

Warwick District Council

Emergency Planning Policy

A framework for emergency response and preparedness work



Engineering Services
March 2009

EXECUTIVE SUMMARY	4
PART ONE: POLICY INTRODUCTION	
Background.....	5
Aim of this document	5
Objectives of the document.....	5
Audience.....	5
Responsibilities.....	5
Development of the Document	6
Effective Date	6
Glossary of Terms Used in this Document	6
PART TWO: CIVIL CONTINGENCIES COMPLIANCE	
SECTION 1: DELIVERY OF THE CIVIL CONTINGENCIES ACT	8
Introduction.....	8
Elements of the Civil Contingencies Act	8
Duty 1- Risk Assessment	8
Duty 2- Emergency Planning	9
Duty 3- Business Continuity Management.....	9
Duty 4- Community Engagement.....	9
Duty 5- Information Sharing & Co-operation	11
Duty 6- Multi-Agency Mutual Co-operation & Co-ordination	12
Duty 7- Business Continuity Management Promotion	13
PART THREE: PLANS AND PROCEDURES	
SECTION 1: INTRODUCTION.....	15
SECTION 2: DUTY OFFICER SYSTEM	15
Introduction.....	15
Role & Scope	15
Resources	15
SECTION 3: WARWICK DISTRICT COUNCIL MAJOR EMERGENCY PLAN	16
Outline.....	16
Training & Exercising.....	16
Major Emergency Plan Review & Updates	16
Activation	16
District Emergency Centre	17
WDC Response Levels	18
Parish Councils in Emergency Response	18
Elected Members Role in Emergency Response	19
The General Public's Role in Emergencies	19
Role & Resilience of Warwick District Council Contractors	20
SECTION 4: MEDIA & PUBLIC/STAKEHOLDER INFORMATION	20
Introduction.....	20
Warwick District Council Media, Stakeholder & HR Management Team	20
Joint Media Plan for Warwickshire.....	21
SECTION 5: INCIDENT SPECIFIC PLANS & PROCEDURES.....	21

Corporate Business Continuity Plan	21
Introduction.....	21
Development	22
Activation	22
Business Continuity/MEP Interface.....	23
Flood Response Plan	23
Introduction.....	23
Monitoring & Surveillance	24
Activation	24
Flood Plan/MEP Interface	24
Development.....	24
SECTION 6: POST INCIDENT PLAN REVIEW & TRAINING	25
Introduction.....	25
Engineering Services Duty Officer Involvement	25
Evaluation of Response.....	25
Evaluation of Recovery.....	25
Training Staff and Plan Development.....	26
PART FOUR: PARTNERSHIP WORKING & THE LOCAL RESILIENCE FORUM	
SECTION 1: WARWICKSHIRE LOCAL RESILIENCE FORUM.....	27
Introduction.....	27
LRF Working Groups	27
SECTION 2: WARWICKSHIRE COUNTY COUNCIL EMERGENCY PLANNING UNIT	28
Introduction.....	28
Service Level Agreement.....	28
Involvement in an Emergency.....	28
SECTION 3: OTHER PARTNER AGENCIES	29
PART FIVE: HORIZON SCANNING & FUTURE DEVELOPMENT	
SECTION 1: HORIZON SCANNING	30
SECTION 2: FUTURE PLAN DEVELOPMENT	30
Excess Death Planning for Pandemic Influenza	30
LRF Flood Plan	30
LRF Recovery Plan.....	31
Parish Emergency Plans.....	31

EXECUTIVE SUMMARY

This Emergency Planning Policy is issued to outline the strategic framework for emergency management within Warwick District Council. I am directly responsible for this work-stream and along with Engineering Services, work to ensure that Warwick District Council is as resilient and prepared to respond to an emergency situation as possible.

In my capacity as Chief Executive I sit on the Warwickshire Local Resilience Forum, which forms the highest tier of local emergency management in Warwickshire and oversees the day to day efforts of our multi-agency partner organisations and the Local Resilience Forum Work Groups (see figure 1 below). The emergency planning work which continues across the county, seeks to ensure preparedness and greater resilience of both communities and organisations alike; and from Risk Assessment to Recovery, Warwick District Council is actively participating in this process, striving for excellence.

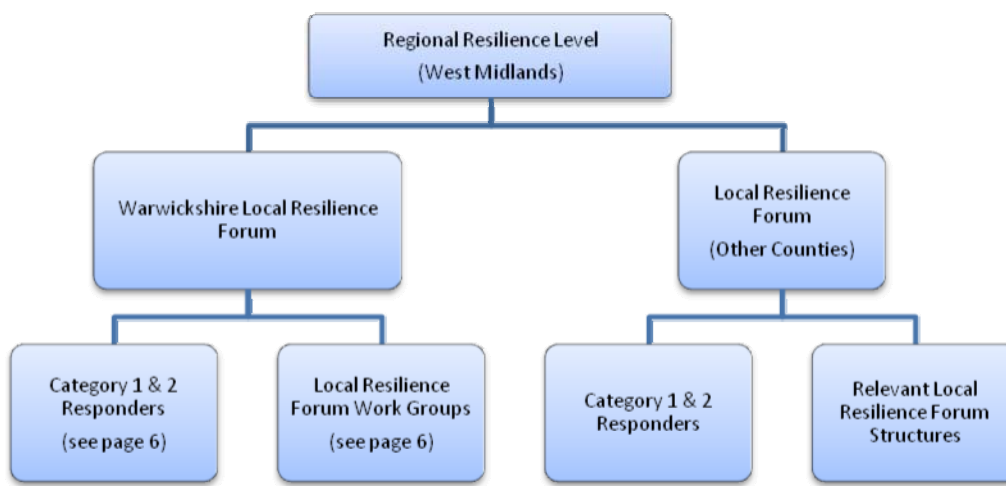


Figure 1

This policy outlines the specific procedures and plans Warwick District Council has in place so that we are well placed to respond to an emergency event within the District and is intended for staff, Elected Members and the general public alike. The document also outlines how we are meeting our obligations under the Civil Contingencies Act 2004 and seeks to identify areas where development work is likely to be undertaken over the next year.

