

Response to Request for Information

Reference FOI 000536
Date 21 October 2016

Emergency/Disaster Plan

Request:

Please treat this email as a request under the freedom of information act.

Please can you provide me with the following:

In the event of an emergency/disaster within the area you cover (eg, plane crash, train crash, civil unrest etc) please can you provide me with any document(s) you may have in relation to how your organisation will respond - for example any emergency planning documentation etc.

In response to your request, please find attached 'Major Incident' Plan as requested.

CITY OF
WOLVERHAMPTON
C O U N C I L

Major Incident Response Plan

Plan Owner:	SEB	
Plan Developer:	Resilience Team	
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Title:

Major Incident Response Plan

Version	Date	Purpose/Change	Authorised
V1	Aug 14	Signed off by SMT	SMT
V1.1	March 15	Addition of Resilience Officer to out of hours activation	KI
V1.2	April 15	Addition of Strategic Considerations	NR
V1.3	April 15	Update Tac' Control Model	NR
V1.5	July 15	Revisions following consultation with Cabinet Lead.	NR
V1.6	Oct 15	Revised structure chart	NR
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Foreword

The strategic plan and the tactical sub-plans that support it are written to help ensure that City of Wolverhampton Council meets its statutory duties under the Civil Contingencies Act (2004) and has the ability to prevent, respond to and mitigate emergencies that occur within the Wolverhampton area. Whilst some room for appropriate discretion is granted the Senior Executives Board expects those with roles within the plans to conscientiously undertake their responsibilities in the spirit with which they were written and as such requires all members of staff who are asked to prepare for or respond to emergencies to do so to the best of their abilities.

Signed off by the Strategic Executives Board
07/08/14

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Introduction

The Civil Contingencies Act 2004 defines City of Wolverhampton Council (COWC) as a Category One responder and requires us to make plans to be able to respond to emergencies such as major incidents and service disruptions.

Aim

The aim of this plan is to provide an overview of City of Wolverhampton Council's procedure for responding to a major incident occurring within, or directly affecting, the geographical area of our responsibility. As a strategic overview document this plan is brief in nature with the operational detail explained within the individual response handbooks for each of the roles described.

Objectives

- To discuss when this plan should be activated
- To layout the management structure that we will adopt when responding to major emergencies
- To establish the roles and layout the responsibilities that need to be undertaken in order to carry out this plan
- To signpost related COWC plans and response handbooks.

Activation

The [Civil Contingencies Act 2004](#) stipulates that responders should plan to respond to situations that meet either or both of the following criteria;

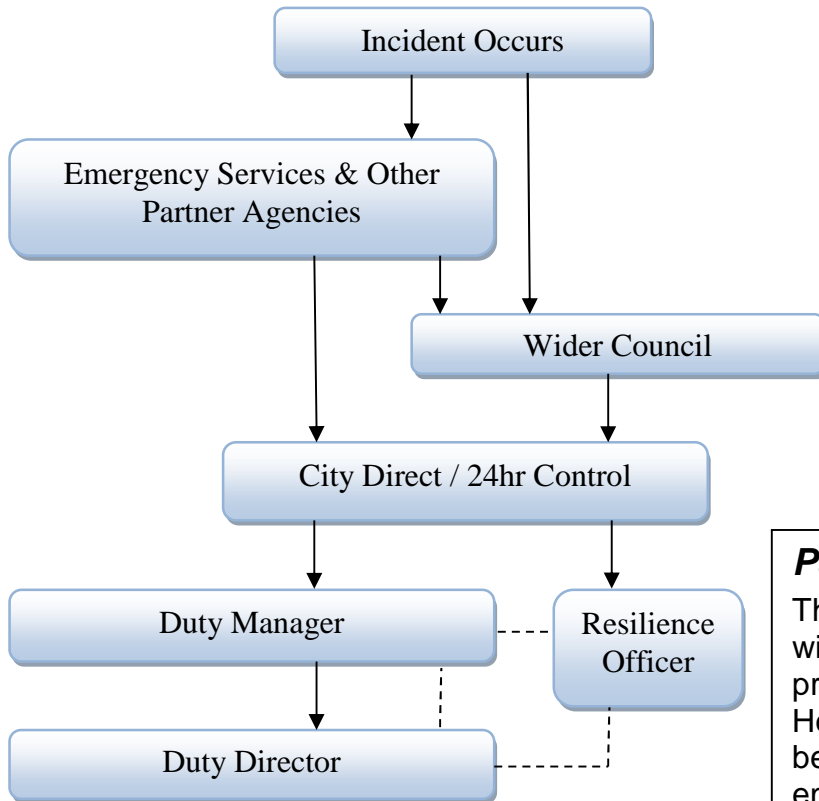
- Where the emergency is likely to seriously obstruct the Council's ability to perform our functions.
- Where we consider it necessary to act to prevent, reduce, control or mitigate the effects of an emergency and would be unable to act without changing the normal deployment of our resources.

