This document outlines the role of Norwich City Council and its response to, and recovery from, a major or significant emergency by:

- Outlining the council's procedures to support Category 1 and 2 Responders[1], voluntary agencies and the public involved in an incident

- Outlining the council's strategy for managing the return towards normality (recovery) for the community of Norwich after a major or significant emergency

- Providing guidance to all employees who are required to respond at the strategic, tactical and operational level so they are aware of their decision-making responsibilities and the need for the preservation and protection of records relating to an incident.

Protocols

This plan will be reviewed every two years or beforehand if legislation or best practice guidance necessitates immediate amendment. The master copy and a record of review and decision making process will be held by the Emergency Planning Manager (EPM).

Heads of Service are requested to notify the EPM of any changes within their departments that may impact on the contents or procedures outlined in this document.

[1] As defined in the Civil Contingencies Act 2004 – a list is provided on page 1

Distribution List

Internal
Chief Executive
Executive Director of Corporate & Commercial Services
Executive Director of Community Services
Executive Director of Development & City Services
Head of Planning & Regulatory Services
Head of Environment Services
Head of Property & Economic Development
Head of Finance, Audit & Risk
Head of HR & Organisational Development
Head of Legal & Procurement (Monitoring Officer)
Head of Housing & Community Safety
Head of Strategy, Engagement & Culture
Head of Customers, IT & Digital
Environmental Health & Public Protection Manager
Emergency Planning Manager
Norwich City Council Intranet
Resilience Direct – Norwich City Council Plans

Director of Housing Delivery
Norwich Regeneration Limited
Norwich City Services Limited

Record of amendments

Amendment No	Date	Amendment	Signed
Draft v.1	5/5/21	New document	Teresa Cannon

If any amendments are required to this plan please contact:

Emergency Planning Manager
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Norwich
NR2 1NH

Tel: 01603 989262
Email: emergencyplanning@norwich.gov.uk

Abbreviations/glossary

ABI	Association of British Insurers
Bellwin Scheme	Discretionary scheme for providing central government financial assistance in exceptional circumstances to affected local authorities in the event of a major incident
Bronze	Operational level of an emergency
CCA	Civil Contingencies Act 2004
COBR	Cabinet Office Briefing Room
COMAH	Control of Major Accident Hazards
CRR	Community Risk Register
DEFRA	Department of the Environment, Food and Rural Affairs
Emergency Control Room	Operations centre from which Norwich City Council will co-ordinate its response
EPDO	Emergency Planning Duty Officer
FSA	Foods Standard Agency
GLO	Government Liaison Officer
Gold	Strategic level management (Norwich City)
HAC	Humanitarian Assistance Centre - a focal point for information and assistance to families and friends and those directly affected by an emergency
JRLO	Joint Regional Liaison Officer (Military)
LA	Local authority
LALO	Local authority liaison officer
LCG	Local Co-ordinating Group (multi-agency)
LGD	Lead Government Department
MACA	Military Aid to the Civil Authority – the overarching term covering all categories of aid which the Ministry of Defence may provide to the civil authorities
MHCLG	Ministry of Housing, Communities and Local Government
NCC	Norfolk County Council
NERG	Norfolk Emergency Response Guidance
NHS	National Health Service
NRF	Norfolk Resilience Forum
RAYNET	Radio Amateurs Emergency Network
RCG/RWG	Recovery Co-ordinating Group/Recovery Working Group
SCG	Strategic Co-ordinating Group (multi-agency)
Silver	Tactical level management (Norwich City)
STAC	Science and Technical Advice Cell – a sub group of the SCG and RCG to provide strategic direction, co-ordination and assessment of health, scientific and environmental protection issues.
TCG	Tactical Co-ordinating Group (multi-agency)

Section 1 – Introduction and Strategy

1.1   **Introduction**

Emergencies occur on a regular basis and are usually dealt with by the emergency services or local authority service areas as a matter of routine. A major incident is one that is greater in effect and requires a co-ordinated response from all the agencies involved.

The Norfolk Resilience Forum (NRF) sets the strategy to be adopted for such an event in the Norfolk Emergency Response Guidance (NERG), which outlines the agreed procedures and arrangements for effective integrated multi agency command, control and co-ordination when dealing with all phases of emergencies in Norfolk. Each agency will in addition have its own plans specific to the role of the service concerned.

The Civil Contingencies Act 2004 requires Category 1 and Category 2 responders in a local resilience area to co-operate with each other in connection with the performance of duties under the legislation. The statutory Local Resilience Forum has been established in Norfolk and is known as the Norfolk Resilience Forum (NRF). The NRF is the collective name for all groups within the framework.

Membership involves organisations identified as Category 1 and Category 2 organisations within the legislation, plus many other agencies. All organisations represented within the NRF make valuable contributions to the wider community resilience planning activity in Norfolk, before, during and after an emergency.

Category 1 Responders
- Borough Council of King's Lynn & West Norfolk
- Breckland Council
- British Transport Police
- Broadland District Council
- East of England Ambulance Service NHS Trust
- Environment Agency
- Great Yarmouth Borough Council
- James Paget Hospital NHS Trust
- Maritime and Coastguard Agency
- NHS England East Anglia Area Team
- Norfolk & Norwich University Hospital NHS Trust
- Norfolk Constabulary
- Norfolk County Council
- Norfolk Fire and Rescue Service
- North Norfolk District Council

- Norwich City Council
- Public Health England
- Queen Elizabeth Hospital Kings Lynn NHS Trust
- South Norfolk Council

Category 2 Responders

- Anglian Water Services Ltd
- Associated British Ports, King's Lynn
- BT Worldwide Networks,
- Department of Environment, Food & Rural Affairs
- East Midlands Trains
- First Capital Connect
- Great Yarmouth Port Authority
- Health & Safety Executive
- Highways England
- King's Lynn Conservancy Board
- National Grid Transco
- Network Rail (Anglian Region)
- NHS Clinical Commissioning Groups
- Norfolk Green
- Norwich Airport
- UK Power Networks

1.2 Aim of this plan

The aim of this plan is to provide guidance to facilitate a timely and effective response by Norwich City Council in the event of an emergency within the city. The procedures outlined in this plan are generic and offer a framework that can be applied to any emergency or major incident.

1.3 Reference to other plans

Reference should be made to the following plans which complement this plan and contain greater details specific to an incident:

Norwich City Council	Multi-Agency Plans (NRF)
• City Hall – Emergency Evacuation Procedure	• Briar Chemicals External Emergency COMAH Plan
• City Hall – Post Room Hazardous Substance Plan	• Cold Weather Plan for England (PHE)
• City Hall - Suspicious Package and Bomb Threat Procedure	• Heatwave Plan for England (PHE)
• MOU British Red Cross (Rest Centres)	• Norwich Airport Emergency Plan

Norwich City Council	Multi-Agency Plans (NRF)
• MOU – Norse (rest centre equipment storage area)	• Norfolk Emergency Response Guidance
• Norwich Arboricultural Services Major Emergency Escalation Plan	• Norfolk Excess Deaths, Mass Fatalities & Temporary Mortuary Plan
• Norwich Business Continuity Plans	• Norfolk Flood Response Plan
• Rest Centre Plans	• Norfolk Flood Response Plan – Norwich specific
➢ City Academy	• Norfolk Fuel Emergency Plan
➢ Hewett School	• Norfolk Humanitarian Assistance Plan
➢ King's Centre	• Norfolk Major Accident Hazard Pipeline Emergency Plan
➢ Norman Centre	• Norfolk Major Incident Communications Plan
➢ Open Academy (Heartsease)	• Norfolk Mass Casualties Plan
➢ St Andrew's & Blackfriars Halls	• Norfolk Multi Agency Strategic Holding Area (MASHA)
➢ St Francis of Assisi Primary	• Norfolk Notifiable Animal Disease Plan
➢ Vauxhall Community Hub	• Norfolk Pandemic Influenza Response Framework
	• Norfolk Recovery Guidance
	• Norfolk Resilient Telecommunications Plan (inc Airwave)
	• Norfolk Voluntary & Faith Capabilities Directory
	• Norwich City Football Club Plan

1.4   **Definitions**

The Civil Contingencies Act (CCA) 2004 places a duty on local authorities, as Category 1 responders, to work in partnership with other local responders in providing support during an emergency. In order to ensure that there is complete understanding of the phrases that are likely to be used they are defined as follows:

Major Incident

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

It is vitally important that, when appropriate, a "major incident" is declared. This decision must be clear and communicated between all necessary agencies

Emergency

- An event or situation which threatens serious damage to human welfare in a place in the UK
- An event or situation which threatens serious damage to the environment of a place in the UK
- War or terrorism, which threatens serious damage to the security of the UK
- Additionally, to constitute an emergency, an event or situation must also pose a considerable test for an organisation's ability to perform its functions

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

- Loss of human life
- Human illness or injury
- Homelessness
- Damage to property
- Disruption of a supply of money, food, water, energy or fuel
- Disruption of a system of communication
- Disruption of facilities for transport
- Disruption of services relating to health

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

- Contamination of land, water or air with biological, chemical or radio-active matter
- Disruption or destruction of plant life or animal life

Response

Response encompasses the decision and actions taken to deal with the immediate effects of an emergency. In many scenarios it is likely to be relatively short and to last a matter of hours or days – rapid implementation of arrangements for collaboration, coordination and communication, is therefore, vital. Response encompasses the effort to deal not only with the direct effects of the emergency itself (e.g. fighting fires, rescuing individuals) but also the indirect effects (e.g. disruption, media interest).

Recovery

In contrast to response, recovery may take months or even years to complete, as it seeks to support affected communities in the reconstruction of the physical infrastructure and restoration of emotional, social and physical well-being. Recovery is defined as the process of rebuilding, restoring and rehabilitating the community following an emergency. Although distinct from the response phase, recovery should be addressed from the very beginning, as recovery actions taken during the response phase can influence the longer-term outcomes for a community.

1.5 **Type and scale**

Incidents could be international, national, regional or local level in scale and generally fall into one of two categories:

Sudden impact

These occur with little or no warning and require an immediate response. Examples of this could be significant transport collisions, fires or explosions.

Slow onset

This type of event has a lead in time of days, weeks or months. It can include severe weather, flooding or pandemics.

1.6 **Declaration**

An emergency (as defined within the CCA) or a major incident, can be declared by any of the Category 1 Responders, who consider that any of the criteria are satisfied. It is the responsibility of the agency making the declaration to ensure all others are notified.

It must be recognised that what is an emergency as defined within the CCA to one agency may not be so to another. However, all agencies will be notified so that in appropriate cases resources can be deployed in a stand-by capacity if necessary.

1.7 **Hazard assessment**

One of the key requirements of the CCA is that the Norfolk Resilience Forum produces a **Community Risk Register** (CRR) that provides a collective assessment of the hazards and risks within Norfolk.