Emergency management is a complex process, involving many different organisations, groups and individuals. Warwick District Council seeks to ensure that as well as meeting legal obligations we are building a resilient and prepared community, able to face the challenges ahead. I commend this approach and this document to you.

Chris Elliot
Chief Executive
Warwick District Council

PART ONE: POLICY INTRODUCTION

Background

1. The circumstances that occurred during the fuel crisis and severe flooding in the autumn and winter of 2000 and the outbreak of Foot and Mouth Disease in 2001 prompted a review by the Deputy Prime Minister of emergency planning arrangements.
2. After consultation seeking the best way forward, the Civil Contingencies Bill was introduced and received Royal Assent on 18th November 2004, becoming the Civil Contingencies Act 2004.
3. The Civil Contingencies Act now frames an integrated emergency management approach in the UK.
4. Warwick District Council has duties under the Civil Contingencies Act and this policy seeks to outline the measures in place and under development to satisfy these responsibilities and also those of best practice guidance.

Aim of this document

5. The aim of this document is to set out the underlying policy, planning and preparedness work of Warwick District Council that allows a response to be made to emergency events that may affect the district.
6. The document considers the Major Emergency Plan, Business Continuity Plan and other specific plans; further detail should be sought from these specific documents as this policy will only outline procedures and plans that are in place.

Objectives of the document

7. To summarise the key plans and procedures produced by Warwick District Council and the Local Resilience Forum which could be activated in the event of a major emergency affecting Warwick District, or neighbouring areas.
8. To give an overview of the response Warwick District Council will make to inform partner organisations, staff, Elected Members and the public.
9. To state the current level of planning work and compliance with relevant legislation, namely the Civil Contingencies Act (2004).

Audience

10. This document is primarily designed for use by Elected Members, Warwick District Council staff and partner organisations.
11. It will also be published in the public domain so that residents of Warwick District can view the levels of planning work that the council undertakes and also consider their role in an emergency (page 19).

Responsibilities

12. The responsibility of emergency planning arrangements at Warwick District Council is the duty of the Chief Executive. The Head of Engineering and the

Civil Contingencies Officer are however, responsible for the day to day delivery of this service.

Development of the Document

13. The document will be a fluid one, to ensure that the information remains as up to date as possible. It is intended to review the policy at a minimum of every six months to ensure changes in the risk landscape and planning arrangements are taken into account in the published text.

Effective Date

14. This document will be submitted to the Warwick District Council Executive on 18th March 2009 and subject to acceptance, will become an active document after this time.

Glossary of Terms Used in this Document

15. Definition of Emergency

The Civil Contingencies Act (2004) states that an "emergency" means "*an event or situation, which threatens serious damage to —*

- a. *Human welfare in a place in the United Kingdom,*
- b. *The environment of a place in the United Kingdom, or*
- c. *War or terrorism which threatens serious damage to the security of the United Kingdom"*

16. Category 1 Responder

A local responder organisation listed in Schedule 1 Part 1 of the Civil Contingencies Act likely to be involved with a central role in the response to most emergencies. This includes the emergency services and local authorities:

Emergency Services

- Police forces
- British Transport Police
- Fire authorities
- Ambulance services
- Maritime and Coastguard Agency

Local authorities

- All principal local authorities (i.e. metropolitan districts, shire counties, shire districts, shire unitaries)
- Port Health Authorities

Health bodies

- Primary Care Trusts
- Acute Trusts
- Foundation Trusts
- Health Protection Agency

Government Agencies

- Environment Agency

17. Category 2 Responder

A local responder organisation (though it may not be locally based) listed in Schedule 1 Part 3 to the Civil Contingencies Act and likely to be heavily involved in some emergencies or in preparedness for them e.g. Highways Agency, utilities and transport companies.

18. Local Resilience Forum

A process for bringing together all the category 1 and 2 responders within a local police area for the purpose of facilitating co-operation in fulfilment of their duties under the Civil Contingencies Act.

19. Major Incident/Emergency

Any emergency that requires the implementation of special arrangements by one or more of the emergency services, the NHS or the local authority.

20. (The) Civil Contingencies Act

This Act sets the framework for civil protection in the UK.

21. Business Continuity Management

A management process that helps manage the risks to the smooth running of an organisation or delivery of a service, ensuring that the business can continue in the event of disruption.

22. Recovery

The process of restoring and rebuilding the community and supporting groups particularly affected, in the aftermath of an emergency

23. Emergency events

This can be broadly broken down into three distinct categories due to their characteristics and provide a different degree of planning and response time accordingly:

- Sudden Impact: An event that happens with little or no prior warning. *The effects are usually felt instantly and could include transportation accidents, utility failure, industrial accidents and acts of terrorism.*
- Rising Tide: An event that has a lead time of days, weeks or even months. *This type could include health pandemics, flooding, foot and mouth disease and industrial action.*
- Foreseeable Event: An event that can clearly be predicted to such a degree that specific contingency plans can be developed for the situation. *This type could include events such as The Royal show, May Day protests etc.*

PART TWO: CIVIL CONTINGENCIES COMPLIANCE

SECTION 1: DELIVERY OF THE CIVIL CONTINGENCIES ACT

Introduction

1. The Civil Contingencies Act 2004 is the framework for civil protection in the UK and also places legal duties upon defined emergency responders.
2. Warwick District Council is a Category 1 responder and as such has duties under the Civil Contingencies Act.
3. These duties place a legal obligation on Warwick District Council to deliver the seven key elements of the Civil Contingencies Act in order to improve emergency management arrangements in the local area and to improve multi-agency working throughout Warwickshire.