Notification of a major incident could come through a number of channels. An operational level notification occurs when the Council becomes aware of a major incident through its own normal operations.

A tactical level notification would occur when other Category One responders contact the Council to notify us of a no-notice or rising tide emergency. This would normally involve the West Midlands Police Service or West Midlands Fire Service calling City Direct or the 24 hour Control Centre. It may also occur when other partner agencies notify the part of the Council that is relevant to them, such as Public Health England notifying the Council's Public Health Department.

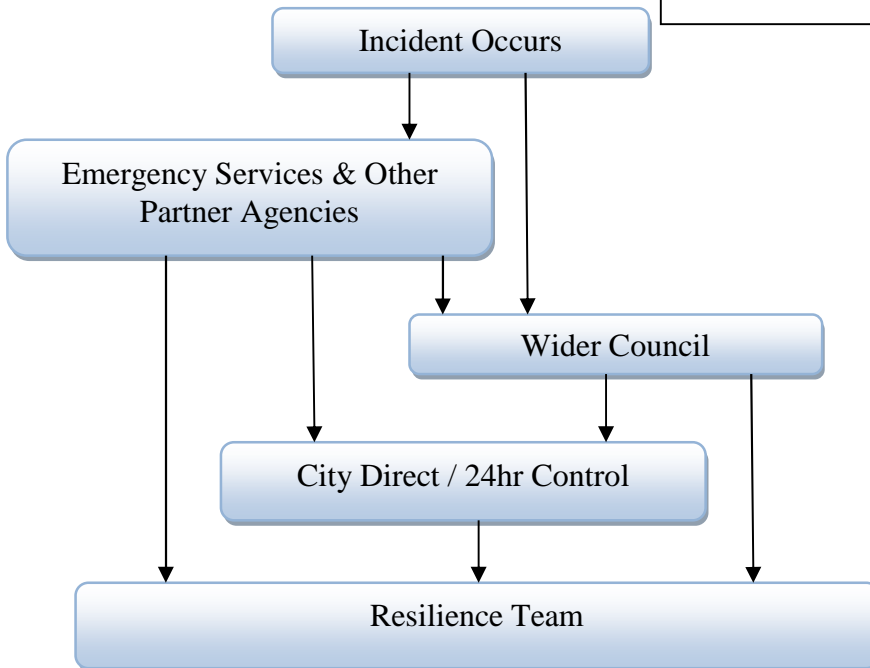
Occasionally a strategic level notification can occur where the West Midlands Local Resilience Forum stands by or activates the Multi-Agency Strategic Coordination Group. Irrespective of the route of notification any service within the Council notified of an incident should contact the Resilience Team during office hours and the Duty Manager out of hours.

Out of Hours Activation



Partial Activation
 This plan illustrates how the Council will respond to a serious and protracted major emergency. However it is not mandatory for it to be activated in its entirety for all emergencies. In practice it is down to the officers leading the activation to decide on the appropriate extent of the response and, as a result, partial activation can also occur.

