

ROYAL BOROUGH
OF
WINDSOR & MAIDENHEAD
EMERGENCY PLAN

February 2011



FOREWORD

The Council has always taken its emergency preparedness responsibilities seriously and continues to develop its crisis-management capability. However, a number of serious emergencies since the Millennium have raised the profile of emergency planning nationally. Parliament has passed new civil protection legislation in the form of the Civil Contingencies Act (CCA) 2004, which came into force on 14 November 2005. In addition to reinforcing existing good practice, this legislation “raises the bar” and places several new duties on the emergency services, local authorities and other key responder agencies, with the aim of extending our abilities to meet a range of new challenges as well as dealing with well-known and recurrent threats.

To reinforce this the Government has also set out an ambitious capability programme designed to ensure that, no matter what the cause may be, the UK is better equipped to manage the consequences of a major disruption and recover quickly.

A cornerstone of the new legislation is the formation of a multi-agency Local Resilience Forum in each police force area. We have had such a strategic co-ordinating body in Thames Valley for well over 10 years, and it has been a fairly simple matter for it to evolve to match the new concept. The Royal Borough also operates a Memorandum of understanding with the other Berkshire Unitary Authorities. This means that mutual aid is a reality and not just a casual reference in various plans. We may suddenly be asked to go to the aid of a neighbouring authority under real pressure, not just rely on them to come to our aid if we need it.

The Borough Emergency Plan has been extensively re-written to meet CCA requirements, but it is only part of the story. The responsibilities placed on us by the legislation extend right across all services, not just those perceived to have an emergency role. We must all look to develop a culture of risk awareness and readiness, a “what if” approach to our daily business, as well as being alert to what might arise from situations beyond our immediate control. The Act places great emphasis on Business Continuity Planning, requiring key responder agencies to be able to maintain their normal services as far as possible whilst at the same time dealing with the consequences of an emergency in their community.

As well as ensuring that our own plans are up to scratch we – local authorities – are required to encourage and assist the private sector to develop a similar degree of resilience.

With all that is going on in the Emergency Planning world it is inevitable that this plan will be an evolving document to match Government, External Agencies and internal departmental planning needs. Please ensure that you read it regularly and keep it up to date.

Chief Executive

Leader of the Council

IMPORTANT NOTES

ACCURACY OF CONTACT INFORMATION

Any contact information in the plan is checked and re-issued annually. However, the Emergency Planning Team (EPT) holds abbreviated contact lists that are kept as up to date as possible (i.e. immediate change on notification) - it is important that the EPT is told of any changes to key staff and / or contact information as soon as it becomes available.

Please telephone 01628 796865 or e-mail changes to: - Emergency.Planning@RBWM.gov.uk

CONFIDENTIALITY

ANY TELEPHONE NUMBERS CONTAINED IN ANY DOCUMENT ARE PROVIDED ON A CONFIDENTIAL BASIS AND SHOULD NOT BE DISCLOSED FOR ANY OTHER REASON WITHOUT CONSENT.

ACTIVATION

Some elements of this plan are likely to be useful for less than major emergencies, and there is no reason why, for example, contact information may not be used as necessary. However, full deployment of all the components of the Council response to a major emergency, will only be activated by the Chief Executive, a Director, or the Emergency Planning Officer (EPO) & the Head of Operations.

HOW TO USE THE PLAN

All staff should read this plan prior to an emergency occurring. The plan will give you a broad understanding of the Council's role during an incident and a more detailed knowledge of your own service's part in it. Other general documents mentioned below also need to be read in conjunction with this plan. All plans follow agreed established Berkshire protocols and most can be accessed via the RBWM website.

The main general documents are:

- Berkshire Memorandum of Understanding (MOU)
- RBWM Business Continuity Plan
- Emergency Preparedness Guidance
- Emergency Response & Recovery Guidance

Each Part has its own discrete page numbering, to allow updating without disrupting the whole document.

CONTENTS

		Page No
	FOREWORD	2
	IMPORTANT NOTES	3
PART ONE	POLICY AND BACKGROUND	5
PART TWO	RISK ASSESSMENT	12
PART THREE	MULTI-AGENCY EMERGENCY RESPONSE	
	Section One Principal Roles and Responsibilities	14
	Section Two RBWM Roles and Responsibilities	20
	Section Three Operational Control and Co-ordination	21
	Section Four Emergency Communications	26
PART FOUR	WARNING AND INFORMING	
	Section One Warning Arrangements	29
	Section Two Public Information	33
	Section Three Media Management	36
PART FIVE	OTHER INFORMATION	
	Section One Ancillary Plans and Documents	39
	Section Two References	40
	Section Three Glossary of Terms	41

PART ONE

POLICY & BACKGROUND

INTRODUCTION

The Royal Borough of Windsor & Maidenhead EPT has produced this plan. It describes the roles and responsibilities of the Council and its interaction with other organisations when coping with a major emergency.

The purpose of the plan is to identify: -

- The possible threats to the people and environment of RBWM - THE RISK
- Actions to mitigate the effects of a major emergency - THE RESPONSE
- Arrangements to facilitate a rapid return to normality - THE RECOVERY

Some of the details of specific scenarios and responses are contained in operational plans, which are made available to those staff and services that have a particular role to play. Where this is the case such plans are referred to in the text.

DEFINITION OF A MAJOR EMERGENCY

The general public and the media will often use the terms “disaster”, “catastrophe”, “crisis” or “calamity” to describe much the same thing, but the term major emergency is generally accepted in the context of emergency planning. A useful working definition of a major emergency is: -

“Any event (happening with or without warning) causing or threatening death or injury, damage to property or the environment or disruption to the community which, because of the scale of its effects, cannot be dealt with by the emergency services and local authorities as part of their day-to-day activities.”

The term “major emergency” is used throughout this plan but the term “major incident” (used by the emergency services) should be regarded as largely interchangeable with it.

LEGISLATIVE BACKGROUND

Until 2005 the primary legislation governing contingency planning was the Civil Defence Act 1948, as amended by subsequent regulation. A comprehensive review of preparedness in 2000/2001 led to the CCA 2004, which came into force on 14th November 2005. The Act replaces all previous Civil Defence legislation and sections of a number of other statutes containing references to emergency planning and preparedness.

The Act places a prime duty on key responder agencies (including local authorities) to carry out joint risk assessment, planning and training to ensure a co-ordinated response to a “disruptive challenge”, i.e. major emergency, and to have robust business continuity plans to maintain key services whilst also responding. The Act is underpinned by comprehensive statutory guidance – “**Emergency Preparedness**” and the non-statutory guidance document “**Emergency Response and Recovery**”, both of which have been taken into account in the production of this plan.

Full details of the Act and its legislation can be found on the Emergency Planning web page http://www.rbwm.gov.uk/web/sdop_emergency_planning and <http://www.cabinetoffice.gov.uk/ukresilience>

AIM AND OBJECTIVES OF THE PLAN

It is not possible, to set out a specific response for every type of incident that may occur. Flexibility is therefore essential. This plan describes a number of emergency response capabilities likely to be needed to deal with a range of situations, thus mirroring to a large extent the Government's own principle of developing a number of key national capabilities.

The aim of the plan is therefore to provide a robust and reliable framework, which the Council can apply to a wide range of emergency situations. It contains information and procedural guidance needed to achieve the following objectives:

- To enable Officers and Members to understand and appreciate the roles and responsibilities of other agencies and organisations responding to an emergency
- To familiarise Officers with the actions they may have to take to:
 - Activate and co-ordinate the Council response with that of other organisations
 - Establish and maintain lines of communication, including the provision of public information and advice
 - Match and deploy resources according to needs
 - Help care for those in distress
 - Provide follow up and/or long term welfare
 - Lead the recovery

The CCA requires key responders to be able to continue to deliver their own important public services, whilst at the same time responding to an emergency. This is set out in the RBWM Business Continuity Plan. The plan sets out the various service delivery priorities, the measures in place to protect and sustain them and the resources needed to recover quickly from a serious business interruption.

TYPES OF EMERGENCY

The majority of emergencies will fall into one or more of the following categories:

- War or terrorism
- Major public disorder or criminal activity
- Severe weather conditions
- Major structural collapse
- Transportation accidents
- Major fires
- Release of hazardous materials including ionising radiation
- Threat to public health
- Serious shortage of essential supplies/services (e.g. water, fuel, food, power, communications)
- Incidents which involve support for national agencies or other local authorities
- Incidents involving Council premises, employees or persons for whom the Council has responsibility
- Incidents outside the Local Authority, Berkshire or even the United Kingdom that affect the people of Berkshire

MULTI-AGENCY INTEGRATED EMERGENCY RESPONSE

Responding to an emergency is likely to involve a number of organisations including some or all of the following:

- Emergency Services
- RBWM
- Primary Care and Acute Trusts
- Health Protection Agency
- Public Utilities
- Voluntary Organisations (principally those with a recognised emergency response role)
- Faith Communities
- Military Units
- Government and Executive Agencies
- Neighbouring Local Authorities

A diagram illustrating joint emergency preparedness working in Thames Valley is shown in Figure 1.

RESPONSE PHASES

Broadly speaking the following response phases can be identified:

Alert – A situation where the threat of an impending emergency, (e.g. flooding or storm damage), dictates the need to check plans and resources and alert certain personnel to stand by.

Limited Response – This type of emergency rarely extends beyond twelve hours and does not require prolonged effort. It may be handled at service level, with or without full involvement of the EPT, but will not require the activation of the Emergency Operations Centre (EOC) or the Crisis Management Team (CMT). Members will be kept informed.

Prolonged Response – A major emergency requiring a sustained effort by local authority services and the EPT. It will probably be necessary to activate the EOC and for the CMT to convene. Shift working is likely for some personnel and normal service delivery will be affected, requiring business continuity plans to be activated. Substantial costs may be incurred. A Lead Member will be nominated and an Emergency Committee may be formed.

Recovery – After a major emergency there is likely to be a need for co-ordination between all agencies involved in the clear up, together with the affected community. The Council will normally be expected to lead. There may also be a requirement for welfare and psychological support services for those people involved in the incident, both the general public and emergency responders, as well as long term restitution measures. The recovery phase can last for months and even years.

CONCEPT OF OPERATIONS – LOCALISED OR SITE-SPECIFIC EMERGENCY

Sequence of Events – one or more of the emergency services can receive an initial report of a localised emergency. They will alert the other emergency services and activate their own pre-determined procedures. Depending on the nature and scale of the emergency the local authorities will also be informed.