Elements of the Civil Contingencies Act

4. The following sections detail the seven duties under the Civil Contingencies Act and the actions Warwick District Council is implementing to meet its obligations in this regard.
5. Initial broad terms of the elements will be followed by the more detailed description from the Civil Contingencies Act.

Duty 1- Risk Assessment

“Assess the risk of emergencies occurring and use this to inform contingency planning”

6. Warwick District Council assesses the risks within the County by sitting on the Risk Assessment Working Group of the Local Resilience Forum (see Community Risk Register section below).
7. The risk assessment in the Community Risk Register is then tailored to the specific circumstances of Warwick District by Engineering Services. This work is conducted based on information of prior events and an assessment of the specific risks posed in the area in relation to the county-wide perspective.
8. The output of this process is any specific plans and arrangements deemed necessary for the local area. An example of this would be the Flood Plan which forms part of the duty officer standard operating procedures.

Community Risk Register

9. The Community Risk Register is produced by the Risk Assessment Working Group of the Local Resilience Forum. It assesses the risks that are pertinent to the Warwickshire area and identifies which of the Local Resilience Forum partners is the lead agency for the risk.

10. In completing this task, information is sought from all Local Resilience Forum partners about the hazards and past events. Information on a regional and national scale is also considered and a consequent risk rating applied.
11. The lead Local Resilience Forum partner for each risk then has the task of implementing control measures to mitigate the risk.
12. Warwick District Council uses the Community Risk Register to inform all planning and preparedness work, hoping to focus efforts on those risks with the highest risk rating.
13. Other risks are also considered and effort is also made to identify which of the countywide risks are most pertinent to the district.
14. The National Risk Register also helps to inform some of the work of the Risk Assessment Working Group by framing the national perspective of the hazards faced.

Duty 2- Emergency Planning

“Put in place emergency plans”

15. Warwick District Council has a Major Emergency Plan, which is reviewed on an annual basis and revised and updated as necessary.
16. The current version is newly revised and reflects internal and external review processes and feedback from exercises held to test the plan.
17. Further information can be found on page 16 of this document.

Duty 3- Business Continuity Management

“Put in place business continuity management arrangements”

18. Warwick District Council has a Business Continuity Management Plan, which is reviewed on an annual basis and revised and updated as necessary, as the Major Emergency Plan is.
19. A new version will be issued in June 2009 and will reflect necessary changes from internal and external review processes.
20. The Business Continuity Plan has been tested under exercise conditions and was also used during the “building flood” event in 2008.
21. Further information can be found on page 21 of this document.

Duty 4- Community Engagement

“Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency”

Warwick District Council Website

22. The Warwick District Council website has recently been updated to provide an information resource for district residents on emergency planning, business continuity and flooding.

23. The basis for the pages was developed by the Warwickshire County Council Emergency Planning Unit's Liaison Officer, under the Service Level Agreement between Warwick District Council and Warwickshire County Council (further details on page 28, paragraph 11) and adapted to Warwick District's needs.
24. The website also dovetails with the Warwickshire County Council Emergency Planning Unit's website to provide links to further sources of information. There are also links to specialist pages such as flood maps from the Environment Agency.
25. The web pages will be updated and reviewed as necessary in order for them to remain a suitable source of information.

Focus Magazine

26. The Council's Focus Magazine will be used, on occasion to communicate relevant civil protection information to residents of Warwick District.
27. The magazine is distributed widely, to as many residents as possible and provides a conduit for information direct to people's homes.

Media, HR & Stakeholder Management Team

28. The Media, HR and Stakeholder Management Team, which forms part of the District Emergency Centre is responsible for communicating relevant information to the public, staff and other stakeholders in the event of an emergency.

Joint Media Plan for Warwickshire

29. In the event of a wide-scale emergency the Joint Media Plan for Warwickshire may be invoked, normally by the Police, Media and Public Information Co-ordinator.
30. This provides for a co-ordinated approach to media and public relations during an emergency, which ensures contradictory information and any lack of clarity, can be avoided. Further details are available on page 21, paragraph 65 of this document.

Communicating with the Public Working Group

31. The Communicating with the Public Working Group of the Local Resilience Forum is charged with the overall consideration of the communication of information and warnings to the public.
32. Warwick District Council actively participates in this group and feeds ideas and best practice back via the Communications Manager, who is also part of the Warwick District Council Media, HR and Stakeholder Management Team, in the event of an emergency.

Service Level Agreement with Warwickshire County Council Emergency Planning Unit

33. The Warwickshire County Council Emergency Planning Unit provides several community engagement processes under the Service Level Agreement with Warwick District Council.

Parish Emergency Plans

34. Parish Emergency Plans have been developed and rolled out to all Parishes.
35. The intention is to build resilience at a local level and take advantage of community knowledge, especially in terms of vulnerable people and locations.
36. The Parish Emergency Plan was re-launched in March 2009 and Warwick District Council will be seeking to build increased relationships with the parish councils to ensure that the district is as resilient and prepared as possible, with clear communication channels.
37. There will be support from both the Warwickshire County Council Emergency Planning Unit and Warwick District Council Engineering Services to complete the template plan during the summer of 2009, as the Parish requires.
38. The new Parish Emergency Plans should be completed and operational by October 2009.

Volunteers and Voluntary Agencies

39. Voluntary agencies and volunteers are also engaged via the Warwickshire County Council Emergency Planning Unit who also co-ordinate their involvement, should an emergency occur.

Involvement of Schools

40. Warwickshire County Council Emergency Planning Unit have also carried out work to ensure that school children are engaged and aware of hazards and planning work in their area.
41. Warwickshire County Council Emergency Planning Unit have conducted an initiative called *Crucial Crew* which sought to engage key stage two school children on emergency planning awareness.
42. The Local Resilience Forum, Training and Exercising Group are also looking at a pilot awareness event for secondary school children and Warwick District Council representatives are involved in this work.