The National Risk Register forms a platform which the CRR is produced, the purpose being to identify and quantify local risks. This information is then used to inform the public, in addition to providing meaningful information to the NRF during its emergency planning, training and exercising activities. This process helps to ensure that our emergency plans are appropriate and proportionate to the identified risks, which will help to meet the needs of the community. The main risks are:

- Severe Weather
- Utility Failure
- Human health (e.g. pandemic flu, communicable disease)
- Flooding (e.g. tidal, fluvial and surface water flooding)
- Transport incidents
- Industrial accidents
- Fire/Explosion
- Social issues

Full details of the Community Risk Register are available on the Norfolk Resilience Forum website – www.norfolkprepared.gov.uk.

1.8 **Norwich City Council statutory duties under the CCA**

Local authorities are a highly significant Category 1 responder and have a key role in planning for an emergency, responding to an emergency and supporting the long-term recovery following an emergency. Under the CCA, Norwich City Council has the following responsibilities:

- Carry out a risk assessment and contribute to the Norfolk Community Risk Register
- Plan for emergencies, including training and exercising
- Co-operate with partner agencies to enhance co-ordination and efficiency
- Share information with partner agencies to enhance co-ordination
- Ensure arrangements are in place to warn, inform and advise the public both before and during emergencies
- Ensure robust business continuity arrangements are in place to maintain service delivery

In addition to these, local authorities have an additional statutory duty:

- To provide advice and assistance to businesses and voluntary organisations about business continuity

1.9 **Responders**

It is likely that the initial response to emergencies will be by the emergency services at a local level, and mutual aid arrangements would provide assistance from neighbouring areas. Depending on the scale of the incident, it is subsequently likely to involve other agencies from Norfolk, or regional and national agencies. An agreement between Norfolk local authorities for the provision of mutual aid in the event of an emergency has been signed by respective Chief Executives.

Norfolk County Council

In the event of a major incident involving two or more local authorities, the Head of Paid Service of Norfolk County Council will co-ordinate the local authority response, in consultation with the Chief Executives concerned.

Ministry of Housing, Communities and Local Government (MHCLG) – Central Resilience Team

The Central Resilience Team is based in Birmingham. In times of non-emergency the Central Resilience Team is responsible for co-ordinating emergency preparedness across the central region. In response to an emergency, the initial action is to establish communication with the SCG and to deploy a Government Liaison Officer (GLO).

During an emergency the MHCLG Co-ordinating Group and Operations Centre will be formed in the most serious circumstances. It does not become involved

in local command and control arrangements unless empowered to by emergency regulations. The precise role of the MHCLG Co-ordinating Group and Operations Centre will vary depending on the scale and nature of the emergency. Generic aspects will involve:-

- Advising on regional priorities and guiding the deployment of scarce resources.
- Facilitating mutual aid arrangements, where appropriate.
- Providing early warning of emerging major challenges and how they might best be addressed.
- Ensuring an effective flow of communication between local and national levels, including reports to the national level on the response and recovery efforts.
- Collate and maintain a strategic picture of the situation with a focus on consequence management and recovery.
- Raising to a national level any issues that cannot be resolved at a local level.
- Ensuring that the national input to response and recovery is co-ordinated with the local efforts.

Lead Government Department (LGD)

Where the scale or complexity of an emergency is such that some degree of government co-ordination or support becomes necessary, a designated Lead Government Department (LGD) will be made responsible for the overall management of the government response. Amongst the responsibilities of the LGD are to:-

- Produce a brief, accurate situation report on the nature and scale of the emergency and submit this promptly along with the central briefing for media purposes to their Minister

- Draw upon and apply the relevant capabilities applicable to the emergency in hand and if required, coordinate the support needed from other government departments and agencies through the Cabinet Office Briefing Room (COBR)

- Use its authority decisively to take whatever executive decisions and actions are needed from the centre to handle the emergency or to help local responders to deal with it

Where the LGD need scientific and technical advice they will activate a Science Advisory Group for Emergencies (SAGE).

The Insurance Industry

Experience has identified the crucial role that the insurance industry will play. Although their role is seen as focused on the recovery element, it will be of great benefit if they are engaged in the early response. This will allow them to provide responders with an overview of how they will assist those affected and preliminary activity that would be of benefit during the recovery.

As a result, the Association of British Insurers (ABI) and Chartered Institute of Loss Adjusters (CILA) will nominate a single point of contact to act on behalf of the industry. A member of the industry should be invited to join the Recovery Co-ordinating Group (RCG) once established (see Section 11).

Community

Communities play a vital role in the response to, and recovery from emergencies. They can provide resources, expertise and knowledge to support the responding agencies. Members of the community may be able to help themselves and can also provide support to local vulnerable people who may need physical assistance or reassurance.

The community may be able to advise response agencies on the different cultural or language needs of its members. Local networks that can be utilised for the dissemination of information to the local community include:

- Local neighbourhood teams
- Community groups
- Safer neighbourhood initiatives, Neighbourhood Watch etc
- Faith groups
- Local business groups and partnerships

Military

The Military may be able to provide assistance during a major emergency under existing Military Aid to the Civil Authorities (MACA) arrangements. However, it must not be assumed that assets will be automatically available. Therefore, military assistance must be viewed as an enhancement rather than integral to our response.

Contact would be made through the Brigade's Joint Regional Liaison Officer (JRLO), who is the primary focus for the integration of military UK operations with civil authorities, and who is a member of the Norfolk Resilience Forum. The Joint Doctrine Publication provides guidance for the Defence contribution to resilience in the UK. Further information is also detailed in the Norfolk Emergency Response Guidance.

1.10 **Business continuity**

Emergency Planning is primarily concerned with a co-ordinated response to an emergency and providing additional services to partner agencies and the community. The CCA also requires Local Authorities to maintain plans to ensure that they can continue to maintain their functions in the event of an emergency, so far as is reasonably practicable. The duty relates to all functions, not just their emergency response.

Through the Business Continuity Management process, procedures are developed to ensure that critical activities are maintained within agreed timescales. Business Continuity plans have been developed for each service area and are regularly reviewed and updated.

Section 2 – Command, Control and Co-ordination

2.1 **Integrated Emergency Management Framework**

There are three levels of control which may be established during a major emergency:

Operational: This is the level at which the management of 'hands on' work is undertaken at the site(s) of the emergency or other associated areas.

Tactical: The purpose of the Tactical Co-ordinating Group (TCG) is to ensure that the actions taken by the operational level are co-ordinated, coherent and integrated, in order to achieve maximum effectiveness and efficiency.

Strategic: Where an event or situation has an especially significant impact, substantial resource implications, involves a large number of organisations, or lasts for an extended duration; then it may be necessary to implement multi agency management at the strategic level. The multi agency forum which brings together Gold level commanders from relevant organisations is entitled the Strategic Co-ordinating Group (SCG)

Most major emergencies will be of the "sudden impact" type, therefore, command and control will start from an operational level at the scene. This may be escalated as necessary, resulting in the implementation of a tactical level of response and a strategic level should it prove necessary.

The exception to this may be for a slow onset emergency, such as a threat of flooding, where command levels may be activated independently as required. This section of the plan should be read in conjunction with the Norfolk Emergency Response Guidance and Norfolk Recovery Guidance

2.2 **Local authority initial response**

In line with the principle of the initial response to any emergency, it will be standard practice, once the alert is received, to activate the council emergency management strategy in phases as follows:

Phase One: City can deal with the incident from its own resources – advise adjoining council and county council

Phase Two: City can deal with the incident with limited support from county council or other councils

Phase Three: Incident too large or complex for the City council to manage, county council will take the lead.

2.3 National command and control structure

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│ Support cells            │   │ Tactical Co-ordinating │
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2.4 Operational level

First responders will take appropriate immediate measures and assess the nature and extent of the problem, with due regard to risk reduction measures and the health and safety of personnel.

Operational commanders or managers will concentrate their effort and resources on the specific tasks within their areas of responsibility, liaising with partners in line with the Joint Emergency Services Interoperability Principles (JESIP).

The Joint Decision Model (JDA) will be used by responders managing the incident to provide a structured decision making process:
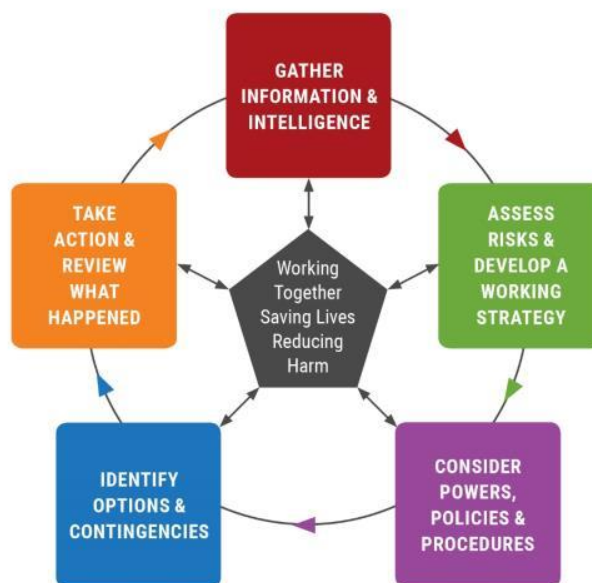
They will act on delegated responsibility from their organisations until higher levels of management are established. Individual agencies retain control of resources and personnel deployed at the scene, but each agency must liaise and co-ordinate with all other agencies involved, ensuring a coherent and integrated effort.

The following are some of the roles fulfilled by the council at the operational level, further details on roles and responsibilities are detailed in section 3:

Role	Function
EPDO/EPM (Emergency Planning Duty Officer/ Emergency Planning Manager)	• Receive the initial call from Emergency Services, other Cat 1 or 2 responder or NCAS • Determine the level of response required and notify CEO • Call out the necessary response staff and co-ordinate the overall response • Activate Emergency Control Room as appropriate (see section 4)
LALO (Local Authority Liaison Officer)	• Represent the council at the scene and liaise with emergency services • Co-ordinate the response at the scene • Liaise with EPDO/EPM/Silver/Emergency Control Room
Rest Centre/ Reception Centre staff	• Set up and manage the operation of a Rest Centre/ Reception Centre as directed by EPDO/EPM (see section 6)
Housing Emergency Response/ Welfare of	• Lead the response to minor incidents on estates • Identify and organise care for vulnerable residents affected by the incident

Role	Function
Vulnerable Persons	• Liaise with EPDO/EPM/Emergency Control Room during any major incident or emergency
All Service Areas	• Take responsibility for managing the provision of their service in response to an emergency or disruption • Liaise with EPDO/EPM/Emergency Control Room as appropriate

2.5 Local Co-ordinating Group (LCG)

In certain incidents a Local Co-ordinating Group (LCG) may be formed to co-ordinate local activities:

- Norfolk wide incident affecting multiple districts (e.g. pandemic, severe weather)
- Localised incident that needs multi-agency co-ordination (e.g. waste site fire, gas leak, evacuation)

Some smaller incidents may only require this level of management. The decision to activate a LCG is likely to be made by the local council.

2.6 Tactical Co-ordinating Group (TCG)

The purpose of the Tactical Co-ordinating Group (TCG) is to ensure that the actions taken by the operational level are co-ordinated, coherent and integrated in order to achieve maximum effectiveness and efficiency.