Operational Co-ordination – overall co-ordination is usually the responsibility of the Police, though the Fire and Rescue Service has the primary legal responsibility for operations at a fire. In practice the Fire and Rescue Service will control activity within the inner cordon around the actual scene – fire-fighting, rescuing trapped casualties, body recovery etc.

Declaration of a Major Incident – any responding agency can declare a major incident but it is usually restricted to the emergency services. This declaration will be passed to all other responding agencies, which signals that the declaring service is taking special measures to resolve the situation.

Local Authority Initial Notification – notification to RBWM that an emergency has occurred or is threatened will normally come via the CCTV Control Room. This is manned 24/7. Staff will advise an appropriate member of the Emergency Response Team (ERT) who is an experienced and trained member of the Operations Unit. This officer will act as single point of contact into RBWM for professional partners and will alert the relevant lead department and contact appropriate voluntary agencies if there is likely to be a need for them to become involved.

CONCEPT OF OPERATIONS – WIDE-AREA OR MULTI-SITE EMERGENCY

Wide-area emergencies are often generated by severe weather, shortages of essential supplies, critical infrastructure failure or a combination of these. They may be characterised by several “hot spots” each of which will require a concentrated response and becoming – in effect – a series of individual incidents. Where emergency services are involved much the same operational co-ordination will apply as for a single site, with overall co-ordination exercised at the strategic level. However, it should be recognised that this kind of emergency presents particularly difficult challenges, and some loss of overall co-ordination is likely at some stage.

MUTUAL AID ARRANGEMENTS

In the event of a very large-scale or catastrophic emergency it is inevitable that external assistance will be needed. The emergency services have well-trying mechanisms for drawing reinforcements in from their partners in adjoining counties, as do those voluntary agencies that have national status.

Because the local authorities in Buckinghamshire, Berkshire and Oxfordshire already work together through the auspices of the Local Resilience Forum (LRF), there is awareness of each other’s strengths and limitations, and an understanding that we may need to help each other, based on the following simple provisos:-

- The providing authority is not also significantly affected, or threatened, by the emergency
- The requesting authority will return/replace borrowed equipment or consumables in the condition that they were supplied
- Seconded staff will continue to be paid, and insured, by their employing authority, though such costs may later be recharged to the requesting authority

Liaison with adjoining counties outside the Thames Valley (and the South East Region), also takes place, and there is a similar readiness to assist.

MEMORANDUM OF UNDERSTANDING

The Berkshire Unitary Authorities have an agreed MOU, which details how the Unitaries will share & cooperate on joint emergency planning initiatives. Details are shown in a separate document available on the Emergency Planning web page http://www.rbwm.gov.uk/web/sdop_ep_documents_and_contacts.htm

MILITARY AID TO THE CIVIL AUTHORITIES (MACA)

The armed forces possess many resources that have obvious applications in civil emergency situations, and there are long-standing arrangements whereby military assistance may be provided to the civil authorities. Recent examples include the 2001 Foot and Mouth outbreak, the national Fire Brigades Union strike and several flooding emergencies (e.g. York).

(A hard copy of the comprehensive rules and regulations is held by the Emergency Planning Officer)

This assistance falls into a number of categories: -

- Military Assistance to the Civil Community (MACC)
- Military Assistance to the Civil Power (MACP)
- Military Assistance to Government Departments (MAGD)

MACP would cover serious civil unrest, usually in support of the police – e.g. operations in Northern Ireland.

MAGD includes the operations mentioned above, such as Foot and Mouth and the FBU strike, at the request of DEFRA and the DCLG respectively.

MACC is the category most relevant to localised emergencies, and flooding or widespread storm damage is the most likely scenario. Military assistance is cost-free provided that **life is at risk** otherwise a menu of charges will apply. It is not to be seen as cheap labour for tasks that the civil authorities should be able to cover, and local resources should be exhausted – or in danger of being so – before military aid is requested.

A recent development has been the formation of the Civil Contingencies Reaction Force (CCRF), which defines a clear role for HM reserve forces in responding to serious civil emergencies, such as natural disasters or a terrorist attack involving chemical, biological, radiological or nuclear (CBRN) weapons. Each county has a CCRF contingent up to 500 strong, although at any one time this may be reduced by operational deployments overseas in support of the full-time armed forces.

There are explicit protocols for requesting military aid, and authority to use them rests with Chief Constables, Chief Fire Officers etc. For the RBWM it is the Chief Executive who holds this authority.

LEAD GOVERNMENT DEPARTMENT AND REGIONAL ARRANGEMENTS

It is fundamental to the arrangements for dealing with most categories of major emergency that the first response is at the local level. Where local services find that the scale of an emergency puts it beyond the capacity of their own resources they will usually draw on mutual aid arrangements with services in neighbouring areas as outlined above. Wide area emergencies that cross several county boundaries, such as a major Foot and Mouth outbreak or the serious shortage of a vital commodity (e.g. petroleum fuels), clearly need a higher level of co-ordination and support.

Central government has a role to play. This may be an active role where, for example, local responders seek specialist advice or assistance from a central government department, or the main source of information about an emergency lies at central government level (e.g. in the case of overseas nuclear accidents). At other times the central government role may be limited to dealing with parliamentary, media and public enquiries, but in either case a specific government department would be nominated to take the lead.

In a very wide area or national emergency central government is likely to exercise some co-ordination through the Government Offices of the Regions, each of which has a “Regional Resilience Team” of civil servants with responsibility for regional emergency planning arrangements. If the situation is of such a scale that central government emergency management mechanisms fail or are overwhelmed, Regional Civil Contingencies Committees may be formed to co-ordinate the response on a regional basis. At the time of writing these concepts exist only on paper, and for any single large-scale emergency it is likely that the government will exercise strategic co-ordination from the centre at least in the response phases. However, the regional role may well develop in the recovery phase.

Responsibility for ensuring that a Lead Government Department is nominated in good time to respond to an emergency rests with the Cabinet Office as part of its normal role in co-ordinating activities that involve a number of government departments. This is the responsibility of the Civil Contingencies Committee (CCC). Day to day work is carried out by the Cabinet Office through the Civil Contingencies Secretariat (CCS) which is responsible for ensuring that the lead department arrangements are properly implemented and, when an emergency occurs, for keeping in close touch with the lead department so that CCC meetings can be arranged very quickly.

For the purposes of this plan it is sufficient to note that a lead government department may be designated, and can be expected to interact with local agencies - either directly or through the government regional office - to resolve the situation.

Further information on the national response to civil emergencies, including the Lead Government Department concept and the Key Capabilities Programme can be found on the dedicated Cabinet Office website "UK Resilience" via <http://www.cabinetoffice.gov.uk/ukresilience>

Local Authority Lead Departments

Internally, a senior member of the lead department will be expected to lead the Authorities response to an incident, fully supported in all aspects by the Operations Unit, EPT and other responders in the context of this plan.

Miscellaneous Plans

The CCA does not affect existing legislation such as the Control of Major Accident Hazards (COMAH) Regulations 1999, the Radiation Emergency Preparedness & Public Information (REPPIR) Regulations 2001, or the Pipeline Safety Regulations (PSR) 1996. These remain extant and are described briefly below.

The Control of Major Accident Hazards (COMAH) Regulations 1999

The COMAH regulations implement the 1996 Seveso II European Directive. Their aim is to prevent major accidents involving dangerous substances and to limit the consequences to people and the environment if any occur. The Regulations operate at two levels, lower tier and top tier, depending on the quantities of dangerous substances at an establishment. If the top tier threshold is equalled or exceeded then Local Authority has a duty to prepare, review, revise and test an off-site emergency plan for the establishment concerned. There are currently no COMAH top tier establishments in RBWM or immediately adjoining areas, for which information is restricted.

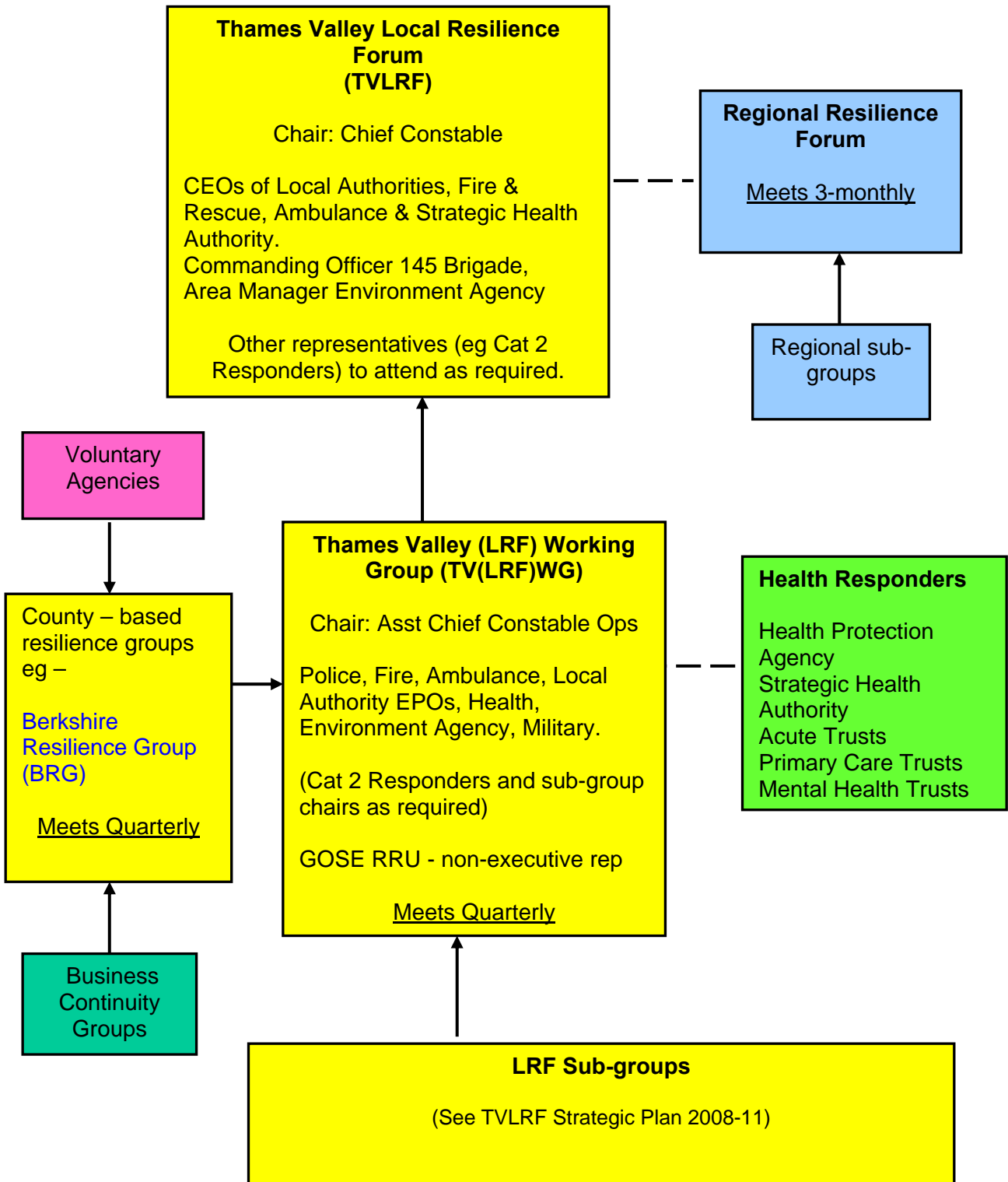
The Radiation Emergency Preparedness and Public Information Regulations (REPPIR) 2001

Local Authorities have a duty to make arrangements to supply the public with information following any radiation emergency.