Duty 5- Information Sharing & Co-operation

"Share information with other local responders to enhance co-ordination"

Districts & Boroughs

43. The sharing of information between Districts and Boroughs will be formalised in a protocol document by March 2010.
44. This process already occurs and is mainly facilitated by the Warwickshire County Council Emergency Planning Unit Liaison Officer. The protocol will clearly define the scope of involvement and process for information sharing at this level in the future.

Local Resilience Forum

45. The Local Resilience Forum, Act Compliance Group and Working Groups all supply the opportunity for Warwick District Council to work with other local responders and for information sharing to occur (for more information see page 27).
46. Warwick District Council sits on all groups in the Local Resilience Forum and receives and shares information at all levels.
47. In some cases Warwick District Council representatives act as a representative for all Districts and Boroughs allowing them to play an increased role in local information sharing.

Wider-scale Partner Working

48. The opportunity to work with local responders outside of the Local Resilience Forum structure also exists and Warwick District Council has working relationships with many local responders and is committed to maintaining and developing this process as required.
49. An example of this is the working relationship that Warwick District Council has with the Environment Agency; both parties work together before, during and after even small events to ensure information flows between the two organisations in the best manner possible.

Parish Council Emergency Plans

50. The involvement of Parish Councils in emergency planning is a positive development and seeks to facilitate information sharing between local communities and Local Authorities. It is hoped that through this process communities become better aware of hazards in their area and in turn that the Council are informed of local information and circumstances, that they may have been unaware of without the community's involvement.
51. Warwick District Council also has a relationship with a number of individuals in certain high risk areas. This relationship has been established over time and the Council are committed to maintaining these personal links wherever practically possible and the relationship is shown to mitigate or reduce risk and increase knowledge in vulnerable communities.

Duty 6- Multi-Agency Mutual Co-operation & Co-ordination

“Co-operate with other local responders to enhance co-ordination and efficiency”

Local Resilience Forum

52. As a partner agency in the Local Resilience Forum, Warwick District Council is part of a co-operative development of response plans and general preparedness works to ensure an efficient response to emergency situations in Warwickshire.

53. Warwick District Council is committed to this process and developing the Local Resilience Forum, as required, to best suit this goal.

Wider-scale Partner Working

54. Warwick District Council actively engages with local responders on a one to one basis as well as through the Local Resilience Forum structure to ensure that any emergency response in Warwick District is as efficient as possible.

55. Warwick District Council is committed to this process and will seek to further develop partnerships as required by circumstance or risk.

56. The work that the Warwickshire County Council Emergency Planning Unit and Warwick District Council have done regarding development of Parish Emergency Plans is intended to continue to ensure communities are prepared for likely emergencies and they are aware of how they can help in response. This work seeks to increase resilience in communities across the district in association with the Parish Councils and Warwickshire County Council Emergency Planning Unit.

Mutual Aid and Resource Sharing

57. Mutual aid support between organisations is an important part of emergency preparedness work so that when resources are stretched, organisations can seek assistance from within the county or further afield if the situation dictates.

58. Currently this function is co-ordinated by the Warwickshire County Council Emergency Planning Unit, who will assess the severity of the situation in affected areas and seek to deploy resources as appropriate.

59. Development of a resource sharing policy, especially between the District and Borough Councils, is an area for development and one which Warwick District Council will hope to further in the next year.

Duty 7- Business Continuity Management Promotion

“Provide advice and assistance to businesses and voluntary organisations about business continuity management”

Service Level Agreement with Warwickshire County Council Emergency Planning Unit

60. The Warwickshire County Council Emergency Planning Unit provide for this duty on Warwick District Council's behalf under the Service level Agreement that exists between the organisations.

61. Generic business continuity management advice is provided by the Warwickshire County Council Emergency Planning Unit to Engineering Services at Warwick District Council so that council representatives, in particular the Town Centre Managers, are informed of developments in the field.

62. The Warwickshire County Council Emergency Planning Unit has a business continuity management display which can be used on occasions at Warwick District Council sites throughout the year.
63. The Warwickshire County Council Emergency Planning Unit will also run a one-day workshop on business continuity management, targeted at local firms and voluntary groups. This will be promoted as joint working between Warwickshire County Council Emergency Planning Unit and Warwick District Council.

Warwick District Council Initiatives

64. Warwick District Council will also seek to utilise, when possible, any other viable means of communication to promote business continuity management to the wider community.
65. Compliance with the Civil Contingencies Act will be delivered by the Warwickshire County Council Emergency Planning Unit but Warwick District Council will always seek to consider building value into any existing available opportunities.
66. Currently the Warwick District Council website is being utilised to promote business continuity management awareness and links to the Warwickshire County Council Emergency Planning Unit website for further information.

PART THREE: PLANS AND PROCEDURES

SECTION 1: INTRODUCTION

1. This is the strategic outline of Warwick District Council's emergency procedures for dealing with an "emergency" as defined in the Civil Contingencies Act (2004).
2. The plans are based on available best practice advice, information and guidance from the Civil Contingencies Secretariat and Warwickshire County Council's Emergency Planning Unit as well as other Local Resilience Forum partners.
3. These procedures are designed to best use available council resources and integrate with the Emergency Plans developed by other Local Resilience Forum partners and other organisations, such as Parish Councils.

SECTION 2: DUTY OFFICER SYSTEM

Introduction

4. Warwick District Council Officers from several service areas remain vigilant to different incidents that might occur within the district.
5. Engineering Services will be the main point of contact for partner response organisations and council service areas in the event of an emergency situation developing or situations arising that may give rise to an emergency.

Role & Scope

6. The Engineering Services Duty Officer will have the responsibility of monitoring rising tide situations that may progress into an emergency, including during out of hours times.
7. The duty officer will not be directly responsible for responding to an emergency event or directly managing it but they will help bring control and co-ordination to Warwick District Council's response to it.
8. Once a rising tide situation is clearly going to become an emergency, or the duty officer is directly notified of a sudden impact emergency they will notify the relevant Senior Officers and managers.