It is important to understand that tactical command is role specific and not rank /management grade related. However, it will usually comprise senior officers of each agency committed within the area of operations and will assume tactical command of the event or situation. The role of the TCG is to:

- Fulfil strategic aims and objectives
- Determine priorities for allocating available resources
- Obtain additional resources if required
- Plan and coordinate how and when tasks will be undertaken
- Assess significant risks and use this to inform the tasking of operational commanders
- Ensure the health and safety of the public and personnel

The council will be represented by a local authority tactical manager (Head of Service nominated by CLT), who should be of sufficient seniority or empowered to make decisions appropriate to that set at tactical level. They may require a staff officer / tactical advisor and a loggist when attending multi agency meetings, depending on the scale of the response required.

2.7 **Strategic Co-ordinating Group (SCG)**

Where an event or situation has an especially significant impact, substantial resource implications, involves a large number of organisations, or lasts for an extended duration; then it may be necessary to implement multi agency management at the strategic level.

The multi agency forum which brings together Gold level commanders from relevant organisations is entitled the Strategic Co-ordinating Group (SCG). SCG members must be security cleared to attend meetings. The role of the SCG is to:

- Determine and disseminate a clear strategic aim and objectives and review them regularly.

- Establish a policy framework for the overall management of the event or situation.

- Prioritise the requirements of the tactical tier and allocate personnel and resources accordingly.

- Formulate and implement media handling and public communication plans, potentially delegating this to one responding agency.

- Direct planning and operations beyond the immediate response, in order to facilitate the recovery process.

- Ensure that legal advice is obtained if considered necessary.

- Ensure that detailed policy records are maintained.

It will usually be the role of the police to co-ordinate this management level and chair the SCG. This would be particularly appropriate where there is an immediate threat to life, a possibility the emergency was the result of criminal activity or significant public order implications. However, depending on the nature of the emergency, this role may be undertaken by another agency.

The council will be represented by the Chief Executive or nominated Emergency Director. The council strategic (Gold) commander may require a staff officer / tactical advisor and loggist when attending multi agency meetings.

2.8 Norwich City Council Command and Control Structure

Normality	Emergency	Multi-Agency
Corporate Leadership Team (Chief Executive and Executive Directors)	**Strategic Emergency Management Team (Gold)** (Chief Executive and Executive Directors)	**Strategic Co-ordinating Group** Multi-agency representation (as required)
Senior Leadership Team (Heads of Service)	**Tactical Emergency Management Team (Silver)** (Heads of Service and other Managers as appropriate)	**Tactical Co-ordinating Group** Multi-agency representation (as required)
Managers, Team Leaders and all other staff	**Operational staff as appropriate (Bronze)** (e.g. Housing, Env. Health, Building Control)	**Local Co-ordinating Group (LCG)** Multi-agency representation (as required)

Full Council/ Cabinet

Rest Centre Managers, Emergency Support Staff, Loggists/ Note takers

2.9 Norwich City Council alerting procedures and initial actions

- Emergency planning is normally the focal point for initial contact and assessment of developing emergency situations.
- Emergency planning will inform the Chief Executive or member of the Corporate Leadership Team of a declared major emergency or developing emergency situation.
- The Chief Executive will be responsible for the overall strategic co-ordination of the council's response to any emergency.
- The Chief Executive will consider the need to appoint an Emergency Director to manage the co-ordination of the council tactical response.
- As soon as the potential for a major emergency is identified and it has potential to cause a major disruption to the provision of the council's services and/or a significant impact on the community, the Chief Executive will decide if a Strategic Emergency Management Group meeting should be convened.

Norwich City Council Incident Alert Procedures
(Out of hours: Emergency Services or other external organisation contact our Out of Hours service provider)

Call received by Emergency Planning Duty Officer

Open an incident log to record all the information and actions taken

Investigate and assess the information. Can response be dealt with and resolved without invoking the Emergency Management Strategy?

YES

NO

Take appropriate action. Notify others as appropriate. Do we need to open up a Rest Centre?

YES

Contact Norwich City Council Rest Centre staff and British Red Cross for Rest Centre Support

Continue to assess the situation and take appropriate action

Incident Report and Log Sheet passed to Emergency Planning to assess issues that may need to be addressed

- Notify Chief Executive as appropriate.
- Notify Comms as appropriate in case of media interest.
- Notify Leader or Ward Member as appropriate.
- Consider whether Norfolk CC Resilience Duty Officer or other organisations need to be notified.

If incident escalates significantly it may be appropriate to invoke the Emergency Management Strategy

M I N O R   I N C I D E N T

M A J O R   I N C I D E N T

- Notify Chief Executive – Emergency Director to be appointed.
- Representative to be nominated to attend NRF multi-agency Strategic or Tactical Co-ordinating Group (TCG) meetings.
- Comms to be notified in case of media interest.
- Notify Norfolk CC Resilience Duty Officer – assistance may be required from County.

- Keep Chief Executive/ Emergency Director updated regularly
- Elected Members and all key stakeholders to be informed

Initiate callout of support staff as required

Debrief and produce incident report and action plan

If response is significant and requires involvement of several services

Activate Emergency Management Strategy and alert staff as appropriate

Discuss scale of incident and next steps with Chief Executive or member of CLT

Consider activation of Emergency Control Centre

If appropriate, arrange for a Strategic Emergency Management Team (Gold) meeting to discuss scale of incident, response requirements and impact on Norwich City Council service delivery

As appropriate, implement Recovery Strategy

2.10 **Strategic Emergency Management Team (Gold)**

The overall strategic management and co-ordination of the council response to the emergency will be the responsibility of the Strategic Emergency Management Group.

Norwich City Council - Strategic Emergency Management Team (Gold)

Cabinet Members	**Chief Executive**	Emergency Planning Manager (Staff Officer/Advisor/ professional support)
		Democratic Services Manager to provide administrative support

Executive Director of Community Services

Executive Director of Corporate & Commercial Services

Executive Director of Development & City Services

Heads of Service and specialist officers as appropriate

As the Chief Executive may need to attend strategic meetings at the NRF multi agency SCG or similar, a deputy chair of the Strategic Emergency Management Team should be appointed.   Other members of the team may need to nominate deputies for the same reason.

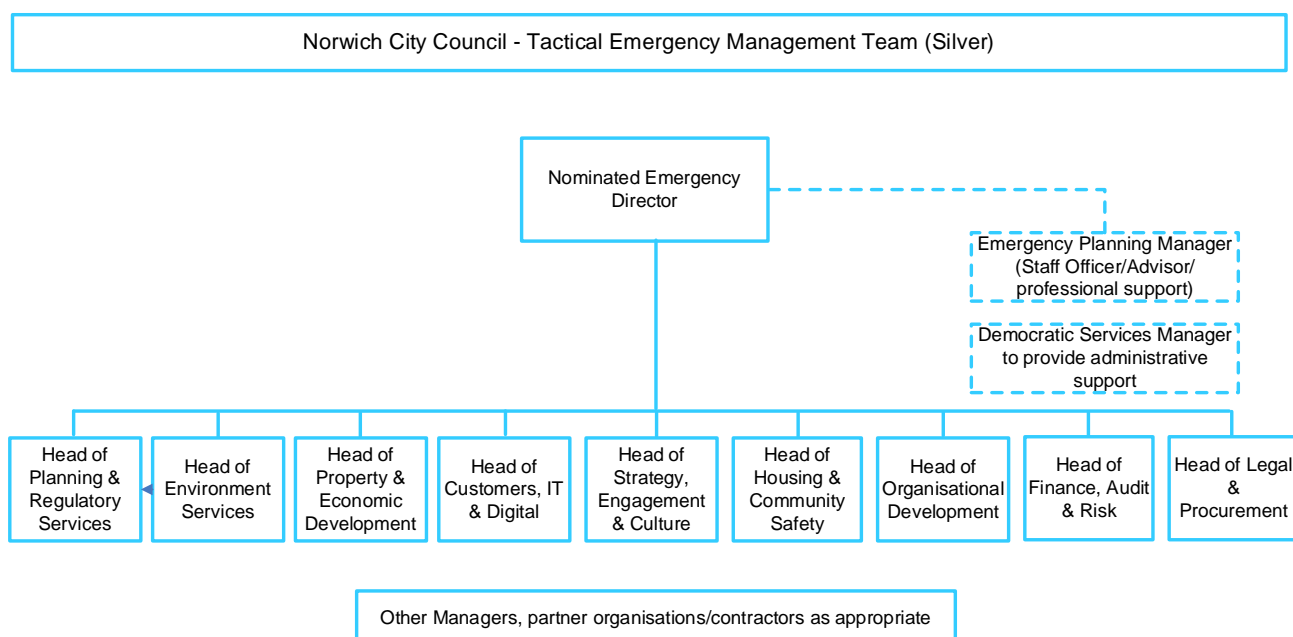Examples of generic strategic objectives:

- To provide public reassurance by delivering an appropriate information, communications and media strategy that ensures the delivery of timely, accurate and consistent messages to the public, members, staff and media.

- To co-ordinate a multi-agency response designed to minimise the economic impact to residents, tourism and the business community of the city of Norwich.

- Ensure effective business continuity management and monitor the impact of the emergency on the service delivery of the council.

Sample draft agenda for strategic meetings should include the following:

1. Introduction / attendance / apologies
2. Approval of previous notes
3. Current situation (including updates from SCG/TCG)
4. Business impact assessment
5. Community impact assessment
6. Key issues/ review of options
7. Strategic / policy decisions – determine & review previous meeting policies
8. Communication strategy (internal, external and members)
9. Recovery (short, medium and long term key issues)
10. Summary of actions allocated
11. Any Other Business
12. Time of the next meeting / organisations to attend

2.11 Tactical Emergency Management Team (Silver)

The core membership of the council Tactical Emergency Management Team is outlined in the following diagram, although membership will depend on the type of emergency and may include representatives from external agencies/organisations as required. The chair of the Tactical Emergency Management Team will be an Emergency Director nominated by the Chief Executive.

Norwich City Council - Tactical Emergency Management Team (Silver)

Nominated Emergency Director

Emergency Planning Manager (Staff Officer/Advisor/ professional support)

Democratic Services Manager to provide administrative support

Head of Planning & Regulatory Services | Head of Environment Services | Head of Property & Economic Development | Head of Customers, IT & Digital | Head of Strategy, Engagement & Culture | Head of Housing & Community Safety | Head of Organisational Development | Head of Finance, Audit & Risk | Head of Legal & Procurement

Other Managers, partner organisations/contractors as appropriate

The team will be responsible for decision making at a tactical level and will ensure the council response is co-ordinated and structured, providing support to those staff deployed to the emergency site or to other controls that might have been set up.

The team will ensure that the Chief Executive and Strategic Emergency Management Team is kept fully briefed on what is occurring and how the council is responding.

The impact of a major emergency can place considerable demands on the resources of the authority and pose significant challenges to the day-to-day service delivery. Effective business continuity management is essential to maintain the service delivery of the council.

2.12 **Emergency control room**

The Emergency Control Room is located in room 207a.

The room is equipped with a range of IT and equipment to enable it to be used as the council's co-ordination centre when responding to emergency incidents.