The Pipeline Safety Regulations (PSR) 1996

These regulations require local authorities to have emergency plans to deal with major accidents involving certain pipelines (Major Accident Hazard Pipelines). The principles are similar to those involved in COMAH, and a separate plan is maintained on restricted circulation.

**Figure 1. JOINT EMERGENCY PREPAREDNESS WORKING
IN THAMES VALLEY**



PART TWO

RISK ASSESSMENT

INTRODUCTION

The CCA requires Category 1 Responders to carry out jointly – through their Local Resilience Forum (LRF) an assessment of the actual and potential threats in their area in order to ensure that emergency plans are sound and proportionate to risk.

The Act further requires that the identified risks be recorded in a “Community Risk Register” and that – excluding information that is confidential or otherwise against the public interest to disclose – the register should be published.

For certain risks the necessary weightings are provided by lead agencies through central government, but may then be modified by local conditions. (An example might be the risk of a large passenger aircraft crashing on a densely populated area; the Civil Aviation Authority will state a low overall risk factor based on statistical experience. However, bearing in mind the risk is increased on take-off or landing, a local resilience forum with an airport in its jurisdiction might want to treat it as a higher local risk). Other risks will be purely local, and the assessment will remain a local one. There is an expectation that any obvious primary mitigation actions will be documented and addressed where feasible, and a judgement made as to the degree of planning necessary to ensure an appropriate emergency response should the risk be realised. This generic emergency plan is designed to meet the need in the majority of cases, but some risks warrant a discrete plan, or are the subject of specific legislation requiring one.

THE RISK ASSESSMENT PROCESS

The Risk Assessment process begins with the identification of possible hazards. The Government has identified certain categories of hazard in the CCA guidance document “Emergency Preparedness”. However, this Guidance covers generic hazards, not necessarily those specific to the RBWM.

Risk assessments are required to inform the contingency planning process, and are therefore the means to an end – the end product being this and other plans (as mentioned above).

Hazard Identification

Hazard identification sources include licensing authorities, such as the Health and Safety Executive and Trading Standards; also fire and rescue service risk databases. Hazards that have been considered so far fall into the following categories.

Specific transportation hazards:

- Roads
- Rail
- Air

Specific environmental hazards:

- Rivers
- Meteorological

Specific industrial sites:

- Licensed petroleum stores
- Premises with explosives licences

Hazard v Risk

A hazard becomes a risk when (a) it is placed in such proximity to the human environment that it has a potential to impact upon it, and (b) has a degree of likelihood. Therefore “impact” and “likelihood” are used together to assess the risk.

The government guidance uses the following risk assessment matrix:

Catastrophic	Medium	High	Very High	Very High	Very High
Significant	Medium	High	Very High	Very High	Very High
Moderate	Medium	Medium	High	High	High
Minor	Low	Low	Medium	Medium	Medium
Insignificant	Low	Low	Low	Low	Low
Impact ▲ Likelihood ▶	Rare	Unlikely	Possible	Probable	Highly Probable

Likelihood

Bearing in mind this is not a definite science – for example, a 1:100 year flood can occur twice in one year - the descriptors for “likelihood” are:

- **Rare:** 1 in 500 years.
- **Unlikely:** 1 in 100 years.
- **Possible:** 1 in 20 years.
- **Probable:** 1 in 5-7 years.
- **Highly probable:** 1 in less than 5 years.

Impact

The impact of any hazard is assessed under a number of headings, i.e. ‘health’, ‘social’, ‘economic’ and ‘environment’.

THE RISK REGISTER

The Community Risk Register (see <http://thamesvalleylrf.org.uk>) is owned by the Local Resilience Forum and covers the Thames Valley in line with the CCA requirement to match Local Resilience Forums to police force areas. This is now available and published, (omitting any particularly sensitive information that it is not in the public interest to release). At national level, the Government has produced the National Risk Register (see <http://interim.cabinetoffice.gov.uk>) that sets out an assessment of the likelihood and potential impact of a range of different risks that may directly affect the UK. It should increase awareness of the kinds of risks the UK faces, and encourage individuals and organisations to think about their own preparedness.

PART THREE

MULTI-AGENCY EMERGENCY RESPONSE

SECTION ONE

PRINCIPAL ROLES & RESPONSIBILITIES

GENERAL

During a major emergency, when several organisations are involved, a number of focal points will be established to assist in the command, control and co-ordination of services and liaison between the various organisations.

The emergency services will normally lead in dealing with the immediate effects of an incident in accordance with their major incident plans. Other agencies will assist as necessary.

The key elements of control at a major incident are shown in Figure 2.

POLICE

The Police will be responsible for overall co-ordination during the operational and life saving phase of the incident, with the principal aims of

- Protecting the public
- Facilitating access by other responders (e.g. by imposing traffic control, cordons etc)
- Preserving evidence for later investigation
- Managing the media and immediate information needs
- Acting on behalf of the Coroner where fatalities have occurred

Police Command and Control Structure

There are three levels of Police command in response to a major emergency; strategic, tactical and operational.

Gold Command - Strategic Co-ordinating Group (SCG) – Strategic Level

Gold does not need to be close to the incident, but at a location that has the necessary security, communications and accommodation for other agencies' staff. In Thames Valley the Gold Command will normally be located at Police HQ, Kidlington. However, in certain circumstances Gold will be located elsewhere.

Where the response is multi-agency, senior representatives from local authorities and the other organisations involved will establish the Gold level Strategic Co-ordinating Group (SCG). This is chaired by the Chief or Assistant Chief Constable in the response phase of the emergency. Local authority representation will be at Director level. SCG's role is to take policy decisions and to forward plan in support of the tactical and operational levels of response.

Silver Command - Incident Control Point (ICP) – Tactical Level

When a major emergency is declared an ICP will be established by the Police under the control of the Police Incident Commander. Normally this will be near to the area of the emergency, though the choice of location will depend upon the nature of the incident. Police Stations with dedicated Silver suites (Windsor) may be used because of their enhanced communications and control capabilities, but other options such as Mobile Control Units are possible. Silver Command will be the central point of contact for support services, including local authority liaison officers. The local authority liaison officer (LALO) sent to Silver Command must be of appropriate seniority to take part in tactical decision-making. In the first instance this will be a member of the ERT.

Bronze Command - Forward Control Point (FCP) – Operational Level

Police sector or task commanders engaged at or near the scene are called Bronze Commanders. Separate Bronze Commands will be established for various functions, e.g. cordon control, traffic management, property recovery, evidence preservation, body recovery, media liaison, and so on. Bronze Commanders work under the overall direction of the Police Incident Commander at Silver, with on-site co-ordination through the FCP. (Each of the emergency services is likely to send their own mobile control unit to major emergencies and these will park near each other at the FCP). RBWM will send a member of the ERT.

Rendezvous Point

A safe Rendezvous Point (RVP) will be established at a reasonable distance from the scene of the emergency to accommodate large numbers of vehicles and personnel and prevent congestion at the scene itself. All responding services will be told of the RVP as soon as possible and should report on arrival. Resources will then be called forward to the scene as required.

Casualty Information

The identification of people involved in accidents/emergencies is a Police responsibility. In a major emergency with multiple fatalities all public enquiries will be handled by a Police Casualty Bureau and by the hospital information service following agreed procedures. The Police will send documentation teams to the receiving hospital(s) to gather information **in** about casualties. It is not the role of the Casualty Bureau to give **out** information about casualties. When identity is confirmed the Police will contact the families direct.

Public Information

The Police Press Officer will act as the lead press officer at the scene of any major emergency and will co-ordinate the response to all media enquiries. He/she will liaise with all organisations and not just deal with matters from a Police-only point of view. A media centre will be set up nearby (certain sites are pre-identified) so that the responding agencies' media teams can work together and regular press conferences/briefings can be given. The Berkshire multi-agency media plan provides more detail on this.

FIRE AND RESCUE SERVICE

The Fire and Rescue Service is often the first responder at the scene of an emergency. If the emergency is of major proportions the Fire & Rescue Service Incident Commander will request the local authority's assistance by contacting the Duty Emergency Response Officer.

The Fire and Rescue Service primary roles are:

- Fire fighting
- Search and rescue – e.g. of trapped casualties
- Dealing with hazardous materials (e.g. chemicals)
- Decontamination of people affected exposed to toxic substances
- Body recovery
- Ensuring the safety of all personnel involved in rescue work (i.e. inside the inner cordon).

The Fire and Rescue Service Incident Commander will:

- Co-operate with and advise Thames Valley Police, Ambulance, and Local Authority in assessing the need for, and means of, public evacuation, casualty removal and site security
- Form part of an investigation team if this is necessary.