Resources

9. The duty officer's actions will be guided by a set of Standard Operating Procedures, setting out what actions are required and details relevant to the situation (where possible).

10. The duty officer will hold a duty mobile telephone and the Standard Operating Procedures and any other pertinent plans or information for the duration of their time on duty.
11. The capability for receiving internet and email updates is being considered and will hopefully be added before the 09/10 financial year.

SECTION 3: WARWICK DISTRICT COUNCIL MAJOR EMERGENCY PLAN

Outline

12. In the case that an emergency situation will require the focussed efforts of a number of individuals or council service areas to the exclusion of normal day to day work, or out of normal operating hours, the Major Emergency Plan may be activated.
13. The plan details the specific procedures and roles that will be undertaken by council officers and/or service areas to best co-ordinate the Warwick District Council response to the emergency.

Training & Exercising

14. The plan will be exercised at least once a year.
15. Currently, Warwickshire County Council Emergency Planning Unit facilitates this annual exercise under the service level agreement between themselves and Warwick District Council.
16. Training and development work for those involved in the plan is also undertaken on a regular basis.
17. Training programmes will also be considered, where appropriate, to allow full understanding of any changes to the Major Emergency Plan by relevant personnel, post review.

Major Emergency Plan Review & Updates

18. The Major Emergency Plan is developed within Warwick District Council by Engineering Services and is tested and reviewed at least yearly with the help of the Warwickshire County Council Emergency Planning Unit, Liaison Officer.
19. Updates will also be conducted to ensure relevant personal and contact details are included and any changes have been taken into account.
20. Review will also be conducted after any emergency or training event to incorporate any lessons learned.

Activation

21. The activation of the Major Emergency Plan will normally be completed after liaison between the duty officer, Chief

- Executive (or nominated deputy) and any relevant service area managers (or deputies).
22. Details of the circumstances of activation are covered in the Warwick District Council Response Levels section (page 18, paragraph 33).
 23. The plan activation will normally involve a full call-out of staff required in response as well as the opening of the District Emergency Centre, normally located at Riverside House.
 24. This situation allows all of the response functions of the council to be located in the same place, improving the ability to offer a command and control structure to co-ordinate council efforts between service areas and across management levels.
 25. In some situations a smaller response may require activation of the plan and opening of the District Emergency Centre for the same purposes but with a smaller team. The Chief Executive (or nominated deputy) will always have to give permission for this to occur.

District Emergency Centre

26. Before the District Emergency Centre can be opened permission should always be sought from the Chief Executive (or nominated deputy).
27. The District Emergency Centre will normally be located at Riverside House, as per the instructions laid out in the Major Emergency Plan.
28. In the event of a denial of access to Riverside House or an emergency affecting the immediate surrounding area alternative locations can be used and alternative locations are identified in the Major Emergency Plan and the Corporate Business Continuity Plan.
29. The purpose of the District Emergency Centre is to help bring co-ordination and control to the council's response and focus the response as the Emergency Management Team and Tactical Incident Team decide.
30. The District Emergency Centre will normally consist of four teams The Emergency Management Team (strategic team); Emergency Tactical Incident Team; Operations Team and the DEC Support Team (administrative support and information management).
31. In the case of certain incidents there may also be a Business Continuity Tactical Incident Team and/or a Tactical Recovery Team.
32. These different teams all have a defined scope of responsibility and tailor with the nationally accepted Strategic, Tactical, and Operational response management structure. For further details please consult the Major Emergency Plan.

WDC Response Levels

33. In association with the Warwickshire County Council Emergency Planning Unit, Warwick District Council has developed response levels which help to indicate the level of the response being undertaken.
34. The levels can be used to express the state of the response quickly between local authority partners and internally.
35. The levels may also be used to inform decision making, for example the District Emergency Centre will have to be opened flexibly (depending on the emergency) at either level 2 or 3. The duty officer can cite the current response level when seeking permission to open the District Emergency Centre instantly informing the Chief Executive of the extent of the emergency and response underway.

Parish Councils in Emergency Response

36. Most Parish Councils choose to prepare a Parish Emergency Plan in conjunction with Warwick District Council and the Warwickshire County Council Emergency Planning Unit.
37. There is no legal requirement for this to occur or for Parishes to have a response capacity, however, it is an accepted part of a best practice approach to emergency planning.
38. Many risks and vulnerabilities are better known to the local community through experience and personal relationships, this information, if compiled can be used by responders working over a larger area to inform their wide-scale response with local understanding. For example the Environment Agency can keep the council informed of river levels via the Floodline service but those residents who live next to the river will probably understand its behaviour equally well and be able to pass vital information back such as a faster rise in level than normal.
39. Local groups can also provide information about those in their community who might be most vulnerable to emergency situations. These could be elderly people, disabled persons, or people who live in a certain location, have young children or any other factor that could limit personal response to an emergency. It is important that if this knowledge exists in the local community that it is recorded in the parish plan and made available to inform the council's response and that of any other partner agency.
40. Some parish groups have taken this idea further, establishing emergency committees who act to warn and inform the community as well as managing any local scale response and liaising with emergency response organisations as required.
41. Examples of parish responses would be deployment of sandbags to protect homes and businesses and opening the village hall as

a rest centre for members of the community who have been displaced from their homes or need food and shelter.