Section 3 – Emergency roles and responsibilities

3.1 **Norwich City Council**

The main responsibilities of the council in the event of an emergency will be as directed by the Chief Executive. They will include:

- Provide support to the emergency services both during and in the immediate aftermath of an incident.

- Establish liaison with appropriate police command levels, including the deployment of Local Authority Liaison Officers (LALO) where necessary.

- Use local authority resources to assist with the mitigation of the effects on people, property and infrastructure.

- Management of rest centres, survivor reception centres, family and friends reception centres and humanitarian assistance centre as required.

- Arrange temporary accommodation for persons made homeless as a result of the emergency or major incident.

- Act or advise on any environmental matter resulting from the emergency.

- Provide investigating and enforcement officers under the provision of the Food and Environmental Protection Act 1985.

- Provide advice on dangerous structures.

- Alert voluntary organisations as necessary and co-ordinate their response.

- Co-ordinate post-trauma stress counselling, in conjunction with the health service providers and voluntary organisations.

- Establish liaison with the police press centre to ensure the co-ordination of the release of information to the news media.

- Provide information and advice to the public.

- As the emphasis moves from response to recovery, assume the co-ordinating role to facilitate the rehabilitation of the community and restoration of the environment.

- Support the physical, social, economic and psychological recovery of the community.

- Assist Norfolk County Council in establishing a temporary mortuary if required.

- Request military assistance if required.

- Maintain the council's critical functions as detailed in the Corporate Business Continuity Plan.

3.2 **Chief Executive**

- Assume overall responsibility and co-ordination of all Norwich City Council measures to deal with an emergency during the response and recovery phases.
- Attend multi-agency NRF Strategic Co-ordinating Group (SCG) meetings.
- Establish and chair the council Strategic Emergency Management Team (Gold) meetings.
- Appoint an Emergency Director to co-ordinate and manage the council's strategic/tactical response (Silver) to an emergency, as required.
- Be responsible for authorising the commitment of resources and financial aid.
- Determine the council's media/public information strategy in respect of the incident.
- Ensure "preserve and protect" policy is implemented to preserve documents, records and logs relating to the emergency.
- Ensure the Leader of the council and other elected members, as appropriate, are kept informed throughout the emergency.
- Ensure critical activities are maintained in accordance with business continuity plans.
- Liaise with the Head of Paid Service, Norfolk County Council, or other local authority and MHCLG as appropriate.
- Authorise requests for military assistance in liaison with the Head of Paid Service, Norfolk County Council, as necessary.
- Chair of SCG, when the responsibility for strategic co-ordination has been transferred from the police and the emergency has moved from the response to the recovery phase.
- In conjunction with the Head of Paid Service, Norfolk County Council and Norfolk Community Foundation, consider establishing a Disaster Appeal Fund.
- Participate in Gold duty rota.

3.3 **Emergency Director (appointed by Chief Executive)**

- The Emergency Director will be appointed by the Chief Executive for the duration of the emergency and will be responsible for the co-ordination and management of the council's tactical response (Silver) to an emergency, as required.
- Nominate an officer to represent the council at the multi-agency NRF Tactical Co-ordinating Group (TCG), as required.
- Attend the council Strategic Emergency Management Team (Gold) meetings.
- Establish and chair the Tactical Emergency Management Team (Silver) meetings, and appoint a deputy chair of the group.
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Undertake the role of chair of the Recovery Co-ordinating Group in the recovery phase.

3.4 **Executive Director of Corporate and Commercial Services (S151 Officer)**

- In the event of the CEO not being available, undertake the role and responsibilities outlined in 3.2, as directed.
- Undertake the role of Emergency Director as required by the CEO.
- Attend multi-agency NRF Strategic Co-ordinating Group (SCG) meetings as required.
- Attend the council Strategic Emergency Management Team (Gold) meetings.
- If it becomes clear that expenditure is likely to be significant, seek central government guidance affecting the payment of grant towards the cost of responding to the emergency.
- Be aware of claims that can be made under the Bellwin Scheme of financial assistance to local authorities.
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Issue instructions for the use of special expenditure accounting code for all costs that can be attributed to the emergency.
- Provide necessary financial arrangements to support the council's activities in accordance with local government legislation.
- Make available supplementary funds to meet operational needs in excess of departmental budgets as permitted by legislation.
- Make provisions for the management of Disaster Appeal/Fund in conjunction with the CEO, as required.
- Co-ordinate all issues relating to finance and insurance provision, including the call out of the Association of British Insurers if required.
- Ensure critical activities are maintained in accordance with business continuity plans.
- Ensure provision of staff to attend rest centre/humanitarian assistance centre to give advice on benefits as required.
- Ensure release of emergency support staff from service areas to provide support to the council's response to an emergency, as required.
- Participate in Gold duty rota.

3.5 **Executive Director of Community Services**

- In the event of the CEO not being available, undertake the role and responsibilities outlined in 3.2, as directed.
- Undertake the role of Emergency Director as required by the CEO.
- Attend multi-agency NRF Strategic Co-ordinating Group (SCG) meetings as required.
- Attend the council Strategic Emergency Management Team (Gold) meetings.
- Ensure a co-ordinated approach to the provision of services to council tenants and residents during the response and recovery phases of an emergency.

- Co-ordinate emergency housing arrangements for council and private housing depending on the nature of the emergency.
- Prepare a communications strategy and ensure staff are familiar with procedures.
- Ensure liaison with partner agencies to ensure co-ordination of information to the news media (achieved through the NRF Media Cell if established).
- Arrange for a communications representative to attend a multi-agency NRF Media Cell at SCG, if required.
- Arrange for a council spokesperson as required.
- Consider the use of a dedicated information helpline.
- Produce FAQs for the customer contact centre, including the updating of the council website and monitoring of social media sites, in conjunction with other agencies involved in the response.
- Provide public relations for any Disaster Appeal Fund that may be launched.
- Ensure provision of appropriate ICT support is provided in response to an emergency.
- Provide advice and information of useful contacts within local communities who may assist with identifying vulnerable persons that may be affected by the emergency, as appropriate.
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Ensure critical activities are maintained in accordance with business continuity plans.
- Ensure release of emergency support staff from service areas to provide support to the council's response to an emergency, as required.
- Participate in Gold duty rota.

3.6 **Executive Director of Development and City Services**

- In the event of the CEO not being available, undertake the role and responsibilities outlined in 3.2, as directed.
- Undertake the role of Emergency Director as required by the CEO.
- Attend multi-agency NRF Strategic Co-ordinating Group (SCG) meetings as required.
- Attend the council Strategic Emergency Management Team (Gold) meetings.
- Ensure a co-ordinated operational response in respect of council property services (NPS Norwich).
- Co-ordinate activities which are designed to both make good and initiate further preventative work.
- Ensure engagement with key stakeholders and local businesses as appropriate.
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.

- Ensure critical activities are maintained in accordance with business continuity plans.
- Ensure release of emergency support staff from service areas to provide support to the council's response to an emergency, as required.
- Participate in Gold duty rota.

3.7 NRF Strategic Co-ordinating Group (SCG) representative

- The purpose of the SCG is to take overall responsibility for the multi-agency management of the emergency and to establish the policy and strategic framework within which lower tier command and coordinating groups will work.
- SCG supports the activities undertaken at operational and tactical levels and has the role of providing financial support for the emergency response.
- Any requests to neighbouring counties and central government for assistance in the form of mutual aid would be made by the SCG.
- The format and frequency of meetings will be determined by the scale and nature of the event and will need to be scheduled not to conflict with any regional co-ordination or national meetings.
- Determine and communicate a clear strategic aim and objectives and review them regularly.
- Establish a policy framework for the overall management of the event or situation.
- Prioritise the requirements of the tactical tier and allocate personnel and resources accordingly.
- Formulate and implement media handling and public communication plans, potentially delegating this to one responding agency.
- Direct planning and operations beyond the immediate response in order to facilitate the recovery process.
- Ensure that legal advice is obtained if considered necessary.

3.8 Head of Customers, IT and Digital

- Attend multi-agency NRF Tactical Co-ordinating Group or Local Co-ordinating Group meetings as required.
- Attend council Tactical Emergency Management (Silver) meetings as required.
- Act in support of the tactical and operational response and recovery as required.
- Ensure customer contact centre is provided with information and staff to enable customer enquiries to be dealt with efficiently
- Consider the use of a dedicated information helpline.
- Ensure provision of appropriate ICT support is provided in response to an emergency.

- Ensure critical activities are maintained in accordance with business continuity plans.
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Ensure release of emergency support staff from service areas to provide support to the council's response to an emergency, as required.
- Participate in Silver duty rota.

3.9 Head of Environment Services

- Attend multi-agency NRF Tactical Co-ordinating Group or Local Co-ordinating Group meetings as required.
- Attend council Tactical Emergency Management (Silver) meetings as required.
- Obtain scientific and/or medical advice in relation to the release of any hazardous substance if needed. Advise on clearance of environmental health hazards from the incident site.
- Assist Norfolk County Council in establishing a temporary mortuary if required.
- Overall co-ordination of the council's tactical and operational response for the following services:
    - Waste and recycling
    - Street cleaning (client to Norwich City Services Limited)
    - Parks and open spaces
    - Play areas and trees
    - Allotments
    - Cemeteries
    - Parking and civil enforcement
    - Markets
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Ensure critical activities are maintained in accordance with business continuity plans
- Ensure release of emergency support staff from service areas to provide support to council's response to an emergency, as required.
- Participate in Silver duty rota.

3.10 Head of Finance, Audit and Risk

- Attend multi-agency NRF Tactical Co-ordinating Group or Local Co-ordinating Group meetings as required.
- Attend council Tactical Emergency Management (Silver) meetings as required.

- Act in support of the tactical and operational response and recovery as required.
- Be aware of claims that can be made under the Bellwin Scheme of financial assistance to local authorities.
- Issue instructions for the use of special expenditure accounting code for all costs that can be attributed to the emergency.
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Ensure critical activities are maintained in accordance with business continuity plans
- Ensure release of emergency support staff from service areas to provide support to the council's response to an emergency, as required.
- Participate in Silver duty rota.

3.11 Head of Housing and Community Safety

- Attend multi-agency NRF Tactical Co-ordinating Group or Local Co-ordinating Group meetings as required.
- Attend council Tactical Emergency Management (Silver) meetings as required.
- Act in support of the tactical and operational response and recovery as required.
- Co-ordination of response and support for council tenants as appropriate.
- Co-ordinate emergency housing arrangements for council and private housing depending on the nature of the emergency.
- Appoint Housing Emergency Response Officer to lead on the response, to identify and organise care for vulnerable residents affected by the incident.
- Arrange for maximum effective use of the council CCTV system during both the response and recovery phases of an emergency.
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Ensure critical activities are maintained in accordance with business continuity plans
- Ensure release of emergency support staff from service areas to provide support to the council's response to an emergency, as required.
- Participate in Silver duty rota.