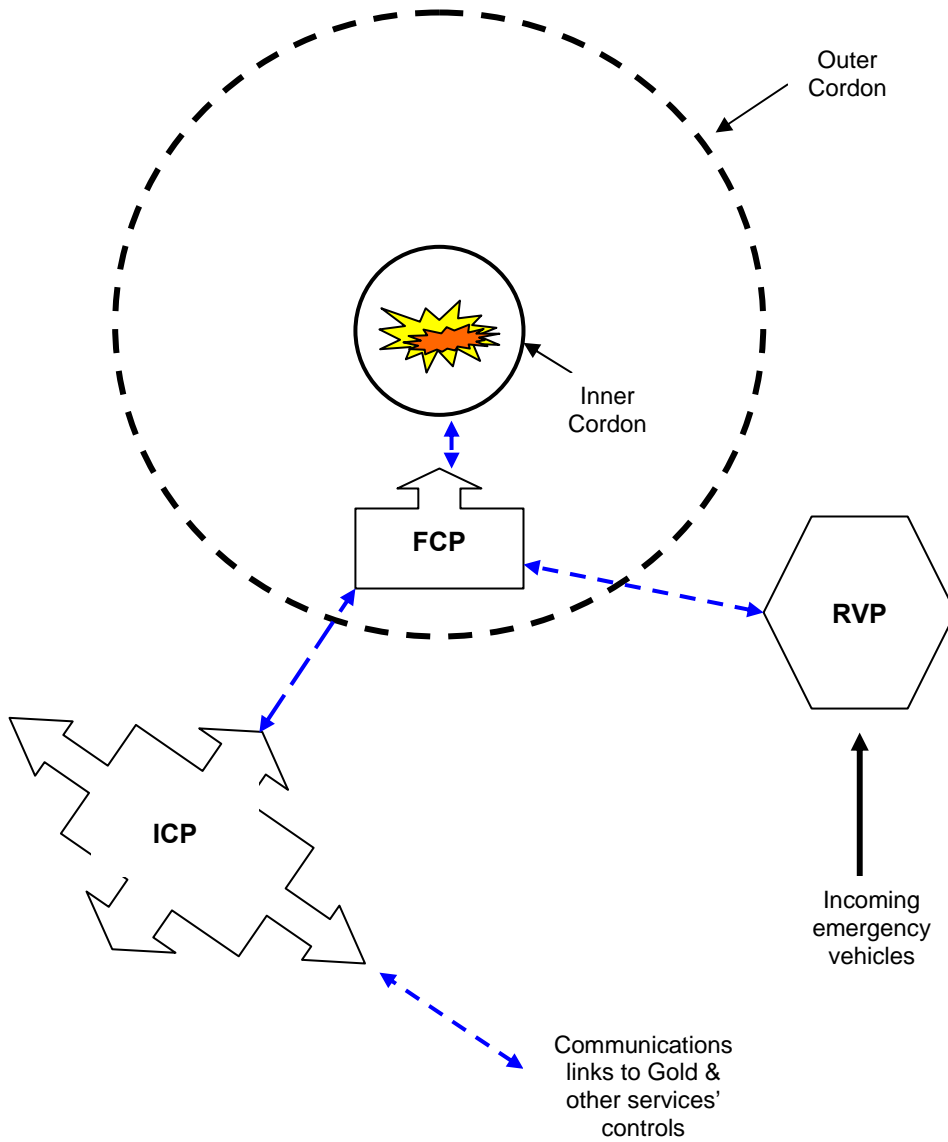


Figure 2. KEY ELEMENTS OF CONTROL AT A MAJOR INCIDENT

LOCAL AUTHORITIES - GENERAL

The initial role of the local authorities is to support the emergency services and then, later, to lead the recovery. When the emergency is serious (but not of major proportions) or very localised, the Local Authority will provide a co-ordinating function. A LALO (Bronze LALO), who will be a member of the ERT, will attend the ICP to liaise with the emergency services.

The LALO will be responsible for passing on all requests for local authority services or assistance and will monitor local authority participation at the incident.

Types of assistance that local authorities will be expected to provide include:-

- Road clearance
- Transport for evacuees
- Care for Special Needs
- Welfare & Psychological Support
- Decontamination of Land and Buildings
- Temporary Mortuary Facilities
- Recovery & Restitution Planning
- Emergency Rest Centres
- Environmental Health Advice
- Waste Collection
- Advice on dangerous structures
- Public Information
- Plant and Labour

The role of the local authorities is set out in more detail in Part Three Section Two.

HEALTH AGENCIES

The health “family” of agencies comprises a number of different partner organisations, namely the ambulance trusts, the acute hospital trusts, the primary care trusts (PCTs), the Health Protection Agency (HPA) and the strategic health authority (SHA).

Hospitals

Hospitals with accident and emergency facilities (Acute Trusts) are designated as “receiving hospitals”, and each maintains a Major Incident Plan. When activated, this triggers the suspension of routine surgical care, calling in additional staff, and the early discharge of non-acute cases to free up beds for incoming casualties. These early discharges will impact on the PCTs and, particularly where elderly patients are involved, Social Care.

Typical hospital occupancy levels are such that more than half a dozen seriously injured patients will utilise all intensive care capacity, so that in a major emergency with large numbers of injured persons several hospitals will be involved. If necessary a receiving hospital will deploy a mobile medical team to the scene, although this will normally come from a hospital not taking large numbers of casualties from the incident.

Ambulance Service

The Ambulance Service is responsible for selecting which receiving hospitals will take casualties during a major emergency, based on available capacity and specialist resources, and for the deployment and overall co-ordination of all on-scene medical resources. They use a similar Gold/Silver/Bronze system of co-ordination to the Police.

Primary Care Trusts

The PCTs are responsible for initiating and supporting the public health response, through the general practices, the non-acute hospitals, the pharmacy service etc. Typical tasks might include supporting the acute hospitals by taking transfers and early discharge patients to non-acute hospitals, treatment of minor injury cases, meeting the health needs of people at emergency rest centres and the provision of information and advice to the public.

Health Protection Agency

The HPA is a national agency whose local remit includes, through the local Health Protection Unit, the provision of an on-call Consultant in Communicable Disease Control (CCDC), specific health advice to the police, other National Health Service Groups and to the public. The HPA would take the lead role in the management of any serious disease outbreak.

VOLUNTARY ORGANISATIONS

General

Any of the Category 1 Responders involved in an emergency can ask for assistance from voluntary organisations. However, in a major emergency the EPT provides the overall co-ordination of voluntary effort. The voluntary services with a recognised emergency capability represent a significant resource and their contribution is critical to some functions – e.g. the provision of emergency rest centres.

Women's Royal Voluntary Service

The Women's Royal Voluntary Service (now known simply as the WRVS) is the country's largest active volunteer organisation. It is managed on a regional basis with assistance being provided by local teams, which, if the need arises, can be augmented from surrounding counties/regions.

The WRVS specialises in providing support for the vulnerable and in staffing rest centres where volunteers will carry out the registration and care of evacuees and provide staff for information points. WRVS volunteers can also provide snacks for evacuees and for personnel working at an incident and have local agreements with service providers.

St John Ambulance

The St John Ambulance is organised on county boundaries and can call on support from neighbouring counties.

Support is available through a pre-determined cascade call out procedure. In a major emergency St John crews will support the full-time ambulance service by carrying non-emergency patient transport functions to free up full-time crews for deployment to the emergency, but St John also has front line emergency ambulance service capability if required.

Support is offered in the following roles:

- First Aid – Members are trained in basic first aid, nursing and ambulance aid, with first aid equipment held by members and at divisional headquarters.
- Doctors and nurses – most divisions have doctors and nurses amongst their members who could be available if not already professionally involved in an incident elsewhere.
- Other roles – in conjunction with other organisations St John can provide first aid cover, and some transport and escorts for emergency rest centre work.

British Red Cross Society

The British Red Cross Society is organised along county boundaries and is able to call on support from neighbouring branches.

For major emergencies the Society has a commitment to assist the Ambulance Service, the health trusts (in respect of designated receiving hospitals) and the local authorities.

The Society can provide the following services:

- First aid, stretcher bearing, ambulance escort duties and provision of passenger carrying vehicles.

- Nursing duties at receiving hospitals or as required.
- First aid, nursing and welfare assistance at survivor reception centres/rest centres or at the Society's day care centres.
- Support duties at friends/relatives reception centres and temporary mortuaries.
- General welfare and nursing assistance for the elderly, sick and handicapped either in the home or with escort and transport if there is a need to evacuate.
- International tracing service including health and welfare reports for relatives overseas.
- Setting up an appeal fund on behalf of a local authority to raise monies to the aid victims of a disaster (the Red Cross Disaster Appeal Scheme).

The Radio Amateurs Emergency Network (RAYNET)

RAYNET is a national body of fully trained and licensed amateur radio operators with their own equipment. Call out is normally through the EPT or the emergency services.

RAYNET's role is to provide extra communications to overlay or fill gaps during an emergency. Its equipment includes VHF and UHF fixed, mobile and hand portable radio. Both speech and data traffic can be handled, and vehicles can be equipped with automatic location tracking if required. Few of the various responding agencies have totally compatible radio systems, but RAYNET can provide a common bearer network to allow them to communicate with each other.

SEBEV

Are trained in search and rescue techniques and advanced first aid, and typically operate in small teams. They are frequently used by Thames Valley Police to search for missing persons and for evidence recovery and are based at Easthampstead.

Faith Groups

"Churches Together" provides co-ordination of the various religious denominations for emergency planning purposes in conjunction with the Thames Valley Police Chaplaincy. Spiritual comfort for survivors and the bereaved is an important part of the support needed in the aftermath of a major emergency, and some elements of it may continue for a long time. A Thames Valley Multi Agency plan exists.

PART THREE

MULTI-AGENCY EMERGENCY RESPONSE

SECTION TWO

RBWM ROLES AND RESPONSIBILITIES

GENERAL

All services are required to plan for the quick and effective deployment of their staff and resources in an emergency. This must include arrangements for their ongoing co-ordination, through the creation of service operational cells (SOCs) linked to the EOC. Although not every service will be required in any single situation, all services must be able to provide, on request, an officer to attend the EOC for this purpose. Similarly, it may be necessary to deploy officers to work at multi-agency co-ordination points (e.g. Police Silver) to provide specialist advice (e.g. on roads or schools issues).

Depending on the gravity of the situation the Chief Executive may decide to call together a Crisis Management Team (CMT) of Directors, Heads of Services and key post holders. If not already actioned, the Chief Executive may also instruct that the EOC be activated to help co-ordinate the Council's overall response and act as a focal point for partner organisations involved.

Requests for service-level response should be made through Directors and Heads of Service. Out of hours call-out numbers are listed in the emergency contact directory; copies are held in the CCTV control room.

During an emergency each service is responsible for maintaining written records of events, actions and decisions undertaken by its staff. These records may be required at a later debriefing session or enquiry

Members will be kept informed and involved according to the procedures outlined below.

Note (a) That contact information provides access to senior management and other key personnel, but cannot be expected to account for all staff. It is essential that managers in all services are maintaining their own comprehensive call out lists and Business Continuity Plans

(b) That the primary action lists in the appendices are designed to kick start the response, and not to provide exhaustive guidance through all the possible phases of a major emergency.