Elected Members Role in Emergency Response

42. Elected Members can play an important role in emergencies, acting as a focal point for the community they represent and being a conduit for information from and to this community, if available to do so.
43. Members will receive regular updates from the Chief Executive as to the state of the emergency.
44. Members are encouraged to feed information back as well as receiving it as they may be aware of local circumstances in a similar way to parish councils, which may help to inform the response.
45. It is unlikely that Members will be asked to play a role in emergency response, as trained council staff will normally provide this service. However, during the stages of recovery from a major emergency it is likely that Councillors will become increasingly involved in helping the community to rebuild (if necessary).
46. All Elected Members were issued with information cards in January 2009 which outline the roles of Elected Members in an emergency and are sized so they can be carried in a wallet, purse or pocket for easy reference.

The General Public's Role in Emergencies

47. The role of the public in emergency situations depends on the emergency, the extent to which people are affected and their ability to respond to mitigate the effects of the emergency upon themselves.
48. At no point should people attempt to respond to an emergency situation in a way that puts themselves or others at risk.
49. There are some actions that the public can take to ensure that they are prepared for emergency situations, namely being aware of the risks that they might face in their area and any methods by which they can reduce their exposure to these risks.
50. An example of this would be a resident who lives near to a river being aware of the extent of flooding that would have to occur to affect them and then signing up to the Environment Agency's Floodline flood warnings to help alert them in times of risk. They might also store valuable documents and possessions on the first floor of their house alongside an emergency supply of essential items and food supplies.
51. It is accepted best practice that where people and communities are better aware of the hazards they face and those mitigating actions they can take, both for themselves and for others, community resilience to emergencies increases.

52. Further information can be sought from both the county and district council as well as government information sources such as the Preparing for Emergencies website.
53. Warwick District Council will attempt to decrease community vulnerability wherever possible through continued work with Parish Councils.

Role & Resilience of Warwick District Council Contractors

54. Contractors are used to aid the Warwick District Council response in many emergency situations.
55. Contractors currently in place have been encouraged to improve resilience and participate in business continuity planning.
56. In the future Warwick District Council procurement procedures will include assessing the resilience of contractors in all contracts. The Procurement Officer is furthering these goals and managing implementation as an ongoing project.

SECTION 4: MEDIA & PUBLIC/STAKEHOLDER INFORMATION

Introduction

57. Ensuring a competent and effective Media response to any emergency situation is a key tenet of the Warwick District Council response.
58. Providing the media with up to date and accurate information can help disseminate information to those people affected or who know people who might be affected and can help avoid unnecessary angst or confusion.
59. The use of the media to disseminate information has to be carefully managed however, as misinformation, even unintentionally can cause confusion and distress.
60. Information releases directly to the public and to staff must also be carefully managed to ensure that as many people as possible are correctly informed as to the emergency situation.

Warwick District Council Media, Stakeholder & HR Management Team

61. As a part of the activation of the Major Emergency Plan the Media, Stakeholder & HR Management Team will be formed.
62. They will be charged with crafting the Warwick District Council media response following direction from the Chief Executive, and articulating this via whatever media or public communications are available and best fit the message.
63. The team will also be responsible for media management and liaison in general.

64. Stakeholder and HR communications will also be managed by the team, allowing them to be the one voice for Warwick District Council in times of emergency.

Joint Media Plan for Warwickshire

65. If an emergency occurs that is widespread in effect then the Joint Media Plan may be invoked by the [Multi-Agency Gold] Media and Public Information Co-ordinator (normally the Media Communications Officer, Warwickshire Police).

66. The Joint Media Plan ensures that there is a co-ordinated media response across Warwickshire and the Warwick District Council Media, Stakeholder & HR Management Team must ensure they comply with the details of the plan or specific instructions issued.

SECTION 5: INCIDENT SPECIFIC PLANS & PROCEDURES

67. Generic emergency plans are a valuable tool in preparedness works, covering all hazards that might occur. However, certain plans for especially common or severe hazards are part of good practice and in the case of business continuity plans, a legal requirement.

68. Warwick District Council has, and will, continue to develop specific plans on a needs related basis to ensure that refined plans are available whenever possible.

69. It is not conceivable that specific risk-related plans would be available for every occurrence and Engineering Services will continue to develop plans relating to specific events experienced or where government guidance at a central or local level, deems it necessary.

70. The following sections will outline the current specific plans that Warwick District Council has in place to deal with incident specific situations.

Corporate Business Continuity Plan

Introduction

71. Category 1 responders have a duty under the Civil Contingencies Act to "... *put in place Business Continuity Management arrangements...*"

72. Warwick District Council has a Corporate Business Continuity Plan and is committed to developing and embedding a business continuity culture within the council.

Development

73. The Corporate Business Continuity Plan is presently in its first version and a review is currently underway to develop the second version.
74. A Warwick District Council Business Continuity Policy will also be launched along with the new version of the plan.
75. As awareness of business continuity grows within the organisation the aim would be to ensure that all service areas have a business continuity plan or combined emergency/continuity plan. This would detail the specific tasks that the service area should discharge, which staff can be utilised and how this interlinks with the Corporate Business Continuity Plan.
76. Where service areas have functions that require offices or work areas outside of Riverside House, this should also be considered at a service area level.

Activation

77. The Corporate Business Continuity Plan is activated in the same way as the Major Emergency Plan and will normally be completed after liaison between the duty officer, Chief Executive (or nominated deputy) and any relevant service area managers (or deputies).
78. Details of the circumstances of activation are covered in the Warwick District Council Response Levels section (page 18, paragraph 33).
79. The plan activation will normally involve a full call-out of staff required in response as well as the opening of the District Emergency Centre, normally located at Riverside House. However, alternative locations are identified in the Corporate Business Continuity Plan, in case the Riverside House offices are inaccessible or in some way rendered inappropriate.
80. This situation allows all of the response functions of the council to be located in the same place, improving the ability to offer a command and control structure to co-ordinate council efforts between service areas and across management levels.
81. In some situations a smaller response may be required based on a particularly affected Service Area. If the District Emergency Centre or access to Riverside House is required outside of normal operating hours then the Chief Executive (or nominated deputy) must give their permission for this to occur.
82. Where an emergency and a business continuity incident occur at the same time the Emergency Management Team will define which aspect has primacy in response.