3.12 Head of HR & Organisational Development

- Attend multi-agency NRF Tactical Co-ordinating Group or Local Co-ordinating Group meetings as required.
- Attend council Tactical Emergency Management (Silver) meetings as required.
- Act in support of the tactical and operational response and recovery as required.

- Advise Gold and Silver on matters affecting council employees which have occurred as a result of the emergency response.
- Co-ordinate the provision of HR support on issues arising as a result of the emergency (e.g. working arrangements, emotional support and well-being)
- If additional staff are required to provide support in the response to an incident, provide assistance in identifying additional staff and arrange for their deployment if the situation demands
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Ensure critical activities are maintained in accordance with business continuity plans.
- Ensure release of emergency support staff from service areas to provide support to the council's response to an emergency, as required.
- Participate in Silver duty rota.

3.13 Head of Legal and Procurement (Monitoring Officer)

- Attend multi-agency NRF Tactical Co-ordinating Group or Local Co-ordinating Group meetings as required.
- Attend council Tactical Emergency Management (Silver) meetings as required.
- Act in support of the tactical and operational response and recovery as required.
- Identify and advise on potential areas of risk and liability.
- Provide legal advice to ensure the council fulfils its lawful obligations and statutory duties.
- Co-ordinate the emergency purchase of equipment as appropriate.
- Ensure communication is established and maintained with the affected wards Members.
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Ensure critical activities are maintained in accordance with business continuity plans
- Ensure release of emergency support staff from service areas to provide support to the council's response to an emergency, as required.
- Participate in Silver duty rota.

3.14 Head of Planning and Regulatory Services

- Attend multi-agency NRF Tactical Co-ordinating Group or Local Co-ordinating Group meetings as required.
- Attend council Tactical Emergency Management (Silver) meetings as required.
- Overall co-ordination of the council's tactical and operational response for the following services:

- ▪ Emergency planning
- ▪ Environmental health
- ▪ Environmental protection
- ▪ Food safety
- ▪ Health & safety
- ▪ Licensing
- ▪ Planning
- ▪ Public protection

- Provide advice on dangerous structures.
- Advise on any significant planning and building safety implications.
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Ensure critical activities are maintained in accordance with business continuity plans.
- Ensure release of emergency support staff from service areas to provide support to the council's response to an emergency, as required.
- Participate in Silver duty rota.

3.15 Head of Property and Economic Development

- Attend multi-agency NRF Tactical Co-ordinating Group or Local Co-ordinating Group meetings as required.
- Attend council Tactical Emergency Management (Silver) meetings as required.
- Act in support of the operational and tactical response as required.
- Issue guidance to officers on building safety as required including legal position, obligations and liaison with landowner/property owners.
- Collate information on damaged property and potential demolitions during the emergency response and issue to all appropriate officers.
- Advise on any significant planning and building safety implications.
- Ensure a co-ordinated operational response in respect of council property services (NPS Norwich).
- Ensure engagement with key stakeholders as appropriate.
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Ensure critical activities are maintained in accordance with business continuity plans.
- Ensure release of emergency support staff from service areas to provide support to the council's response to an emergency, as required.
- Participate in Silver duty rota.

3.16 Head of Strategy, Engagement and Culture

- Attend multi-agency NRF Tactical Co-ordinating Group or Local Co-ordinating Group meetings as required.
- Attend council Tactical Emergency Management (Silver) meetings as required.
- Act in support of the operational and tactical response as required.
- Prepare a communications strategy and ensure staff are familiar with procedures.
- Ensure liaison with partner agencies to ensure co-ordination of information to the news media (achieved through the NRF Media Cell if established).
- Arrange for a communications representative to attend a multi-agency NRF Media Cell at SCG, if required.
- Arrange for a council spokesperson as required.
- Consider the use of a dedicated information helpline.
- Produce FAQs for the customer contact centre, including the updating of the council website and monitoring of social media sites, in conjunction with other agencies involved in the response.
- Provide public relations for any Disaster Appeal Fund that may be launched.
- Ensure engagement with key stakeholders as appropriate.
- Ensure all officers maintain a log of events and record any spend which could potentially form part of a claim under the Bellwin Scheme.
- Ensure critical activities are maintained in accordance with business continuity plans.
- Ensure release of emergency support staff from service areas to provide support to the council's response to an emergency, as required.
- Participate in Silver duty rota.

3.17 Environmental Health & Public Protection Manager (vacant from 6/8/21)

- Be prepared to act or advise on any environmental matter resulting from an emergency
- Obtain scientific and/or medical advice in relation to the release of any hazardous substance as necessary. Provide guidance and advice to the public on action to be taken in respect of any release of hazardous substances – to be released through Communications Manager
- Advise on action to be taken in the event of the entry or seepage of liquid, gas or vapour into buildings, sewerage, drains or other systems. Where other agencies are involved (e.g. Highways, Utilities) consult with their appropriate representatives to ensure a co-ordinated response
- In the event of contamination of food, be prepared to assist the Department of Environment, Food and Rural Affairs (DEFRA) or the Food Standards Agency (FSA) with the monitoring and control of food at food outlets.

- In conjunction with DEFRA, the FSA, or the Science and Technical Advice Cell (STAC) prepare guidance and directions for the general public. (The primary responsibilities for release of public information would be DEFRA but there may also be a need to prepare information for release through the Communications Manager)
- Advise on decontamination as required

3.18 NRF Tactical Co-ordinating Group (TCG) Representative

- The purpose of the Tactical Co-ordinating Group (TCG) is to give direction and allocate resources to the operational arm of the response to achieve an efficient and effective response.
- Where a Strategic Co-ordinating Group (SCG) is yet to be convened, the tactical commander will assume responsibility for the overall co-ordination of the response. It is important to understand that tactical command is role specific and not rank/grade related.
- TCG representatives must be empowered to make decisions and commit resources on behalf of their organisation. TCG should not become directly involved in the detailed operational tasks being discharged by operational commanders.
- The TCG representative may require a staff officer/advisor and administrative support
- Key objectives:
  - Fulfil strategic aims and objectives
  - Keep SCG informed
  - Assess significant risks and use this to inform the tasking of operational commanders
  - Determine priorities for allocating resources
  - Obtain additional resources if required
  - Plan and coordinate how and when tasks will be undertaken
  - Ensure the health and safety of the public and personnel
  - Brief personnel (up and down the command chain)
  - Review and amend tactical plans as necessary
- TCG meetings should be held at regular intervals and where practicable these should be timed around the SCG meetings. This co-ordination of meeting times is sometimes referred to as the "battle rhythm"
- A summary of critical issues that the TCG may need to consider when forming a tactical plan are detailed in Appendix E of the Norfolk Emergency Response Guidance

3.19 Emergency Planning Manager

- Act as the first point of contact for the council regarding emergencies (e.g. fire, severe weather, flooding etc) which have the potential to affect council services or displace residents.

- Provide initial assessment of developing emergency situation and ensure arrangements are in place to respond in the event of an emergency being declared.
- Advise Chief Executive or nominated Gold representative of declared emergency or developing emergency situation.
- Initiate council response by alerting appropriate officers.
- Establish liaison with emergency services, other affected district/borough councils and the Norfolk County Council Resilience Team as appropriate, including deployment of a LALO where necessary.
- Ensure detailed records of actions taken during and after the emergency, including expenditure, are maintained.
- Provide situation reports/briefings and attend meetings as required.
- Co-ordinate the activation of rest centres, humanitarian assistance centres, evacuation centres, survivor reception centres or friends and family reception areas, as appropriate.
- Initiate call out of rest centre manager and emergency support staff and allocate roles as appropriate.
- Activate the emergency control centre as required:
  - Ensure adequate communications and IT are provided and maintained
  - Collect, collate and disseminate information concerning the emergency as appropriate
  - Ensure relevant service areas are notified as necessary, including communications and customer contact centre
  - Consider creating a rota for staff if required
- Alert and co-ordinate the voluntary organisations providing support as appropriate.
- Conduct a debrief to ensure that lessons identified from any incident are widely disseminated to everyone concerned and that emergency plans are updated accordingly.

3.20 Emergency Planning Duty Officer

- Act as the first point of contact for the council regarding emergencies (e.g. fire, severe weather, flooding etc) which have the potential to affect council services or displace residents.
- Maintain a detailed log of events and actions taken, providing a copy to the Emergency Planning Manager.
- Liaise with emergency services, Norfolk County Council Resilience Team, other affected district/borough councils, and out of hours service as required.
- Triage the call, gather as much information as possible using the enhanced METHANE form in EPDO procedures.

- Determine the level of response required and provide an initial assessment of the developing emergency situation to the Chief Executive or nominated Gold rota representative.

- Represent the council as the LALO at the scene of the incident in accordance with JESIP to ensure situational awareness, if required and practicable. Depending on the nature of the incident, this may be best undertaken by an officer from another service area (e.g. housing for tower block incident). Additional resources may be required to support this activity (e.g. support officer or loggist). Emergency support staff could provide support if required.

- Call out the necessary response staff, providing clear instructions and co-ordinate the overall response.

- Liaise with Emergency Planning Manager, Gold/Silver representative to maintain situational awareness and request support as required.

- If a wider council response is required, this will be managed by Silver and Gold Teams as appropriate. If the incident impacts multiple districts the multi-agency NRF response structure will also be activated.

3.21 Rest Centre Manager

- Act as the main point of contact for liaison between the Emergency Planning Manager/Emergency Planning Duty Officer/Norwich City Council and partner agencies at the rest centre.

- Have ultimate responsibility for the effective and efficient preparation, management and operation of a rest centre.

- Liaise with the premises manager/representative to ensure the interests of the premises are upheld.

- Ensure a log of events is maintained, keeping a note of any costs incurred.

- Set up the rest centre to receive evacuees – refer to the rest centre plan for layout plans, checklists and resources available at the site, together with the COVID-19 safe working procedure.

- Wear a high visibility vest with appropriate role designation badge.

- Check the fire risk assessment for the building and ensure the building is safe to operate in accordance with normal procedures for the premises. Ensure all staff are made aware of fire evacuation procedures as detailed in the rest centre plan.

- Delegate roles, manage and supervise staff, ensuring they wear high visibility vests displaying appropriate role designated.

- Ensure the welfare needs, health and safety of all staff and evacuees attending the rest centre.

- Ensure an information point is set up to provide information to those evacuated.

- Provide regular briefings to rest centre staff to ensure they are fully aware of any issues.

- Ensure communication is maintained with the EPM/EPDO to provide regular updates and highlight any issues or concerns.

- At closure of the rest centre, liaise with the premises manager/ representative to carry out an inspection and return furniture and other items to their normal locations. The premises should be made safe and hygienic to resume the normal activities of the venue. Details of any damage should be noted in the rest centre log and signed by both the rest centre manager and premises representative.
- Participate in training and exercising opportunities.