PART THREE

MULTI-AGENCY EMERGENCY RESPONSE

SECTION THREE

OPERATIONAL CONTROL & CO-ORDINATION

GENERAL

There are four principal components of the Council's emergency management arrangements:-

- The Crisis Management Team – the strategic level
- The Emergency Operations Centre / Emergency Response Team – the tactical level
- The Service Operations Cells – the operational level
- The deployment of Local Authority Liaison Officers (LALOs) to multi-agency co-ordination points

In effect the first three mirror the “Gold, Silver and Bronze” designations used by the Police.

The interaction between these components and other agencies' external control and co-ordination points is shown in Figure 3.

THE COUNCIL CRISIS MANAGEMENT TEAM

Activation

The Chief Executive, a Director or the Head of Operations activates the CMT. The composition of the CMT will depend on the nature and scale of the emergency, and is likely to vary throughout the duration of the event. The permanent members are: -

- Chief Executive (Chair)
- Directors
- Heads of Finance
- Head of Legal
- Note-taker

Role

The CMT will co-ordinate the Council's response to the emergency, either in support of the emergency services, if they are active in response, or by taking a lead role. In particular it will: -

- Identify the Council's main tasks and set priorities
- Keep Members informed, and refer important policy decisions to the Leader and Cabinet Members as appropriate
- Ensure effective liaison is taking place with other Councils and other partner agencies to avoid duplication or omission
- Determine the Council's media strategy
- Safeguard normal service delivery as far as possible
- Ensure the welfare of Council staff

The CMT will meet regularly throughout the emergency to receive situation reports from service areas and the EOC, and to set priorities for the next phase.

CMT meetings and decisions will be minuted and notes circulated as soon as possible after each meeting. (Exact circulation will depend on the degree of confidentiality involved).

EMERGENCY PLANNING TEAM

Role

The EPT offices can be used when an emergency is likely to be of limited scale and/or duration, and the circumstances therefore do not justify the activation of the EOC, but some additional communications facilities or a degree of corporate co-ordination are required. In most cases the EPT is automatically involved as a first level response until further information about the emergency is available.

Location

The EOC and EPT offices are located at Tinkers Lane Depot, Tinkers Lane, Windsor, SL4 4LR.

Access

- **In working hours** - The EPT office is in general use throughout the day (ext 6865). If for any reason they are unmanned for any length of time, contact can be made via the CCTV control room.
- **Out of hours** – CCTV staff will deactivate the alarms and open the gates.

EMERGENCY OPERATIONS CENTRE

Activation

The EOC is maintained in a state of readiness, and the decision to activate is taken by the initial ERT member. The basis for the decision will be that the situation clearly requires a multi-service and/or multi-agency level of co-ordination. EOC activation is a steady escalation from an initial response by the EPT and one or two services.

Role

The EOC provides a focal point for information and intelligence gathering about the emergency, a contact point for professional partners' control facilities and tactical co-ordination of the Council's operational response.

Because the EOC is an extension to the EPT office there is also immediate access to other equipment/facilities in the main building, such as fax machines, additional telephones and computers, GIS and other extensive information resources.

Emergency Power and Standby EOC Facilities

The EOC runs on the normal power system, should failure occur, the CCTV control room has uninterrupted power supply and a back up diesel generator (situated outside the main building)

Staffing and Operation

When in operation the EOC is supervised by at least one member of staff with emergency planning training. The telephone positions are manned by EOC Operators. Dependant on the nature of the incident a Service Representative Officer (SRO) for each service may also be present.

The individual functional roles are: -

- **Supervisor:** - Oversees call handling and information processing. Ensures provision for staff welfare and general EOC administrative support.
- **EOC Operators:** - Make and receive calls to partner agencies, log information and pass messages/calls requiring action to the relevant SRO.

- **Service Representative Officer:** - Interpret requests for assistance from partner agencies and link back to their own Service Operations Cell for action. Display information about service tasking and progress on whiteboards. Feed back to partner agencies to achieve co-operative action.
- **Communications Officer:** - together with colleagues working elsewhere monitors the evolving situation and associated media coverage. Arranges for staff to be kept informed and for important public information to be released to the media & Customer Service Centre (CSC) in conjunction with partner agencies.

The telephone numbers in use are **not** to be made public, since to do so would result in call overload and loss of the EOC's control and co-ordination capability. However, in some circumstances the EOC may also be used for a service-specific crisis, such as a school trip emergency. In this case one group of telephones may be designated with a discrete hunt-group number and dedicated to taking calls from concerned parents, whilst other telephones are reserved for operational use.

SERVICE OPERATIONS CELLS

Role

The SOC is the interface between the Council's strategic and tactical control levels and the staff tasked in response. In essence it is the service's own "mini EOC". Not all services will require their own SOC, but the ones most likely to need the facility are those with staff out "on the ground" – e.g. Transportation, Social Care, and Schools etc. In other cases it will be appropriate for services to group together and run a portfolio SOC – e.g. Resources.

Location and Facilities

Basic requirements are for a room(s) with a number of telephones, IT network access and wall space for whiteboards, maps etc. Access to a nearby fax machine and photocopier are also desirable. Often the Head of Service's own office/meeting room will be ideal, but additional telephone extension provision is likely to be needed. This can be achieved with temporary telephone extension cabling from existing telephone sockets in nearby work areas, or by installing permanent "parallel" wired sockets.

Staffing and Operation

At an early stage the Head of Service should decide who is to be responsible for ensuring normal service delivery, and who is to manage the service's response to the emergency. The former will have regard to the service priorities already established in the Business Continuity Plan. Whoever performs the latter role should divide his/her time between attending CMT meetings and overseeing the operation of the SOC, which should be staffed by experienced officers familiar with the detail of their service's responsibilities, aims, structure and resources.

Services with key response roles (and this will vary according to the nature of the emergency) will send a SRO to the EOC. (The role of the SRO is covered under the preceding section. SROs will normally be pre-selected and will train alongside EOC Operators to achieve familiarity with EOC operations).

With information derived from their SRO, the CMT, and feedback from frontline operational staff, the SOC is well placed to co-ordinate the delivery of the required tasks and prevent the EOC becoming overloaded with too much detail.

Note: where a service deploys an officer direct to a multi-agency co-ordination point (such as Silver Command) to act as a special adviser, s/he should communicate back to the relevant SOC, but also keep in touch with any LALO present.

LOCAL AUTHORITY LIAISON OFFICERS

The diagram at Figure 3 below shows the interaction between the various elements of the Council's response and with those of other agencies, principally at the strategic, tactical and operational levels described above.

In order to achieve closer co-operation, and to reduce the need for constant remote intercommunication between agencies, trained liaison officers are used extensively. The Council will provide a LALO at the operational (Bronze) level and another at the tactical (Silver) command location. The Council, if required will send a Director or Senior Representative to the strategic (Gold) command. **Note:** Anyone attending GOLD will be required to supply their own laptop.

In Thames Valley there is a standing arrangement by which – if Gold is established at short notice - an EPO from the nearest local authority (e.g. Oxfordshire County Council) will represent local authority interests at Gold until the “victim” authority can provide their own officer.

The role of the LALO at the Bronze level is to gather information on behalf of the relevant local authorities, pass requests for assistance back, and assess the likely impact of the emergency on local authority infrastructure and normal service delivery. This also applies at Gold and Silver but there is an additional expectation that officers will be authorised to make some decisions on behalf of their authorities without further reference.

An appropriate level of experience and seniority is necessary for Silver and Gold liaison working, and at the Bronze level officers need good local knowledge and an appreciation of the scope of local authority responsibilities.

Normally the request for a LALO will come from one of the emergency services to the CCTV Control Room / EPT. If not, but the situation appears to require it, the ERT will request LALO attendance and notify the relevant emergency services of the decision.

HEALTH & SAFETY

As each incident is likely to be different, the LALO dispatched is required to conduct a risk assessment of the incident and report any requirements to Silver Control. Correct briefs & Personal Protective Equipment (if required) must be issued prior to dispatching staff to an incident. The ERT are permanently issued with grab bags of kit. It is the responsibility of the individual to ensure equipment is in date, tested and fit for purpose. At no time must any staff member engage in an activity, which may put themselves or others at unnecessary risk.