Business Continuity/MEP Interface

83. There is a likelihood that some emergency events will occur in such a way that a business continuity situation will also transpire; there may also be occasions where events combine as a matter of coincidence.
84. In these circumstances Warwick District Council needs the ability to respond to both events either in a combined or differentiated fashion, hence an interface between the plans is required.
85. Sections in the Major Emergency Plan and the Corporate Business Continuity Plan identify how this will occur, a brief overview is included here:
86. The Emergency Management Team will set the objectives for the response, defining whether the Emergency or Business Continuity situation takes precedence.
87. There will be an Incident Tactical Team and a Continuity Tactical Team formed, each with a Commander. Again, which team has primacy will be designated by the Emergency Management Team.
88. The Tactical Incident and Continuity teams will consist of different personal and hence may stretch the resources of certain Service Areas. However, an attempt has been made to allow core business areas to have a reduced emergency role to allow for this occurrence.
89. The Tactical Incident and Continuity Commanders will liaise to ensure expediency of response. They will also jointly liaise with the Emergency Management Team to ensure clarity of information and that the correct team has primacy at the right time.
90. The Operations Team will be a joint resource, shared between both Tactical teams due to the impracticality of splitting Service Area staff resources across more teams. Operational staff should however, delegate actions back to staff within Service Areas to increase efficiency and reduce pressure.
91. The Warwick District Council response levels will be used to define the scale of the response and will also be used to progressively stand the response down.

Flood Response Plan

Introduction

92. Warwick District has a propensity for flooding, with the Rivers Leam and Avon and various other smaller rivers and watercourses within the district.
93. A range of flood events have left the local community and response organisations alike with experience and knowledge of

the rivers in flood; this knowledge should not be lost and has led to the development of the Flood Response Plan.

94. The plan is held by the Engineering Services Duty Officer and helps to inform their response to any flood warnings issued by the Environment Agency or reports of flooding reported from people or organisations in the area.

Monitoring & Surveillance

95. The prime function of the plan is to aid the monitoring and surveillance of the main rivers of the District and to aid decision making associated with this process.
96. Information is held on the levels at the various Environment Agency gauges on the Rivers Leam and Avon and as reports from the Environment Agency come through, or are obtained, the severity of flooding can be estimated.
97. There are also details held of persons and groups who the Engineering Services Duty Officer will liaise with in times of high river levels, in order to keep them informed of the possibility of flooding in their area. This contact is normally made through Parish or Town Councils and their Emergency Committees.

Activation

98. The Flood Response Plan will be activated by the Engineering Services Duty Officer when any reports of fluvial flooding or high river levels are received; either from the Environment Agency or from local reports.

Flood Plan/MEP Interface

99. The Flood Response Plan is an operational document to aid the decision making and initial actions of the Engineering Services Duty Officer.
100. If the situation is progressing towards a major flood, or simply one where the officer needs help in maintaining a response then the Warwick District Council response levels will help to inform the necessary scale of response.
101. The Flood Response Plan is therefore a precursor to the Major Emergency Plan and once the Engineering Services Duty Officer feels they need help in response the activation procedures of the Major Emergency plan will come into effect.

Development

102. The plan is a 'living' document and requires updating on a regular basis, especially with regard to contact details.
103. There will also be an annual review when data and details specifically relating to the plan will be assessed.

104. Prediction of river response can never be entirely accurate and will always be based on Environment Agency data however; an attempt will be made to ensure that the plan reflects the recent and historical response of the river to precipitation events, thus allowing an informed emergency response.
105. Warwick District Council will also be participating in the development of a Local Resilience Forum Flood Plan and will make available the details of the Flood Response Plan to aid that process.

SECTION 6: POST INCIDENT PLAN REVIEW & TRAINING

Introduction

106. Specific review and training schedules will be implemented on a plan by plan basis, as stated in previous sections; however, another important opportunity for plan assessment and revision is post any emergency when plans have been activated.
107. This allows the plan to be assessed against its performance in a 'real' event and is an opportunity to improve plans and response in general, that should not be missed.

Engineering Services Duty Officer Involvement

108. Whenever the Engineering Services Duty Officer utilises the Standard Operating Procedures, or any other plan they should complete an assessment form and return to the Civil Contingencies Officer for any required maintenance.
109. Included on the form should be any details of information that proved useful and also any areas for improvement.

Evaluation of Response

110. If a larger response is initiated the Civil Contingencies Officer will undertake a review of the response and the report will be submitted to CMT.
111. Feedback should be sought from all those involved in the response and the assessment report should primarily consider the plan's efficacy and the suitability of resources available in response.
112. Performance and training needs of staff should be considered in a separate document that can then inform future training schedules. This report will be developed jointly by Engineering Services and in conjunction with the HR Manager.

Evaluation of Recovery

113. Evaluation of the Recovery phase of the emergency response is also vital, especially as Warwick District Council may find itself

leading this phase. Post-recovery analysis should be conducted by Engineering Services, involving any relevant service areas, so that lessons can be learnt and knowledge retained.

114. This report may be submitted to CMT alongside the response evaluation or may form an entirely separate report, depending on the circumstances of the incident and recovery time required.

Training Staff and Plan Development

115. The reports into any incident should be considered and developed into an action plan for plan review and staff training, as required.
116. This process might fit in with already defined programmes for training and development or might be implemented separately depending on the nature of work needed; but, must incorporate the lessons learned into procedures to ensure that Warwick District Council is better placed to respond to future incidents.