3.22 Emergency Support Staff

- Emergency support staff, employed by Norwich City Council, have volunteered, with line manager approval, to provide support in our response to an emergency. The support is invaluable and essential in providing an effective response
- Training is provided to develop skills and knowledge, which may also be of benefit to their department and day job
- Staff may be required to work in various locations (e.g. emergency control centre, rest centre) and provide support to key staff at locations away from their normal place of work
- Depending on the emergency, staff may be required to work on a shift basis or provide support outside their normal working hours
- Within a rest centre, the main activities may include:
  - Assist the rest centre manager with the effective and efficient preparation, management and operation of a rest centre.
  - Provide support to the rest centre manager with all activities undertaken within the rest centre to ensure the best possible response is provided to those evacuated.
  - Undertake the role allocated by the rest centre manager as detailed in the Norfolk Rest Centre Guidance and Rest Centre Plan.
- Within the emergency control centre, the main activities may include:
  - Providing administrative support as requested in response to the emergency
  - Collating and evaluating information within the emergency control centre
  - Produce situation reports and disseminate information
  - Keep accurate records of the information processed
  - Maintain incident logs and all associated records
- Participate in training and exercising opportunities.

3.23 Elected members

- Provide visible and empathetic community leadership. Councillors have a key role as the voice of the community and can be the eyes and ears 'on the ground' to identify the needs of individuals and the wider community and direct members of the public towards the relevant agency to get the support they need.

- Provide support and reassurance to residents, keeping calm and acting in a supportive and professional manner if tensions have become inflamed. Provide as much information as possible, including correcting inaccuracies and rumours. Building and maintaining public confidence is a critical success factor and enhances the council's reputation.

- In a situation where there are deaths or injuries, an expression of sympathy for the victims and their families should take priority. Attend any memorial or remembrance services as appropriate and assist with VIP visits, ensuring that they are sensitive to the needs of your community.

- As community representatives and figureheads, councillors have an important role to play as communities rebuild and move through periods of recovery, they can act both as the voice of the community within the council and vice versa.

- An important part of the role will be to monitor the longer term community impact of the emergency and any specific concerns which may have arisen that need to be addressed.

- Understand local communities, local vulnerabilities, community networks, assets and businesses to help develop community and personal resilience in the event of an emergency. Encourage residents to know the risks, be informed, get prepared and develop a Household or Business Emergency Plan.

- Further information is available in the LGA councillors guide to civil emergencies.

Section 4 – Emergency Control Room

4.1. **Staffing level**

There are three pre-planned staffing levels:

Response Level	Requirement	Situation
Initial Staffing	A monitoring only role managed by EP as part of their normal role	Stand by Severe weather/flooding.
Partial Staffing	Limited activation to include the alerting of tactical representatives and support staff as appropriate.	Specific plan or limited Norfolk County Council involvement.
Full Staffing	Full activation with deployment of staff as appropriate.	Major emergency requiring extensive Norwich City Council involvement and possibly County Council

Room 207a has been designated as the emergency control room for the council. On a day to day basis this room is used as a meeting room. Access to the room is restricted and only available through the Corporate Business Support Team.

Exact requirements will depend on the size, scope and nature of the emergency, but the following personnel could be required:

- Emergency planning
- Service area representatives appropriate to the incident (see Section 3 roles and responsibilities)
- Administrative support staff
- Other personnel as required

The centre will be the focal point for overall control and co-ordination of the council response to the incident, including:

- Collection and dissemination of information
- Briefing/meetings
- Events log and records

If more than initial staffing is required, or the staffing requirement needs to be sustained for a period of time, assistance would be co-ordinated by the Democratic Services Manager.

4.2. **Activation**

If an emergency or major incident has been declared, emergency planning will activate the emergency control room after consultation with the Chief Executive or appointed Emergency Director.

The room is equipped with ICT equipment and details of the contact numbers to be used would be notified to appropriate agencies upon activation.

Emergency planning is responsible for ensuring the continued state of readiness of the emergency control room. This includes the provision of equipment and having sufficient trained staff available to operate therein, or elsewhere if necessary, for the response to the emergency.

The centre would be the focal point for the co-ordination of the council's response to any major emergency.

Full details of the resources available are available in the Annex to this document, which is a restricted due to the confidential information contained therein.

Section 5 – Resilient telecommunications

5.1. **Telecommunications**

Telecommunications are fundamental to the effective response to any emergency. There are known limitations on some systems, especially mobile telephone networks, which place limits on their ability to handle significantly higher levels of traffic than might normally be expected in an emergency. Central government operate a number of schemes to enable diverse and more resilient communications.

The Telecommunications Sub Group (TSG) under the Norfolk Resilience Forum has developed a Norfolk Resilient Telecommunications Plan to ensure that Category 1 and 2 responders at all levels are able to communicate and share information effectively.

5.2. **Available systems**

The following communications are available for emergency planning use:

- **Mobile Telecommunications Privileged Access Scheme (MTPAS)**: The Emergency Planning Duty Officer phone and other appropriate mobile telephones within the council have been registered under the Mobile Telephone Privileged Access Scheme (MTPAS). This provides limited Category 1 and 2 responder personnel with priority over normal users in the event of an emergency affecting mobile telephony.

  In the event of a major incident causing disruption to communication systems affecting emergency responders, the scheme could be invoked by the police Gold commander, although careful consideration and consultation must be made before taking this action and the invocation of MTPAS is not viewed as a matter of course for all emergencies.

- **Airwave**: Encrypted digital communications system issued to licensed users within the emergency services and local authorities in Norfolk. Currently the council has two handsets which are securely stored within emergency planning, and tested on a monthly basis.

- **RAYNET (Radio Amateurs Emergency Network)**: RAYNET is a voluntary communications group that can provide emergency radio communications. There are a number of fixed locations throughout Norfolk and also the ability to provide a mobile response capability.

Section 6 – Rest Centres

6.1. **Activation of rest centres**

When a major emergency occurs (e.g. flooding, major fire, chemical incident) members of the public may have to be evacuated for their own safety. The evacuation can occur because their home or business has been made uninhabitable, they are close to where an emergency has taken place or an area has to be evacuated as a result of an emergency or potential for an emergency to occur.

The decision to evacuate people from their home or business normally rests with the police in consultation with other agencies responding to the emergency.

The Police will co-ordinate and manage the evacuation. However, it is the responsibility of the local authority to provide temporary shelter for those who have been made homeless or evacuated. A number of locations in Norwich have been designated as emergency rest centres for this purpose.

Additional locations have been identified for use in the event of smaller evacuations. Full details of these are listed in the Annex to this document, which is restricted due to the confidential information contained therein. It is unlikely that use of these premises would be required for longer than 48 hours.

6.2. **Staffing and resources**

The establishment of a rest centre will create a heavy demand for personnel and other resources. Rest centre managers and emergency support staff have received training in the management and support of rest centres. A Memorandum of Understanding is also in place with the British Red Cross for the provision of staff to assist with the management of a rest centre.

6.3. **Organisation**

Rest centre plans, in agreement with premises staff, have been developed for each of the locations. Emergency planning maintains copies of all plans and these are also contained within the rest centre emergency boxes located at each designated site.

Emergency bedding, blankets and personal hygiene packs are held by emergency lanning should these be required.

Advice on the procedures to be followed and further details of staff responsibilities are contained in the Rest Centre Management Guide. A copy of the guide is included in the rest centre emergency boxes and provided to rest centre managers and the British Red Cross.

6.4. **Humanitarian assistance**

In the aftermath of an incident, the immediate humanitarian concerns will be dealt with by the setting up of rest centres, family and friends reception centres and associated facilities. However, it is important to consider the humanitarian requirements over a longer period. If it is decided that there is a need to provide a wider range of practical and emotional support services than a rest centre can offer, the Strategic Co-ordinating Group (SCG) can authorise the setting up of a Humanitarian Assistance Centre (HAC).

Local authorities are required to take a lead in establishing a HAC, which will provide access to guidance on a range of agencies and services to allow people to make informed choices according to their needs. The aim is to have a seamless multi-agency approach to a whole range of assistance.

The composition and location of the HAC will be incident specific. Full details of this process in Norfolk are contained in the NRF Humanitarian Assistance Plan.   Key functions of the HAC can be summarised as:

- A focal point for information and assistance to families and friends of those missing, injured or killed, survivors, and to all those directly affected by, and involved in, the emergency

- Enable those affected to benefit from appropriate information and assistance in a timely, coordinated manner

- Offer access to – and guidance on – a range of agencies and services – allowing people to make informed choices according to their needs

- Ensure a seamless multi-agency approach to humanitarian assistance in emergencies that should minimise duplication and avoid gaps

Section 7 – Public information and media

7.1. Communications

In the event of an emergency there will be an immediate and sustained requirement to provide timely and accurate information to the public. An emergency will attract an immediate, and probably large-scale, media response. While the emergency services and other agencies respond to the events, it is likely that local, regional, national and international media will also be arriving at the scene.

The public will turn to the media for information during an emergency. The media is a vital communications channel in providing information to people which may be important to their safety during an emergency. Therefore, it is important that the information provided is accurate, timely, joined-up, easily understood and delivered through accessible channels.

Arrangements are therefore required to:
- Provide information to the public and respond to their enquiries
- Meet the requirements of the news media.

7.2. Responsibilities

The Chief Executive is ultimately responsible for authorising the release of information and advice to the public, on behalf of the council. This may be delegated to the Head of Strategy, Engagement and Culture, who will work very closely with the Chief Executive or nominated Emergency Director.

In the event of a major emergency where a multi-agency Strategic Co-ordinating Group (SCG) is established, the media strategy will be decided at SCG meetings and a multi-agency media cell will be formed. The NRF Multi Agency Major Incident Communications Plan provides a multi-agency framework which details how agencies will work with the media and the community in its response to a major emergency.

7.3. Co-ordination

The police will normally co-ordinate the activities of all those responding to an emergency and will convene a media cell to include the emergency services and other agencies who will advise on public information and media issues.

The council will appoint a spokesperson who would always be available to the media. The communications team will, in consultation, make the necessary arrangements for assisting the media, for example, by providing photographic opportunities.

Only employees authorised to do so may talk to the press or otherwise make personal statements on behalf of the council. Prior consultation with the communications team is essential to ensure consistency in the messages and information provided. Simple factual statements, with no speculation, are the best course of action.

7.4. Connecting in a Crisis

Connecting in a Crisis is a BBC initiative that seeks to help meet the public demand for information in the event of an emergency. It is about warning and informing in the interests of public safety and concentrating on delivering essential information quickly.

The framework outlined in the NRF Multi Agency Major Incident Communications Plan ensures there are close links between responders and BBC local broadcasters on both radio and television, so that there is a means to provide essential information, warnings, advice and reassurance in the first few hours – the very time when the public are likely to be most in danger and most in need of information about what is happening or what they need to do to protect themselves. Any message advising shelter should follow the "Go In, Stay In, Tune In" format.

7.5. Customer contact centre

The customer contact centre will be used by the council as the public interface for any response to an emergency. A help line facility will exist to enable agents to respond to the majority of the enquiries that can be expected from the public.

7.6. Media activity on site

The media will probably arrive at the scene of any emergency shortly after the emergency services and other agencies. Cordons around the emergency will normally be established by the police or fire service.

A media briefing point should be set up close enough for the media to film and record at the scene, if appropriate, but far away enough for the emergency services and other agencies to work unhindered.