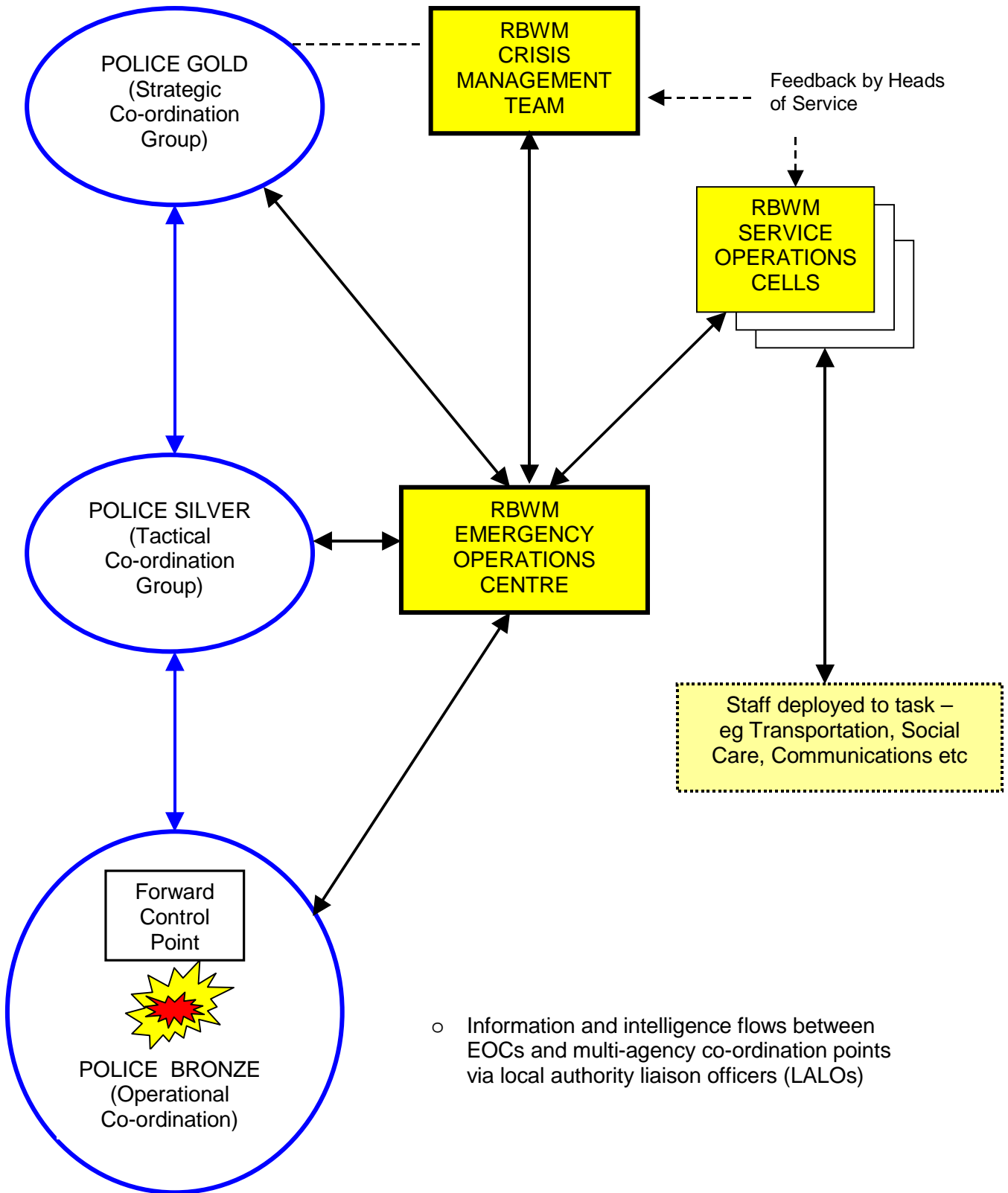
ALTERNATIVE EMERGENCY OPERATIONS CENTRE FACILITIES

If the EOC in Tinkers Lane is disabled, has to be evacuated or access is denied for any reason (e.g. security or safety concerns) - other locations can be used i.e.: -

- CCTV Control Room, Tinkers Lane
- CSC, Town Hall, Maidenhead
- York House, Windsor

A minimum level of stationery and other material is kept at each facility for emergency use and, if decanting from the EOC, staff will also bring in some equipment with them. This includes the EOC logging system.

Fig. 3 LOCAL AUTHORITY CONTROL & CO-ORDINATION



PART THREE

MULTI-AGENCY EMERGENCY RESPONSE

SECTION FOUR

EMERGENCY COMMUNICATIONS

GENERAL

The Emergency Services have their own radio-based systems and also make use of the cellular phone networks. However, RBWM uses their own private mobile radio systems and there is an almost total reliance on landlines (i.e. the public telephone network), and cellular phones for mobile communication. In an emergency, both the mobile and the fixed telephone networks can suffer congestion and although priority users can be protected to some degree, it is highly likely that communications capability will be degraded, at least in the early stages. A limited number of local authority officers have priority use status registered for their mobile phones. Similarly BT landlines at key locations (including home numbers for designated personnel) are protected, but these are unlikely to provide a complete capability.

A highly effective wide-area radio communications network can quickly be established by RAYNET, the Radio Amateurs Emergency Network (see below). In the event of other systems failing this can be used to provide links between local authority control centres, rest centres and liaison officers.

Other options available to local authorities include the use of a satellite telephone held by the EPT. Other options to Local Authorities are use of Satellite, Airwave and V.H.F. These are controlled by the EPT.

TELEPHONE AND DATA COMMUNICATIONS

The Information and Communications Technology Service is responsible for ensuring that a balance is achieved between resilience and cost-effectiveness in the day-to-day operation of the Network. Everyday problems, such as short-duration power cuts, data loss, component failure and accidental damage are managed by having back-up routines and a degree of spare capacity and re-routing protocols to ensure network continuity.

Emergencies are bound to place a significant additional burden on any organisation's communications resources. Call loading may rise exponentially, as the public and media seek information, resulting in the Council's switchboard becoming overloaded. The increased weight of calls on the public network associated with any major emergency will degrade that too, resulting in lost calls and slow internet and e-mail traffic.

Additional Council telephone capacity can be imported by the provision of additional exchange lines and even a mobile switchboard, through BT's national major emergency response arrangements. Typically this would take 8-12 hours to implement.

EMERGENCY OPERATIONS CENTRE DIRECT LINE TELEPHONES

The EOC is equipped with a number of lines. In the event of a total switchboard failure this allows limited communications continuity whilst other options are considered (e.g. moving to another location).

GOVERNMENT EMERGENCY COMMUNICATIONS NETWORK

2 X ECN phones are established in the EPT and Head of Services office.

MOBILE TELEPHONES PDAs AND RADIOPAGERS

Council staff rely heavily on mobile phones. Compared with private mobile radio they are cheap to buy and run, and are more versatile. However, in a major emergency the networks are likely to overload,

preventing access and dropping calls in progress. For both mobile and BT landline networks there is a priority scheme (see below) that attempts to address this problem.

Council staff may use palmtop devices (Personal Digital Assistants or PDAs), which can receive e-mail and make phone calls. They can hold more information but have the same vulnerability to network overload as mobile phones.

Radiopagers are little used nowadays in the face of mobile phone technology. Nevertheless they have some useful features, including better coverage, far less vulnerability to network overload and extended battery life measured in weeks rather than hours.

TELEPHONE PRIORITY SCHEMES

In order to give priority access to those with emergency response roles, both BT and the 4 mobile telephone network providers operate preference schemes. For BT landlines this is known as the Fixed Telecommunications Privileged Access Scheme (FTPAS) and for the mobile networks it is Mobile Privileged Access Scheme (MTPAS).

Fixed Telecommunications Privileged Access Scheme (FTPAS) - (formerly GTPS)

Telephone numbers for key premises and personnel are registered with BT (by the EPT) and reviewed annually. FTPAS registration does not confer any enhanced protection or repair status, but in an emergency that threatens the viability of the network BT may apply restrictions to prevent non-priority subscribers from making outgoing calls. No one is prevented from receiving calls (unless physical damage to lines etc has occurred) so FTPAS-registered subscribers will still be able to call colleagues etc to co-ordinate response actions.

Mobile Privileged Access Scheme (MTPAS) - (formerly ACCOLC)

Eligibility for registration is more restricted than for FTPAS, being confined to those personnel likely to have to operate at or close to the scene of a major emergency. Requests for local authority staff registration have to be approved by the Cabinet Office before processing by the mobile network provider. A new SIM card is issued and the user must surrender this if they change their mobile number or relinquish their emergency response role.

MTPAS can only be invoked at the request of a police officer of ACPO rank, and is applied as locally as possible. Non-priority users in the area of the affected cells lose mobile service altogether whilst MTPAS is in force.

The EPT can provide more technical detail on FTPAS or MTPAS if required.

Satellite Telephones

Following the withdrawal of the Emergency Communications Network (ECN) in August 2005, the Cabinet Office has issued ECN users with satellite telephones. RBWM has one allocated satellite phone; they are very much a last resort in the event of severe network disruption. They must be used outdoors in line of site for satellites. Numbers are listed in the contact directory, of which the Borough holds one unit.

Teleconferencing

Teleconferencing facilities have been established in the EOC to facilitate Multi-partner communication.

Emergency Response Radio's

The EPT retains a limited number of short-range radios, which can be deployed in an emergency. These are maintained by the EPT and are held in the CCTV Control Room at Tinkers Lane.

Community Radio

Approx 250 Windsor & Maidenhead Town Centre businesses also subscribe to a Town Centre Radio system, which can be accessed via CCTV Control Room to pass on urgent messages if required.

RAYNET

There is a RAYNET group in Berkshire. Details are in the emergency plan. The local authorities have RAYNET equipment and aerals permanently installed in the operations centre, Tinkers Lane to facilitate rapid activation and inter-communication, and virtually all RAYNET members have mobile equipment in their cars.

Web Portal

Some staff including the EPO have the ability to use the RBWM portal to access data remotely. All areas should ensure key staff have this ability.

145 Brigade

The Army also have a communications Unit, which may be deployed if circumstances allow

PART FOUR

WARNING & INFORMING

SECTION ONE

WARNING ARRANGEMENTS

INTRODUCTION

The CCA requires Category 1 Responders to:

- Make the public aware of the risks of emergencies and how Category 1 Responders are prepared to deal with them
- To publish risk assessments and plans (exception where to do so would divulge sensitive or confidential information against the public interest)
- Have arrangements to warn the public and provide them with information and advice as necessary at the time of an emergency

The first two are addressed by the publication of:-

- The Community Risk Register (owned by the Thames Valley Local Resilience Forum) – see Part Two of this Plan – Risk Assessment
- An edited version of this Plan
- The RBWM Business Continuity Plan
- Other information on emergency preparedness through websites, leaflets and other *aide memoires* etc.

The third requirement is the subject of this Section.

LEAD RESPONDER CONCEPT

The CCA recognises that there is a danger of confusion if several agencies attempt to convey the same warning information, and the Regulations allow Category 1 Responders to agree on which of them will lead for a particular risk and in which phase of the emergency. Other Category 1 Responders will support the lead agency by helping to promulgate warnings and supplementary information as necessary. Standing arrangements for a number of risks are detailed below.

IMMEDIATE URGENT WARNINGS - RADIO AND TELEVISION

The BBC's wide coverage and public service role means that the Corporation plays a leading part in ensuring that important public information messages reach the required audience. The "Connecting in a Crisis" scheme provides responder agencies with rapid access to local and national BBC radio and television station editors to enable important information to be disseminated to the right target area.

Commercial radio and television stations are equally important outlets for information about emergencies and there is a strong link with the national safety message of "GO IN, STAY IN AND TUNE IN", which aims to get the public taking immediate shelter at the first sign of an emergency occurring, and then tuning into their local radio station or watching TV news in order to receive further, more detailed, information about the emergency and what action they should take as a result.

The RBWM Press Office hold 24-hr contact details for the broadcast media outlets including required passwords. A copy of the passwords is held in the safe at the CCTV Control Room.

STANDING ARRANGEMENTS FOR KNOWN RISKS

SEVERE WEATHER WARNINGS: Lead Agency - The Meteorological Office

Lead Agency Responsibilities

The Meteorological Office's National Severe Weather Warning Service (NSWWS) provides warnings of severe weather ranging from widespread disruption and danger to life on a national scale to conditions that result in inconvenience to the community within a region.

The general public receive weather warnings as part of the usual forecasts on radio and television, including teletext, and in newspapers, websites etc.

The warnings listed below are usually of a more technical/detailed nature and are issued to the emergency services, local authorities, some government departments and other large organisations, which may need to take action to prevent or deal with emergencies arising out of severe weather.

Warning Categories

The warning categories are:-

Tier 1 – Early Warnings:

Early warnings provide information of major severe weather events likely to result in widespread disruption and/or present a danger to life. These are issued up to 5 days in advance.