PART FOUR: PARTNERSHIP WORKING & THE LOCAL RESILIENCE FORUM

SECTION 1: WARWICKSHIRE LOCAL RESILIENCE FORUM

Introduction

1. The Warwickshire Local Resilience Forum allows category 1 and 2 responders to plan, share information and intelligence and generally co-operate in the preparedness work undertaken in the county.
2. At the base levels of activity are the Sub-Groups, which deal with subject specific matters; these report to the Act Compliance Group which in turn reports to the Local Resilience Forum itself.
3. The most senior representatives from each organisation sit on the Local Resilience Forum and in major emergencies this group would form the Strategic Co-ordinating Group or Gold control.

LRF Working Groups

4. The Local Resilience Forum currently has the following working groups:
 - Risk Assessment
 - Communicating with the Public
 - Business Continuity Management
 - Recovery
 - Telecommunications
 - Critical Infrastructure
 - Humanitarian Assistance & Multi Faith Agency
 - Training and Exercising Group
 - Nominally associated is the Pandemic Influenza Working Group, which also encompasses Coventry.
 - Flooding (yet to be convened).
5. Each group looks at a specific subject area and attempts to ensure that duties under the Civil Contingencies Act are being aided by information sharing from the group.
6. Some groups have a subject area that requires or allows the development of plans and procedures in addition to the sharing of information. For example the Risk Assessment Working Group assesses the relevant government guidance and National Risk Register and develops the *Warwickshire's Community Risk Register* document, which informs the risk-based planning of Local Resilience Forum partners and other sub-groups.

7. Warwick District Council actively participates in the Local Resilience Forum process and uses the *Warwickshire Community Risk Register* and other Local Resilience Forum documents to inform planning and aid response.

SECTION 2: WARWICKSHIRE COUNTY COUNCIL EMERGENCY PLANNING UNIT

Introduction

8. Warwickshire County Council Emergency Planning Unit co-ordinates local authority emergency planning in the county and promotes good practice.
9. In an emergency response they also act as a central point for response and resource management, deploying resources and voluntary groups to the worst affected areas.
10. The Warwickshire County Council Emergency Planning Unit is also currently the responsible for much of the administration of the Local Resilience Forum.

Service Level Agreement

11. All of the Districts and Boroughs in Warwickshire have a service level agreement with the Warwickshire County Council Emergency Planning Unit to deliver some areas of responsibility under the Civil Contingencies Act.
12. This work is undertaken by staff at the unit and a designated District and Borough Liaison Officer.
13. The service level agreement allows best practice advice to be shared by the Liaison Officer and for information sharing between all of the Local Authorities, thus increasing the standard of the emergency planning work undertaken in Warwick District and across the county.
14. The second year of the current three year agreement will commence in April 2009 and bi-monthly progress meetings are held to assess delivery against the Service Level Agreement Action Plan.

Involvement in an Emergency

15. In an emergency the first contact will most likely be from the Warwickshire County Council Emergency Planning Unit, Duty Officer who may be the first to alert the Engineering Services Duty Officer to an incident in the District.
16. As the emergency develops the Emergency Centre at Shire Hall may be opened and the Warwickshire County Council Emergency Planning Unit will act as a central information and co-ordination point for the Local Authority response.

17. In certain circumstances the Warwickshire County Council Emergency Planning Unit may send an officer to the District Emergency Centre to ensure an informed and co-ordinated response.

SECTION 3: OTHER PARTNER AGENCIES

18. Warwick District Council works with many partner agencies to establish information and develop suitable preparations and plans; for example the Environment Agency has a working relationship with Warwick District Council to ensure flood warnings and information is received.
19. Warwick District Council will seek to develop and improve relations with all partner agencies and ensure that a multi-agency and integrated emergency management response remains a reality.

PART FIVE: HORIZON SCANNING & FUTURE DEVELOPMENT

SECTION 1: HORIZON SCANNING

1. Warwick District Council is committed to delivering its responsibilities under the Civil Contingencies Act and seeking to increase resilience and reduce risk in the community it serves.
2. Part of this process is to continually reassess and attempt to plan for eventualities that are highlighted by the Risk Assessment Working Group of the Local Resilience Forum and information from various Government departments.
3. This may be achieved through work with sub-groups of the Local Resilience Forum, other partnership working or by planning at Warwick District alone.

SECTION 2: FUTURE PLAN DEVELOPMENT

4. The following areas are currently under development and will hopefully be added as included plans in the next version of this document.

Excess Death Planning for Pandemic Influenza

5. Warwick District Council's Environmental Health Service Area is the District and Borough Councils' representative on the Coventry and Warwickshire Pandemic Influenza Group (nominally associated with the Local Resilience Forum).
6. They are currently devising an Excess Death plan for Warwick District and are also hoping to be able to roll this plan out at a Districts and Boroughs level as well as possibly at the Local Resilience Forum level too.
7. This work is being conducted and supported in association with the other partner organisations represented at the Pandemic Influenza Group.

LRF Flood Plan

8. There are plans to instigate a Local Resilience Forum Flood Working Group and for this group to develop a Warwickshire-wide Local Resilience Forum Flood Plan.
9. When this occurs Warwick District Council will lend their experience and expertise to the group and seek to be actively involved both in development and use of the plan.

LRF Recovery Plan

10. The Local Resilience Forum has recently established a Recovery Working Group to reflect the increasing importance of this part of the emergency response, especially in light of communities in the County having been highly affected by recent flood events.
11. Warwick District Council sit on the group and are keen to develop Recovery plans that can be used a Local Resilience Forum level as well as being scaled down to a District level.
12. It is hoped that the group will develop a plan during 2009, the details of which can be included in the next version of this document.

Parish Emergency Plans

13. Warwickshire County Council Emergency Planning Unit has been involved in the production and promotion of Parish level Emergency Plans for many years.
14. To reflect the need for increased community resilience Warwick District are now formalising their work with some parishes into a partnership with the Warwickshire County Council Emergency Planning Unit to aid Parish Emergency Planning on a district-wide level.
15. It is hoped that this increased partnership working across the three tiers of local government will allow better communication of information on hazards in the area and an integrated emergency response, at all levels, to any incident that might occur.