Early access to the scene of an emergency will ensure journalists and media organisations can report the emergency first-hand with accuracy and encourage positive reporting of how the situation is being handled. It will also help establish firm ground rules for what is and is not possible in terms of access.

7.7. Rest centres and the media

It is likely that media representatives would wish to interview persons evacuated to rest centres. There is no objection in principle to this, but the over-riding consideration of the rest centre staff must be the welfare of the

evacuees. Media are not to be allowed free access to the rest centre and staff should assure themselves that those interviewed are willing, are in a fit state of mind to be interviewed and are unlikely to suffer any adverse reaction from the experience.

Rest centre plans have pre-defined locations, where possible, that could be used for media briefings, although this must be in agreement with premises staff. Alternatively, a briefing point should be organised outside the building. Further advice is contained in the rest centre management guide and individual rest centre plans.

7.8. **Recovery phase**

Media interest is likely to be at its height in the early stages of an incident when one of the emergency services is acting as the lead agency. However, in the event of an emergency the recovery phase will continue well after the emergency services and media have left the scene. During this phase the local authority will become the lead agency and day to day recovery operations will be the responsibility of the council.

Eventually it will become possible to revert to the authority's normal management structure, which will deal with any continuing issues as part of its normal daily function. Any subsequent enquiries from the media concerning the incident will then be handled in the same way as routine media enquiries addressed to the authority.

Section 8 – Finance

8.1. **Emergency costs – capturing expenditure**

Responding to any emergency will inevitably have financial implications for those departments involved. Each service area will, therefore, need to ensure that a system for recording details of staff involved, action taken and expenditure incurred is in place.

The Chief Finance Officer will, if considered appropriate, issue instructions for the use of special expenditure codes for all costs that can be attributed to the emergency. The accounting accuracy of costs incurred cannot be over emphasised so that, if appropriate, claims can be made for reimbursement under the Bellwin Scheme.

8.2. **Bellwin Scheme – emergency financial assistance to local authorities**

The Ministry for Housing, Communities and Local Government (MHCLG) is responsible for the Bellwin Scheme. The scheme gives financial assistance to local authorities where an emergency or disaster involving destruction of or danger to life or property occurs and, as a result, one or more local authorities incur expenditure on, or in connection with, the taking of immediate action to safeguard life or property, or to prevent suffering or severe inconvenience, in their area of among its inhabitants.

There is no automatic entitlement to financial assistance. Ministers are empowered by Section 155 of the Local Government and Housing Act 1989 to decide whether or not to activate a scheme after considering the circumstances of each individual case.

If such a scheme is approved, the local authority will be expected to meet all emergency expenditure up to the level of an agreed threshold. The Chief Finance Officer will advise on these issues and discuss with colleagues and the lead government department. It is therefore important that an accurate record of all expenditure is maintained.

It must be remembered that the Bellwin Scheme is only relevant to 'response' activities and not to work/expenditure relating to the 'recovery' stage. The MHCLG issues a guidance note each year, together with threshold information for each authority.

8.3. **Disaster Appeal Fund**

Experience has shown that within a short time of an emergency occurring there might be a need to set up a Disaster Appeal Fund, to administer donations of money from the public or other sources intended for the relief of the victims of the emergency.

As soon as possible after it becomes apparent that a major emergency has occurred, the Chief Executive will consider whether to recommend that a Disaster Appeal Fund should be established. In consultation with the Head of Paid Service of Norfolk County Council, the Norfolk Community Foundation Disaster Appeal Fund will, if appropriate, be implemented. Whilst this agreement is with Norfolk County Council, the details are such that the facility offered can be utilised by Norwich City Council.

The Norfolk Community Foundation can provide local authorities in Norfolk the expertise on setting up and administering the donations of money, which are likely to be received following a disaster or major emergency. They raise funds, steward funds and make grants to improve life in the community, so are well placed as responders to be the first to initiate action to meet urgent needs during a community crisis.

8.4. **Insurance**

In the event of an emergency or major incident which is likely to give rise to a large number of insurance claims, the Association of British Insurers has a Mobile Disaster Unit on permanent standby, which can be deployed at short notice to the affected area to give advice and assistance.

Section 9 – Staff welfare

9.1. Staff requirements

Emergencies will put enormous demands on all those involved in the response and recovery. Consideration must be given to the physical and psychological welfare of staff. To ensure staff who are involved in the response to an emergency remain effective, the following are key provisions that must be in place:

- Reasonable shift lengths
- Shift rotas
- Refreshments at all locations, to provide warmth or prevent dehydration
- Facilities for taking meals away from the scene
- Washing and changing facilities
- Medical and first aid facilities
- Mental health support

In addition to the physical needs, the psychological requirements of staff are vital, these include:

- Proper briefings
- Honest information about what to expect
- A quiet space to unwind and think
- An opportunity to discuss experiences with someone
- Access to information on sources of help
- Information on what constitutes a "normal reaction"
- Where necessary support for responder's families
- Debriefing at the end of a day's activity

9.2. Staff briefing/debriefing

It is recognised that an emergency involving a response from the council has the potential to cause some concern or stress for those responding to the emergency and for those left behind to carry on with their normal duties. Therefore, it is absolutely necessary that staff employed in the response, and their colleagues within the council, are kept fully aware of all that is occurring, so that they can appreciate the needs of the community as a whole in addition to their own needs.

Section 10 – Recovery strategy

10.1. **Definition of Recovery**

Recovery is defined as:

"The process of rebuilding, restoring and rehabilitating the community following an emergency, but it is more than simply the replacement of what has been destroyed and the rehabilitation of those affected."

"It relates to those activities focussed on returning a community to a "new normality" after an emergency. It will be assisted if the affected community are involved in the managing of their own recovery."

(Emergency Response and Recovery Guidance, HM Government)

Recovery will commence from the time of the emergency and encompasses those activities necessary to provide a rapid return towards a 'new normality' for the community affected by the emergency.

It is of paramount importance that the recovery strategy is implemented and a recovery team established so that the recovery process can commence. This process is to ensure that the community is returned towards normality as soon as is practicable and takes into account issues involving the whole community rather than any one issue in isolation.

Outline information has been included within this plan, however, greater detail and guidance on recovery management is included in the Norfolk Emergency Response Guidance and Norfolk Recovery Guidance.

Recovery is more than simply the replacement of what has been destroyed and the rehabilitation of those affected. It is a complex social and developmental process rather than just a remedial process. The manner in which recovery processes are undertaken is critical to their success. Recovery is best achieved when the affected community is able to exercise a high degree of self-determination.

In many scenarios, the response phase to an emergency can be relatively short in contrast to the recovery phase. Recovery usually takes years rather than months to complete as it seeks to address the enduring human, physical, environmental, and economic consequences of emergencies.

10.2. **Actions during response phase**

The process of recovery cannot be left until after an incident has been dealt with. In order for the most effective return to a 'new normality' it is essential that a recovery strategy is put into place at the earliest opportunity. The graph

below shows the activity of certain category one responders over time in a typical emergency.

The arrows show the relative length of time response and recovery phases may last.
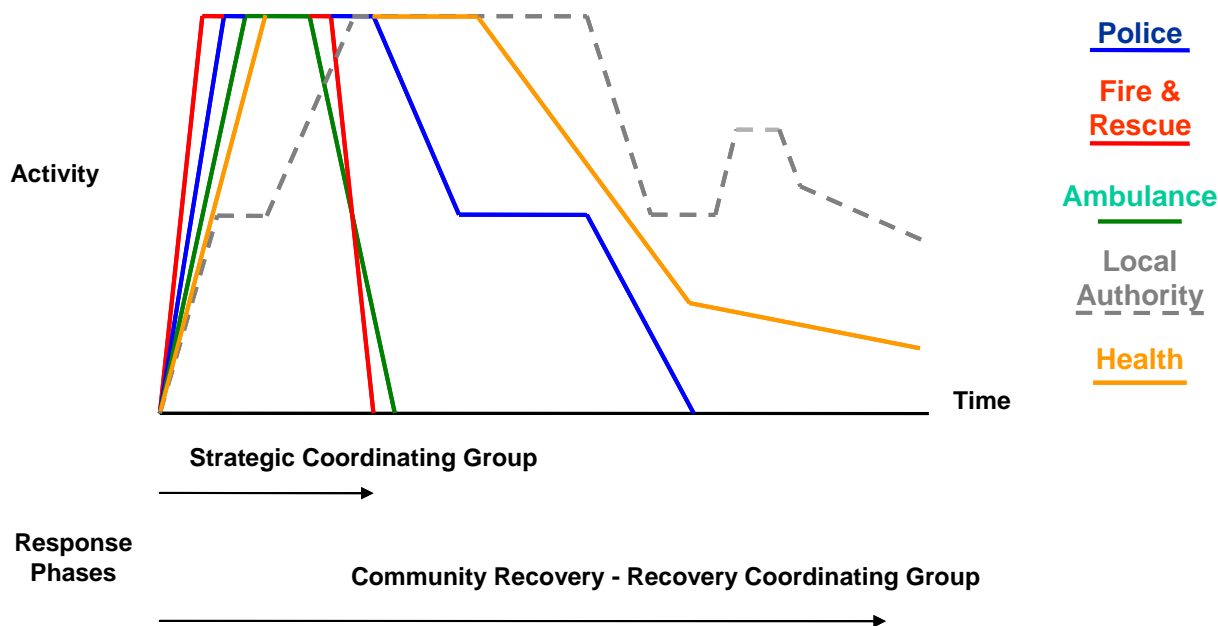
The increase in local authority activity indicated towards the end of the graph represents the sudden resurgence of media and other parties' interest in the recovery often around anniversaries or if public enquiries or legal action takes place.

The recovery phase continues until the disruption has been rectified, demands on services have returned to normal levels, and the needs of those affected (directly or indirectly) have been met. This is achieved through the setting of key milestones to achieve return to the new normality.

10.3. **Principles of recovering from emergencies**

- An enabling and supportive process, which allows individuals, families and communities to attain a proper level of function through the provision of information, specialist services and resources.

- Effective recovery requires the establishment of planning and management arrangements, which are accepted and understood by the organisations and the community involved.

- Management arrangements are most effective when they recognise the complex, dynamic and protracted nature of recovery processes and the changing needs of affected individuals, families and groups within the community over time.

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- Management is best approached from a community development perspective and is most effective when conducted at the local level with the active participation of the affected community and a strong reliance on local capacities and expertise. It is not just a matter for the statutory agencies - the private sector, voluntary & faith groups and the wider community will play a crucial role.

- Management is most effective when agencies involved in human welfare have a major role in all levels of decision-making which may influence the well-being and recovery of the affected community.

- It is best achieved where the recovery process begins from the moment the emergency begins.

- Planning and management arrangements are most effective where they are supported by training programmes and exercises which ensure that the agencies and groups involved in the recovery process are properly prepared for their role.