Tier 2 – Flash Warnings:

Flash warnings provide information of severe weather likely to result in considerable inconvenience to a large number of people and/or present a danger to life. These are issued a minimum of 2 hours in advance.

In rare cases an Emergency Flash Warning will be issued of hazardous conditions issued a minimum of 2 hours in advance. Such cases may present the emergency authorities with potential operational problems.

Advisories

Advisories are posted daily on the Met Office severe weather warning web page and are designed to indicate the confidence in a potential high-impact weather event up to 5 days in advance. No message will be posted when no such events are predicted or when the confidence in a particular event is below 20%.

The main text of the warning gives details of the expected weather conditions, the period in which they are expected to take effect, an overall (UK) risk factor and individual regional risk assessments. For further information, see http://www.metoffice.gov.uk/research/media/pdf/g/m/emergency_response.pdf

The Warning Process

The RBWM receive Tier 1 and Tier 2 warnings by e-mail, & fax through the CCTV Control Room and text to the EPO. Factors taken into account in deciding whether or not to disseminate the warning further include: -

- The warning period (flash warnings usually arrive too late to be effective, and are rarely disseminated)
- The time of day (pointless to contact offices that are closed/closing)
- The relevant regional risk assessments (the Meteorological Office places Berkshire in South-East England, but it also borders on the Central Southern England.)

- The background situation (e.g. gale force winds in summer, or when the ground is already saturated, mean that trees are more easily blown over and roads blocked)
- Whether or not the warning has already been well-publicised on television and radio weather forecasts
- The degree of confidence involved (early warnings may be 5 days ahead, and accuracy improves with each subsequent day's update; it often pays to wait a day or two before disseminating the warning).

Out of office hours the Control Room will take a view on which services to pass the warning to depending on the severity of the warning and the ability of the recipient(s) to take any effective action.

(Note: these warnings are not disseminated by local authorities to the public at large. However, advice on what to do when, for example, storms are forecast is provided in the "Are You Ready?" leaflet and on the Council web site).

The Metrological Office can also assist in profiling and tracking dense smoke or hazardous plumes.

In addition the Winter Maintenance Team also have the ability and equipment to monitor winter conditions in order to arrange for gritting.

FLOOD WARNINGS: Lead Agency – The Environment Agency

Lead Agency Responsibilities

The Environment Agency is responsible for flood defence and flood warning for coasts and main rivers. The Agency is divided into Regions, and the Regions into Areas for warning purposes. Berkshire is in the Thames Regions.

As with the Meteorological Office and its NSWWS, the Environment Agency provides a flood warning service to the general public.

This is achieved through the inclusion of flood warning information in broadcast weather forecasts and via its website and national Floodline telephone-based service. In addition, members of the public in flood-risk areas can register to receive flood warnings free of charge via the telephone Automated Voice Messaging (AVM) system, text messaging and email.

RBWM maintains a network of volunteer flood wardens in flood-risk areas to help make local residents directly aware of any warnings issued. However, the police and local authorities (including parish and town councils) will also assist with warning the public where there is a clear and immediate threat.




The Warning Process

The Council receives flood warnings by fax/ email via the CCTV Control Room and text message to the EPT.

Severe Flood Warnings will be sent out immediately (within 1 hour maximum), Flood Warnings within 4 hours and Flood Watches on the day of receipt or, if received after 1600 Mon-Fri, the next working day.

Out of office hours the Control Room will decide how widely a particular warning will be disseminated, taking account of the severity and credibility of the warning, local knowledge of the river involved and the general background weather situation. If in doubt they will contact the Environment Agency's area duty flood warning officer for further information.

The following table shows the categories of flood warning and the criteria that apply.

WARNING CODE	CRITERIA	LOCAL AUTHORITY ACTIONS*
	<ul style="list-style-type: none"> • Flooding of fields, recreation land and car parks. • Flooding of minor roads. • Flooding of farmland. • Spray or wave overtopping on the coast. 	<p>Check your flood response plans to see how your organisation needs to respond.</p> <ul style="list-style-type: none"> • Speak to your local Environment Agency Flood Warning Duty Officer for the latest forecast information. • Dial into Flood Advisory Service teleconferences. • Advise the public to call Floodline on 0845 988 1188 for up-to-date flooding information. • Please report any flooding in your area to your local Environment Agency office.
	<p>Flooding of homes and businesses.</p> <ul style="list-style-type: none"> • Flooding of rail infrastructure. • Flooding of roads with major impacts. • Significant waves and spray on the coast. • Extensive flood plain inundation (including caravan parks or campsites). • Flooding of major tourist/recreational attractions. 	<p>Check flood response plans for actions required at this stage.</p> <ul style="list-style-type: none"> • Speak to your local Environment Agency Flood Warning Duty Officer for the latest forecast information. • Advise the public to call Floodline on 0845 988 1188 for up-to-date flooding information. • Please report any flooding in your area to your local Environment Agency office.
	<p>Deep and fast flowing water.</p> <ul style="list-style-type: none"> • Debris in the water causing danger. • Potential or observed collapse of buildings and structures. • Communities isolated by flood waters. • Critical infrastructure for communities disabled. • Large number of evacuees. • Military support. 	<p>Check flood response plans for actions required at this stage.</p> <ul style="list-style-type: none"> • Advise the public to put their safety first and to be ready to evacuate should the authorities decide it's needed. • Develop clear messages for local communities and the public.
<p style="text-align: center;">WARNING NO LONGER IN FORCE</p>	<p>No new impacts expected from flooding, however there still may be:</p> <ul style="list-style-type: none"> • standing water following flooding; • flooded properties; • flooding or damaged infrastructure. 	<p>Recovery phase will have started.</p> <ul style="list-style-type: none"> • Advise the public to call Floodline on 0845 988 1188 for advice on what to do if they have been affected by flooding.

RADIATION WARNINGS: Lead Agency – The Department for the Environment, Food & Rural Affairs (DEFRA)

Lead Agency Responsibilities

DEFRA is responsible for issuing information and advice in the event of any release of ionising radiation likely to cause problems to the UK and maintains a national radiation detection system known as RIMNET (Radiation Incident Monitoring Network), originally set up after the 1986 Chernobyl reactor explosion in

the USSR, and further developed subsequently. RIMNET uses a network of 92 detector sites, linked to a central processing capability, and can distinguish even the smallest increases in radiation above normal background level.

The Warning Process

Once the RIMNET system has detected an increase in radiation the alarm is investigated by the DEFRA response team with appropriate expert assistance. If credible, an initial warning message is faxed to the 24-hour contact points of the receiving agencies, including the Council. The Duty Emergency Response Officer is notified and takes action to interrogate the RIMNET database and obtain the latest information. This is then cascaded to a pre-determined list of services and partner agencies, using a special message template. This list includes Council Environmental Health Officers, who are likely to be an important public information point of contact. Subsequent action depends on the nature and scale of the event, but essentially it is an information management task. Apart from the initial warning messages, which are faxed, follow-up information is distributed electronically for ease of editing and transposition.

The media through which information will be provided to the public are no different to those used for other information, e.g. web sites, leaflets, local radio, local press etc.

PART FOUR

WARNING AND INFORMING

SECTION TWO

PUBLIC INFORMATION

INTRODUCTION

Major emergencies are of immediate interest to the public and attract intense and often overwhelming media attention. The agencies responding to the emergency have to balance the demands of the media, and its associated potential for communicating with the public, against operational priorities.

The aim of the responding agencies is to provide an effective, professional and co-ordinated response to public information during major emergencies by:

- Co-ordinating the release of information with internal and external partners
- Ensuring timely and consistent community safety messages reach the public
- Re-assuring members of the public about their personal safety by providing factual information and advice
- Ensuring that media interest in reporting the emergency does not hamper operational work, impede investigations, or lead to inaccurate speculation
- Openly communicating to the public all relevant information that can be released without prejudicing the operational response
- Sustaining a professional media response, not only during the course of the emergency but also beyond and into the subsequent investigation and recovery phases
- Appealing, where necessary, for public co-operation and assistance

INFORMATION DEMANDS

Following the initial alert there will be a high demand for further information, particularly in the early stages of an emergency. The public will want as much information as possible, including;

- Reassurance
- To know whether / how it will affect them and for how long
- A list of do's and don'ts

Thus the type of information that may be distributed includes:

- Outline of the incident and the background leading up to the event
- Summary of actions being taken and by whom
- Impact on the local community (for example, local travel, schools)
- Impact on other Council's services
- Details of where to obtain further information, e.g. flooding - the Environment Agency.

Information will need to be disseminated as quickly as possible and must be accurate, clear and concise. Most importantly, the contents will need to be co-ordinated in conjunction with other responding agencies.

Further updates will probably be needed at later stages and, wherever possible, the media/public should be told when to expect further information, who from and where to look/listen.

INFORMATION DISSEMINATION

Public information may be disseminated by means of

- Media statements/releases, news broadcasts and printed news media (see Section Three)
- Written information e.g. flyers, leaflets etc for general information
- Electronic formats e.g. websites
- Alert/warning systems e.g. text messaging, automatic voice messages
- Telephone enquiry / help lines

Written Information

Written information may be distributed by post although it should be noted that Royal Mail will require postcode details to do this. Additional distribution outlets such as local libraries, Citizens Advice Bureaux, post offices etc should also be identified.

Relevant services and external organisations must agree the contents of any flyers or leaflets prior to printing.

Electronic Information

Where possible all documents will be published on the Council's public website and on the Council's Intranet site under "Emergency Planning". Links to other relevant websites can also be found here. In the event of an incident then the website will have a special page set up for publication of updates.

Telephone Enquiry Lines

Members of the public may want to ask specific questions about the effects of the emergency on local services and a telephone enquiry line will help to channel enquiries and prevent floods of calls to individual services who are busy responding directly to the emergency itself. Note that such a help-line will not deal with casualty enquiries. These will be referred to the Police Casualty Bureau.

The Council Customer Service Centre is a suitable focal point to deal with public enquiries initially, but if call volumes are especially high it may be necessary to establish a dedicated help-line facility.

NOTE

Operating a help-line is labour-intensive and demanding. It should NOT be attempted unless/until there is useful information to impart, despite pressure to be seen to be doing something. Inviting the public to clog up the telephone system in order to be referred (when they do get through) to already-publicised sources elsewhere is neither helpful nor a sensible use of resources.