In Hours Activation



Emergency Management Structure

In accordance with the principles of integrated emergency management the Council has adopted the emergency management structure that is common to all of the Emergency Services within the United Kingdom.

This structure is divided into three levels:



The bronze level designates those who are at the operational end of the response and physically undertake the actions required to prevent, reduce, control or mitigate the effects of an emergency. They are normally at or near the scene of the incident but may operate anywhere action is required to facilitate the response.

People at the silver level of the structure are those who coordinate the response across the organisation. They perform the tactical management of an incident which involves building an understanding of events at the scene then anticipating future requirements and deploying resources as necessary.

The gold level of the management structure is responsible for the strategic oversight of the emergency response. It would normally only be required for serious and protracted major emergencies and would decide both the long term direction that the Council should take and the levels of resource that should be allocated to the response.

Response Integration & Scope

The diagram overleaf shows how COWC's response roles fit within the standard bronze, silver and gold framework. To enable the Council to avoid duplication and standardise our training, equipment and software our response capability for major incidents, health incidents and disruptive events shares a common infrastructure.

This plan describes the generic roles that have been designed to respond to all types of incident and those that would be used solely in response to a major incident. Roles that would be used in response to a health incident or a business continuity disruptive event will be addressed elsewhere.

COWC's Emergency Response Management Structure

Black Text – Respond to all incident types
Red Text – Major Incidents
Blue Text – Health Major Incidents
Green Text – Business Continuity Disruptive Event

Gold



- Strategic Coordination Group
- Scientific & Technical Advice Cell
- Media Group

Silver



- Tactical Coordination Group

Bronze



Emergency Response Roles and Responsibilities

Bronze – Operational Level

City Direct / 24hr Control Team

Role

To be the Council's initial point of contact for all external agencies and individuals needing to communicate during a major incident. The call centre operatives are a critical element of the response plan and facilitate the initial activation, coordination and logging of all of the Council's incident management activities.

Responsibilities

- Act as a round the clock point of contact that partner agencies can get in touch with to notify the Council of a declared or potential major incident.
- To start the Council's incident log and record all relevant messages that pass through the call centre.
- To notify the Duty Manager/Director of any potential or declared major incident.
- To facilitate the activation of other response roles such as Forward Liaison Officer, Rest Centre Manager and Senior Communications Advisor.
- To provide contacts and office support to emergency duty officers who may not be in an office environment.
- To act as an emergency contact centre and telephone support line until alternative arrangements can be activated.
- To maintain the administration of the emergency duty rotas.

Forward Liaison Officer

Role

To represent the Council at the site of an emergency and coordinate our response with the Emergency Services at the scene.

Responsibilities

- Proceed to the scene of the incident and make contact with the Emergency Services Commander and other agencies present.

- Maintain contact with Duty Manager/Control Room Manager
- Determine the extent of Local Authority resources required, arrange for the resources to be deployed, and manage its activity at the scene; passing details of all developments to the Duty Manager/Control Room Manager.
- Liaise with other organisations present at the scene, assessing the situation and passing on information to the Duty Manager/ Control Room Manager in the form of situation reports (SITREPS).
- Provide the main local authority point of contact for other organisations present at the scene and represent the Council at multi-agency briefings.
- Pass on details of developments and requests for additional local authority support to the Council's Duty Manager/ Control Room Manager.
- Maintain records of activity.