- Most effective where recovery management arrangements provide a comprehensive and integrated framework for managing all potential emergencies and where assistance measures are provided in a timely, fair and equitable manner and are sufficiently flexible to respond to a diversity of community needs
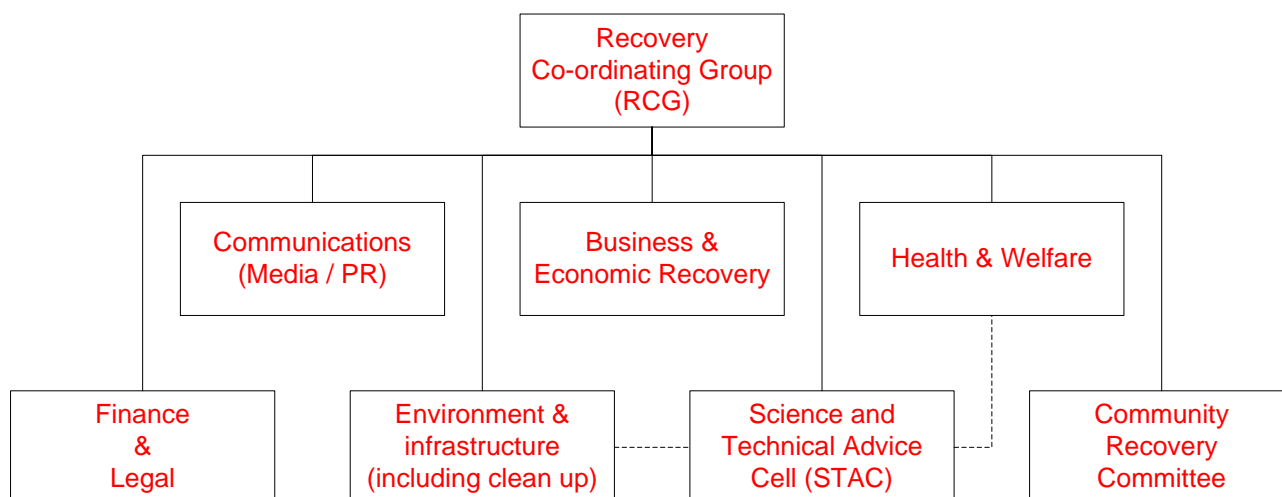
10.4. **Response and recovery structure**

The following diagram shows the link between the response and recovery structures:
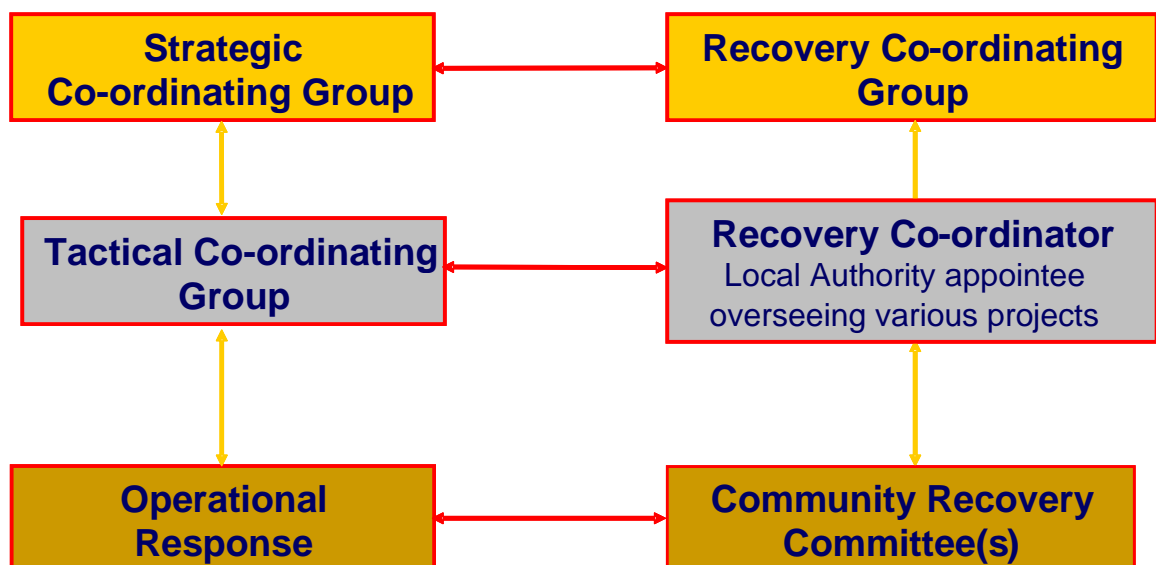
10.5. **Recovery Co-ordinating Group (RCG)**

The establishing of an overall strategic RCG that sets strategy and co-ordinates the work of various sub groups is vitally important and should be an early priority. A suggested structure for managing the recovery at the strategic level is shown below:

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                    ┌─────────────────────┐
                    │ Recovery            │
                    │ Co-ordinating Group │
                    │ (RCG)               │
                    └─────────────────────┘
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  ┌──────────────┐  ┌──────────────┐  ┌──────────────┐
  │Communications│  │Business &    │  │Health &      │
  │(Media / PR)  │  │Economic      │  │Welfare       │
  │              │  │Recovery      │  │              │
  └──────────────┘  └──────────────┘  └──────────────┘
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┌────────┐  ┌──────────────┐  ┌──────────────┐  ┌──────────────┐
│Finance │  │Environment & │  │Science and   │  │Community     │
│&       │  │infrastructure│  │Technical     │  │Recovery      │
│Legal   │  │(including    │  │Advice Cell   │  │Committee     │
│        │  │clean up)     │  │(STAC)        │  │              │
└────────┘  └──────────────┘  └──────────────┘  └──────────────┘
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CCA ~ Emergency Response and Recovery Guidance.

Note: It may not be necessary to establish all the sub-groups shown, or it may be necessary to add additional groups depending on the nature of the emergency.

RCG and sub-groups terms of reference, membership, sample meeting agenda and the roles and responsibilities of the RCG chair are detailed in the Norfolk Emergency Response Guidance and Recovery Guidance.

10.6. **Transfer of ownership from response to recovery**

The criteria for assessing when the handover can take place from response to recovery should be agreed by the chair of the SCG and the chair of the RCG (usually the local authority).

Within Norfolk it is accepted that if only one council is involved in an emergency, the Chief Executive of that council will usually be in charge of the local authority response and recovery efforts. It follows therefore that a borough/city/ district or county council Chief Executive (or their nominee) can activate recovery arrangements in Norfolk.

In some cases a gradual hand-over of responsibility from response to recovery may be more effective, e.g. if a number of sites are involved. A handover certificate template is contained with the Norfolk Recovery Guidance.

The following issues must be considered before the transition from response to recovery can occur:

- Public safety measures are in place and working effectively
- The emergency is contained and there is no significant likelihood of re-occurrence
- SCG confirm that the response, or elements of it, is over or coming to an end
- The RCG is firmly established and pro-active
- The requisite facilities needed by the RCG are available and functioning
- Individual organisations are functioning effectively
- Media to be informed to publicise the change from response to recovery
- A documented decision process needs to be in place justifying the reason for handover
- The RCG lead is able to accept the role of chair

The RCG will also need to have the following in place:

- Funding & costing mechanisms
- Record keeping arrangements
- Mutual aid arrangements
- A recovery plan
- A communication strategy
- A fully functioning recovery centre

10.7. **Recovery timelines**

It is not possible to deal with all aspects of recovery at the same instance. A timeframe should be incorporated into the recovery strategy that must encompass key elements of what are required, coupled with targets/milestones.

These targets are a means of measuring progress within the community and the local population should be involved in establishing them. They may assist in deciding when specific activities can be scaled down.

Suggested targets/milestones could include:

- Demands on public services returning to normal levels (including health)
- Utilities fully functional
- Transport infrastructure is running normally
- The situation regarding temporary accommodation has stabilised
- Local businesses are trading normally
- Tourism in the area being re-established
- The public's perception is that the situation is under control

10.8. **Stand down of Recovery Co-ordinating Group**

The chair of the Recovery Co-ordinating Group, in discussion with the RCG members, will decide when it is appropriate to stand down the Group. The needs of the community will be key to this decision.

The length of time that the RCG is required to continue to meet will vary according to the nature and scale of the emergency. Some emergencies may have long term issues to consider, such as health monitoring. The RCG will stand down once there is no longer a need for regular multi-agency co-ordination and the remaining issues can be dealt with the by individual agencies as a part of their normal business. Depending on the recovery issues being addressed, it may be possible for some of the RCG Sub Groups to close prior to the main RCG standing down.

The decision to stand down the RCG will be communication to all affected agencies by the RCG chair/secretariat.

Section 11 – Training strategy

11.1. CCA requirement

Norwich Council has a statutory responsibility under the CCA to ensure that adequate preparations are in place to deal with a civil emergency. As a Category 1 responder, we are required to have in place a training programme for those directly involved in the invocation of this Emergency Management Strategy.

The council needs to be able to provide a range of responses, these can be categorised as generic (suitable for a range of emergencies) or risk specific (applicable to certain high risk specific plans). Elected members and officers need to be familiar with the generic responses and, where appropriate, the risk specific plans.

The generic responses include:

- Activation procedures
- Command and control arrangements
- Operational response procedures
- Emergency centre operation
- Provision of rest centres/survivor reception centres/humanitarian assistance centres

Risk specific arrangements include:

- Severe weather
- Flooding
- COMAH sites
- Airport
- Fire/explosion
- Social issues
- Human health
- Business continuity

11.2. Training programme

A training programme will ensure that the council meets the requirements of the CCA and is properly equipped to respond to emergencies. Elected members and officers fulfilling specific emergency roles will be identified and training developed for each role. In order that capability can be maintained over time, the programme is designed to be refreshed every three years, this will allow for changes in staff and operational procedures.

Annual updates will draw upon learning points identified from exercises and events, together with best practice from other authorities. Where a real event

occurs this may, if appropriate, replace an exercise requirement. The training programme is delivered using a number of available sources:

- Norfolk Resilience Forum
- Local delivered by emergency planning
- Emergency Planning College, Easingwold
- Other course providers

Emergency planning maintains a record of emergency management training attended by council staff.

Post	Training	Frequency
Elected Members	Emergency management awareness training	??
	Participation in training/exercises	As appropriate
	Media training (cabinet members)	As appropriate
Chief Executive and Executive Directors (SCG representatives)	Strategic Emergency Management	Every ?? years
	Participation in training/exercises	As appropriate
	Media training	As appropriate
	Public inquiry training	Every 5 years
Heads of service (TCG representatives)	Strategic Emergency Management	Every ?? years
	Tactical Emergency Management	Every ?? years
	Participation in training/exercises	As appropriate
	Public inquiry training	As appropriate
Local authority liaison officers (operational)	Operational Emergency Management Training	Every ?? years
	Participation in training/exercises	As appropriate
Rest Centre Managers Emergency Support Staff Loggists	Rest Centre Management	Every ?? years
	Rest Centre Support	Every ?? years
	Participation in training/exercises	As appropriate
	Loggist course	Every ?? years
All local authority staff	Emergency Planning/Business Continuity awareness	Induction/Intranet/ E-learning

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Annex

The annex to the Emergency Management Strategy – Emergency Planning Duty Officer Procedures - forms a separate document due to the restricted information contained therein