HELPLINE / PUBLIC INFORMATION CENTRE

Staffing Requirements

Each telephone may need two operators taking turns because a high incoming call load means that as soon as an operator finishes a call and hangs up; the telephone will immediately ring again. If the first call requires consequential action (highly likely, even if only logging it), the operator cannot deal with it without ignoring the next call and this soon becomes stressful. Spells of duty need to be kept short when the room is busy. Wallboards/flipchart sheets are useful for displaying information most likely to be requested.

At least one supervisor per group of 12 is necessary. Their role is to ensure the currency of the information available to be given out, making sure that operators do not give out information they shouldn't and observing any particular trends in requests for further information. They will need to speak

regularly with appropriate members of the emergency management team / emergency operations centre. Other tasks will include arranging relief for operators and generally managing staff welfare, etc.

PART FOUR

WARNING AND INFORMING

SECTION THREE

MEDIA MANAGEMENT

INTRODUCTION

The speed with which the modern media respond to a high-profile incident should never be underestimated. A major emergency in Berkshire will bring very large numbers of journalists and camera crews to the scene almost before the emergency services have begun to back up their initial responses.

This influx needs to be managed by the responding agencies, so that essential scene management is not compromised, whilst at the same time the media are given as much information as possible about what is happening.

In most emergency scenarios the initial media management arrangements will be led by the Police. An operational Media Plan for Major Incidents has been agreed with all partner agencies in Berkshire and approved by the Thames Valley Local Resilience Forum.

ROLE OF THE CORPORATE COMMUNICATIONS TEAM

The Corporate Communications Team (CCT) responsible for co-ordinating the Council's media and public information strategy and will liaise with responding Council services, Members and external partners

Specific responsibilities include:

- Staffing the Communications office to handle media enquiries and monitor reporting
- Attending the EOC to verify information and co-ordinate the Council's media response
- In liaison with the Police, selecting sites for potential media briefing centres and providing one or more officers to work with other agencies' media staff
- Advising senior managers and Members on media strategy
- Attending Crisis Management Team meetings
- Working closely with Berkshire Unitary Authorities to provide a combined local authority media response
- Arranging for suitable spokespersons to give interviews and attend press conferences where needed
- Producing press releases and public information bulletins in conjunction with partner agencies
- Advising on the most appropriate methods of communication with local communities i.e. local or national radio, TV, Internet, local press, leaflets, newsletters etc
- Keeping internal staff fully informed i.e. providing briefing notes for managers, posting information on the intranet
- Advising on information content if the Council sets up a helpline facility
- In conjunction with the Police, co-ordinate the media arrangements for VIP visits

As the incident progresses, the local authority role will switch to co-ordinating recovery and restitution. The recovery phase is likely to require greater involvement from Members. National and international media interest may fade, but local media interest will continue, as will the local community's thirst for information.

MEDIA BRIEFING PROTOCOLS

The following protocols have been agreed as part of the joint media plan:

- Spokespersons from individual organisations will not comment on matters outside their organisation's remit, except by prior agreement. Where arrangements are made for one organisation to speak on behalf of another, such comment will be restricted to factually accurate information and will not involve comment on the policies of partner organisations.
- Spokespersons will deal in confirmed information and will not speculate.
- The (Police) Gold media adviser will co-ordinate and monitor the flow of information to the media.
- Where the consequences of an incident may affect residents in more than one local authority area, the initial media response will come from the organisations based in the originating area. Thereafter, statements will be issued after consultation with other affected authorities. The local authorities must co-ordinate and provide a consistent approach to the release of information.

MEDIA BRIEFING CENTRES

Where media interest and attendance is high the police will want to establish a media briefing centre convenient to the scene (though not so close as to impede emergency response operations). This has the advantage of concentrating the media in one place and facilitating a steady and controlled outflow of information.

The requirements are for premises with good access, a large open area for parking satellite transmission vehicles, good mobile telephone reception and adequate landline provision. Suitable sites may include large hotels, leisure centres, theatre complexes, and where possible they will have been pre-identified by the police and local authorities.

Facilities

- Thames Valley Police will be responsible for security of the Media Centre. Other agencies' staff attending will be asked for identification.
- Toilets must be available together with facilities for catering/hot drinks.
- The layout of the Centre should provide a working area for the media, a briefing area for press conferences and an office for media relations' staff. Access to the latter should be restricted.
- Parking should be capable of accommodating several media transmission vans.
- Landline telephones will be required by both the media and the media relations officers. The former will need to file stories verbally or transmit pictures/data on-line. The press may use mobile phones for this purpose, but would be unable to do so if the system became overloaded or restricted. The Centre staff will need multiple lines to allow them to take press calls, conduct on-line interviews, contact other sites, and use modems. Depending upon the location of the Centre, BT can provide extra telephone lines at short notice, but early contact must be made with them.

GOVERNMENT NEWS NETWORK (GNN)

GNN operates from regional offices, and their staff can attend local incidents quite quickly in order to assist local agencies manage the media. For large-scale incidents they will also be able to provide up to date information on the Government's response.

MEDIA ACCESS AND PROTECTING THE PUBLIC

The public organisations involved in an emergency owe a duty of care to members of the public affected by the incident and emergency rest centres, survivor reception centres and hospitals provide havens where casualties and evacuees are sheltered. However, experience has shown that in many circumstances members of the public want to talk to the media about their experience. Therefore, at an appropriate time, evacuees and casualties will be consulted about media requests for interview. Such requests will be cleared via the police press officer to ensure, key witnesses, are not interviewed by the media before statements have been taken. Where members of the public are reluctant to be filmed or interviewed, their wishes will be respected. In such circumstances, media relations staff will seek alternative means of providing the media with appropriate material.

Access to the immediate incident scene (for localised incidents) may be restricted due to safety and security reasons and will be at the discretion of the Police Incident Commander. Where necessary pooling arrangements will apply to minimise media numbers.

Similarly, access to other relevant sites such as emergency rest centres, friends and relatives reception centres, casualty receiving hospitals and emergency operation centres will be at the discretion of the relevant management team for that site. A Communications Officer must facilitate media visits to premises under local authority control wherever possible. Failing that the supervising officer should seek advice from his/her local authority communications team prior to the visit.

MEDIA CONTACTS

Contact details are maintained by the CCT and can be found in the contact directory.

- Media – External Media Contacts: details of both local and national media
- Media – Internal Media Contacts: details of appropriate contact names with each council service are listed. They can respond to general media enquiries about their service

It is also essential that press releases are sent to relevant responding organisations to ensure that a co-ordinated multi agency strategy is maintained in accordance with the Berkshire Media Plan.

VIP VISITS

Visits by VIPs will be co-ordinated by the police and can lift the morale of those affected as well as those who are involved with the response. Naturally, they will also attract a good deal of media attention.

A government minister may make an early visit to the scene or area affected, not only to mark public concern but also to be able to report to Parliament on the response. Local Members of Parliament may accompany a Government Minister visiting a scene. This would be arranged by the minister's private office. It is possible that the scale of the disaster may, in addition, prompt visits by a member of the Royal family and / or Prime Minister. Local VIP visitors may include religious leaders, local MPs, mayors, chairmen and other elected representatives. If foreign nationals have been involved, their country's Ambassador, High Commissioner or other dignitaries may also want to visit key locations.

PART FIVE
ADDITIONAL INFORMATION
SECTION ONE
ANCILLARY PLANS AND DOCUMENTS

- Generic Flood Plan
- Community Self Help Flood Plan
- Rest Centre Plan
- Animal disease plan
- Media plan

Plans are also held for adjoining Authorities in the event of supporting by mutual aid agreement

PART FIVE
ADDITIONAL INFORMATION
SECTION TWO
REFERENCES

Cabinet Office	http://interim.cabinetoffice.gov.uk/ukresilience.aspx
D.E.F.R.A	www.defra.gov.uk
Department of Health	www.dh.gov.uk
Environment Agency	www.environment-agency.gov.uk
Health & Safety Executive	www.hse.gov.uk
Health Protection Agency	www.hpa.org.uk
Home Office	www.homeoffice.gov.uk
Local Government Information	www.info4local.gov.uk
Local Government Association	www.lga.gov.uk
London Prepared	www.londonprepared.gov.uk
Met Office	www.met-office.gov.uk
MI5	www.MI5.gov.uk
Preparing for Emergencies	http://www.direct.gov.uk
Thames Valley Risk Register	http://thamesvalleylrf.org.uk/
World Health Organisation	www.who.int

PART FIVE

ADDITIONAL INFORMATION

SECTION THREE

GLOSSARY OF TERMS

ACCOLC	Access Overload Control
ACPO	Assistant Chief Police Officer
ACT	Acute Care Trust
BCP	Business Continuity Plan
BIEPS	Berkshire Integrated Emergency Planning Structure
BMIP	Berkshire Major Incident Plan
CBRN	Chemical, Biological, Radiological, Nuclear
CCA	Civil Contingency Act
CCC	Civil Contingency Committee
CCRF	Civil Contingency Reaction Force
CCS	Civil Contingency Secretariat
CCT	Corporate Communications Team
CMT	Crisis Management Team
COMAH	Control of Major Accident Hazards
CRR	Community Risk Register
CSC	Customer Service Centre
DEFRA	Department for Environment, Food & Rural Affairs
ECN	Emergency Communication Network
EOC	Emergency Operations Centre
EPO	Emergency Planning Officer
EPT	Emergency Planning Team
ERT	Emergency Response Team
FBS	Fire Brigade Service
FCP	Forward Control Point
FTPAS	Fixed Telecommunications Privileged Access Scheme
GOSE	Government Office South East
GNN	Government News Network
GTSP	Government Telephone Preference Scheme
HPA	Health Protection Agency
LA	Local Authority
LALO	Local Authority Liaison Officer
LRF	Local Resilience Forum
MACA	Military Aid to the Civil Authorities
MACC	Military Aid to the Civil Community
MACD	Military Aid to Government Departments
MACP	Military Aid to the Civil Power
MOU	Memorandum of Understanding
MTPAS	Mobile Privileged Access Scheme
PSR	Pipeline Safety Regulations
PCT	Primary Care Trust
RAYNET	Radio Amateurs Emergency Network
REPPiR	Radiation Emergency Preparedness & Public Information Regulations
RIMNET	Radioactive Monitoring Network
RRF	Regional Resilience Forum
RRT	Regional Resilience Team
RVP	Rendezvous Point
SCG	Strategic Coordinating Group
SOC	Service Operations Cell
SRO	Service Representative Officer
TVP	Thames Valley Police
TVLRF	Thames Valley Local Resilience Forum

TV LRF WG
WRVS

Thames Valley Local Resilience Forum Working Group
Women's Royal Voluntary Service