Rest Centre Manager

Role

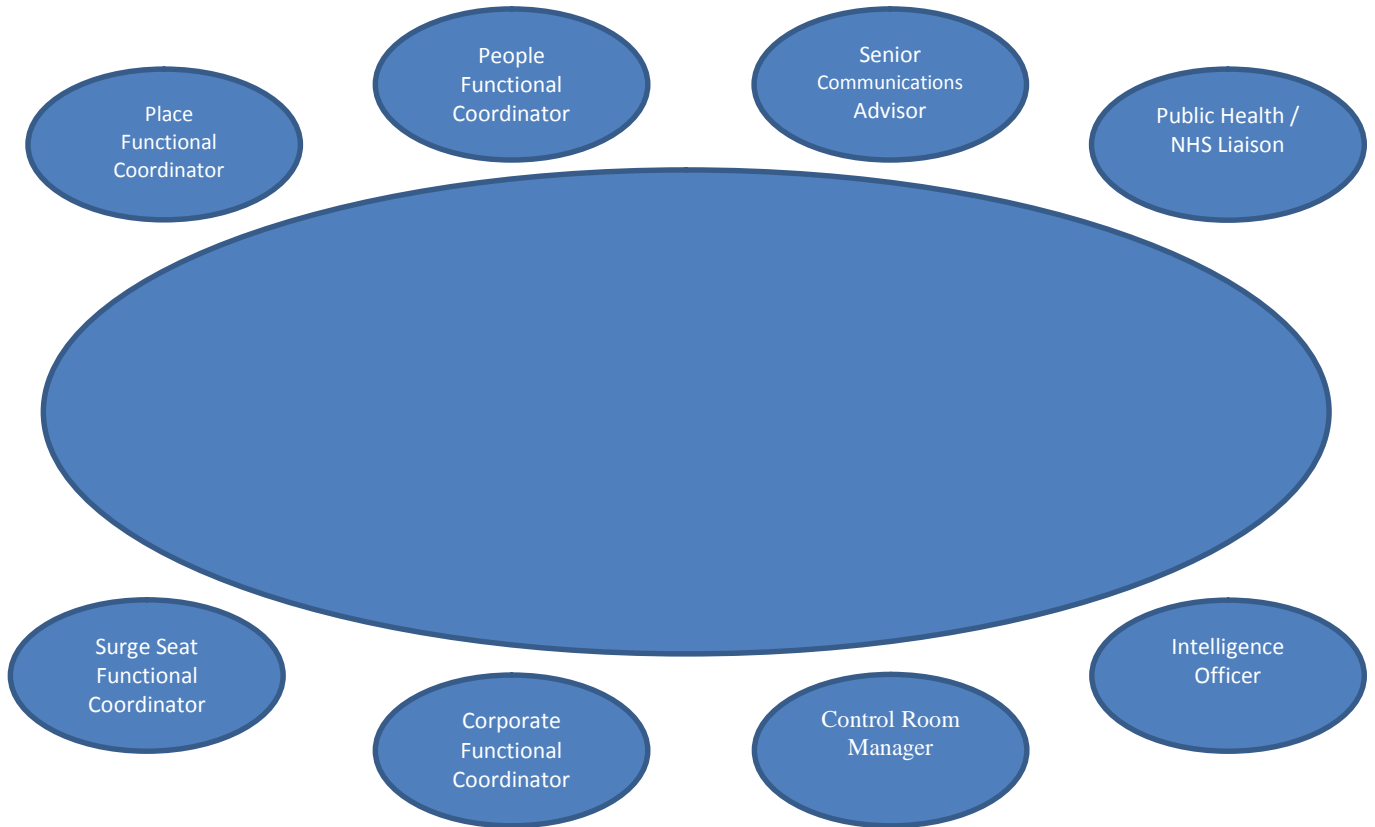
The Rest Centre Manager (RCM) will be responsible for overseeing the running of the Rest Centre. They will need to open the Rest Centre (along with the key holder), and ensure it is closed down properly when it is no longer needed. The Rest Centre Manager must also ensure that all the other roles are correctly and appropriately staffed.

Responsibilities

- Perform a walk through with the Facility Manager to check for any damage.
- Ensure all roles are correctly staffed. Remember, one person may fulfil more than one role.
- Hold a briefing with Rest Centre staff when they arrive to show them around the Rest Centre, ensure everyone is aware of their own role and the roles of others, and answer any other questions as appropriate.
- Provide the communication link to the Duty Manager.
- Close the Rest Centre and record any damage made since the initial walk through.

Silver – Tactical Level

The majority of coordination of major incidents occurs at the silver level and as such COWC will establish a Major Incident Control Room designed to facilitate the response undertaken by the following roles.



Duty Manager

Role

To be contactable 24/7 so that they are available to assess and then coordinate an appropriate response to a potential major incident. During most emergencies they will set the strategy and approve resource allocation but during serious and protracted major incidents they will brief the Council's Duty Director and implement the strategy that is set.

Responsibilities

- To initially be the senior manager at the tactical level of the response.
- To either set the strategy and approve resource allocation or liaise with the Duty Director when a more senior level of authorisation is required.
- To liaise with key partners involved in the response.
- If the Duty Director's authorisation is not required, the Duty Manager should work with the Senior Comms Advisor to set and agree the communications strategy and review implementation.
- To assess the impact of the situation on both the community and the Council.
- To develop a tactical plan to implement the strategic direction.
- To decide whether to activate the Major Incident Response Plan.
- To decide who needs to attend the Major Incident Control Room.
- To maintain an overview of the emerging situation and the Council's response.
- To ensure that sufficient resources are made available and allocated to implement the tactical plan.

Control Room Manager

Role

To formulate and execute the tactical plan to implement senior management's strategic direction

Responsibilities

- Coordinate the Council wide response to a major incident.
- Manage and develop the response to implement the strategy as set by Gold.
- Maintain close communication with COWC Bronze and COWC Gold.
- Maintain close communication with the multi-agency groups.
- Provide a clear assessment of the status and needs of Wolverhampton's residents and Council services.
- Collect and collate information to inform decision making processes.
- Respond jointly with partner agencies where required.
- Assess requests for mutual aid from other local authorities.
- Facilitate internal and where necessary, external communication.
- Coordinate Operational level activities.
- Coordinate liaison with Voluntary Agencies.
- Maintain a list of contacts, resources, equipment and rotas.
- Maintain up to date information of the response such as, evacuee assembly points, public and/or temporary mortuaries, press liaison point, rendezvous points, all reception centres, forward control points, marshalling area, business continuity etc.

Intelligence Officer

Role

The officer works closely with the Control Room Manager to improve the team's collective understanding of what is happening and how the Council and partner agencies are deploying our resources to respond.

Responsibilities

- Building the commonly recognised picture (CRIP) by mapping the details of the emergency so that the team can quickly see where the main issues are.
- Adding to the CRIP by plotting the location of incidents and deployment of resources.
- Assessing what resources are available and recording them so that they can be quickly called upon if needed.
- To periodically circulate around the room talking to the team in order to find out, then map, what is happening.
- To monitor external sources of such as media and partner agency briefings.
- Working with the Control Room Manager to provide summaries to the team. These summaries, in conjunction with the team feedback, should form the basis of the regular situation reports.

Senior Communications Advisor

Role

To liaise with the Council's officers responding to the emergency and ensure that their communications needs are effectively addressed.

Responsibilities

- To develop and implement the communications strategy.
- To ensure close liaison/coordination with communications professionals from partner agencies.
- To attend the Major Incident Control Room when established.
- To oversee the establishment of a media briefing centre as required.
- To advise the Strategic Formulation Group on communications related matters.

Functional Coordinator

Role

Direct and coordinate the actions required within their departments to address relevant issues and deliver the tactical response.

Responsibilities

- Maintain an overview of available suitable resources within their department.
- Deploy resources or activate services as required to respond to the incident.
- To provide or seek out relevant professional advice relating to their department's area of business.
- To track deployed resources and maintain regular contact with them.
- To ensure that subsequent shifts are available to relieve members of staff responding within their area of business.
- To confirm that all of their department's responding staff are stood down at the end of the incident.

Public Health / NHS Liaison

Role

To lead the Council's response to health consequences arising from the incident and liaise with the wider NHS.

Responsibilities

- To be the subject matter expert for health incidents and advise the Incident Commander on technical areas of the Council's response.
- To lead the Council's response to the health impacts that result from all other incidents.
- To be the lead liaison point between the Council and Public Health England.
- To monitor, and coordinate where necessary, all aspects of Council and NHS bilateral response.

Gold – Strategic Level

Duty Director

Role

The Duty Director is responsible for the Council's response to the major incident and directs the overall strategy.

Responsibilities

- Maintain an overview of the incident to determine the Council's strategic response and allocate responsibilities to services via the Major Incident Control Room.
- Strategic liaison with senior leaders with partner agencies.
- Work with the senior communications advisor to set and agree the communication strategy.
- Perform the role of Media Spokesperson out of hours.
- Identify a suitable Media Spokesperson during office hours.
- Horizon scan and identify the likely service disruptions.
- Risk assess decisions and response strategies and identify alternative options.
- Attend the West Midlands Conurbation's Strategic Coordination Group when activated.
- Identify and lead the recovery working group.
- Report to the Leader, Managing Director, Elected Members and the Cabinet on the conduct, planning and resolution of the major incident.
- Assess requests for financial assistance from Council Services where expenditure is above their capacities.
- Ensure a facility to track expenditure is established.
- Log all actions and decisions for inclusion in the final incident report.

Strategy Formulation (Gold) Group

Role

This group sets the strategic direction and scope for the Council's response. It should be comprised of corporate management level staff and be prepared to decide whether or not requests for extra resource allocations are to be approved or declined. In many cases this role can be undertaken by a single director but serious and protracted major emergencies will require the wider involvement of the Strategic Executives Board.

Responsibilities

- Considering the wider context within which the emergency is unfolding and take account of the long term risks and potential impacts that may have strategic implications
- Setting the strategy within which the response is to be conducted
- Approving resource allocation required for the response
- Ensuring accounts are maintained of all expenditure authorised as a result of the major incident response
- Maintaining an overview of the emerging situation and the Council's response to the emergency in conjunction with other partners
- Providing an appropriate level of guidance to the silver level roles within all areas of the organisation
- Prioritising appropriate elements of the response in order to ensure the most effective allocation of resources
- Deciding which normal services are to be reduced in order to provide resources needed for the response
- Ensuring that a second shift is available to undertake the strategic role
- Logging key actions and decisions.

Strategic Considerations

Primary

- Saving and protecting human life;
- Containing the emergency – limiting its escalation or spread and mitigating its impacts;
- Maintaining or restoring critical activities;

Secondary

- Relieving suffering;
- Providing the public and businesses with warnings, advice and information;
- Protecting the health and safety of responding personnel;
- Safeguarding the environment;
- As far as reasonably practicable, protecting property;
- Maintaining normal services at an appropriate level;
- Promoting and facilitating self-help in affected communities;
- Facilitating investigations and inquiries (e.g. By preserving the scene and effective records management);
- Facilitating the recovery of the community (including the humanitarian, economic, infrastructure and environmental impacts);
- Protecting the reputation of the City of Wolverhampton;
- Evaluating the response and recovery effort;
- Identifying and taking action to implement lessons identified.

Related Plans and Response Handbooks

In order to ensure that this plan is short enough to encourage wide readership much of the detailed guidance to aid response has been separated in to response handbooks for each role. These handbooks act as a basis for training and help to guide our responding officers during the initial hours of a major incident.

The following handbooks are available to those who have been trained to undertake specific roles within the Major Incident Response Plan.

Major Incident Response Guidance
Major Incident Contact Directory

Business Continuity Policy
Council Service Recovery Plan
Service Area Business Continuity Plans

Emergency Media and Communications Plan

Rest Centre Activation Plan

Duty Director/Manager Guide

Forward Liaison Officer Handbook

Major Incident Control Room Handbook