

# Havant Borough Council Emergency Response Plan



**Havant**  
BOROUGH COUNCIL

## Plan ownership

Prepared for and owned by	Havant Borough Council
Plan author and reviewing authority	Hampshire County Council (HCC) Emergency Planning & Resilience Team (EPRT)

## Document control

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## Plan review date

The Emergency Response Plan will be reviewed in April 2024 for publication in September 2024.

## Protective marking

This document has been given the protective marking of “OFFICIAL”, however the annexes have been given the protective marking of “OFFICIAL SENSITIVE” as copies will contain personal data of staff (in some cases) and other data or numbers.

This document must be kept secure at all times and must not be transmitted via public e-mail systems or other electronic methods of transfer. It will be made available under the same conditions to those staff requiring access as part of their role. A redacted version of this document can be made public if required.

ResilienceDirect (RD) is available to manage viewing, sharing and storing of these plans securely. The responsibility for this security remains with the nominated Local Authority Administrator for RD.

## List of acronyms

HBC	Havant Borough Council
BCM	Business Continuity Management
CCA	Civil Contingencies Act
COMAH	Control of Major Accident Hazards
CRR	Community Risk Register
DEFRA	Department. of Food and Rural Affairs
EA	Environment Agency
ECC	Emergency Control Centre
EIA	Equality Impact Assessment
EPRT	Emergency Planning & Resilience Team
ERA	Emergency Response Arrangements
FCP	Forward Control Point
HIOW	Hampshire and Isle of Wight
ICP	Incident Control Point
ILO	Incident Liaison Officer
JDM	Joint Decision Model
JESIP	Joint Emergency Services Interoperability Principles
LRF	Local Resilience Forum
MAIC	Multi-Agency Information Cell
NSRA	National Security Risk Assessment
PPE	Personal Protective Equipment
PRC	Prepared Rest Centre
RCG	Recovery Coordinating Group
RD	Resilience Direct
RVP	Rendezvous point
SCC	Strategic Co-ordination Centre
SCG	Strategic Coordinating Group
SLA	Service Level Agreement
STAC	Scientific and Technical Advice Cell
TCG	Tactical Coordinating Group
UKHSA	United Kingdom Health Security Agency

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## Section 1.0 - Background

Under the Civil Contingencies Act (CCA) 2004 Local Authorities, including Districts<sup>1</sup>, are classified as Category 1 responders. Emergencies occur on a regular basis and are often dealt with by a responding organisation unaided, however, occasionally the nature and/or severity of the incident or emergency may require an integrated approach from multi-agency partners.

There may be occasions where the District Council will be required to support the emergency response; for example the welfare of the local community including shelter and re-housing, warning and informing and protecting the environment.

This plan outlines the role and responsibilities of the District Council, in accordance with the CCA, when responding to emergencies. This plan is supported by three handbooks, as follows:

- Handbook A – Emergency Control Centre (ECC)
- Handbook B – Gold Commander
- Handbook C – Silver Commander

### 1.1 Aim

The aim of this plan, and the supporting handbooks, is to detail the District Council's emergency response and recovery management framework.

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<sup>1</sup> It should be noted that this plan, and its associated handbooks, will refer to Hampshire Lower Tier Local Authorities as a "District" throughout; this includes those which are City, Borough or District.

## 1.2 Objectives

1. To outline the roles and responsibilities of both the District Council and Hampshire County Council (referred to as the 'County Council').
2. To set out the process for activating and staffing the District ECC, including roles and functions within the ECC.
3. To outline how the response of the District Council will align with multi-agency response.
4. To outline the training and exercising schedule for the District Council, as agreed in the Service Level Agreement (SLA) between the District Council and the County Council.

## 1.3 Scope

This plan outlines the roles and responsibilities of the District Council and County Council during a response to an emergency. Although referred to, detailed multi-agency command and control arrangements are out of the scope of this plan and further information can be found in the Hampshire and Isle of Wight Local Resilience Forum (HIOW LRF) [Emergency Response Arrangements](#) (ERA).

## 1.4 Legislation

The [Civil Contingencies Act 2004](#) (CCA) 2004 delivers a single framework for civil protection in the United Kingdom. The Act, and supporting Regulations and statutory guidance, establish a clear set of roles and responsibilities for those involved in emergency preparedness and response at the local level. The Act divides local responders into two categories, imposing a different set of duties on each. As a Category 1 responder, Local Authorities are subject to the full set of civil protection duties and are required to:

- Assess the risk of emergencies occurring and use this to inform contingency planning
- Put in place emergency plans
- Put in place business continuity management arrangements

- Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency
- Share information with other local responders to enhance co-ordination
- Co-operate with other local responders to enhance co-ordination and efficiency
- Provide advice and assistance to businesses and voluntary organisations about business continuity management (Local Authorities only)

In addition to the CCA, Local Authorities are also bound by other legislation which may impact on Emergency Preparedness, Resilience and Response (EPRR) within their area including, but not limited to, Control of Major Accident Hazards (COMAH) 2015 and Radiation (Emergency Preparedness and Public Information) Regulations 2019.

## 1.5 Command and Control

Under the CCA an **emergency** is defined as “*an event or situation which threatens serious damage to human welfare in a place in the UK; an event or situation which threatens serious damage to the environment of a place in the UK; or war or terrorism which threatens serious damage to the security of the UK*”. An emergency may be either a ‘rising tide’ where an emergency is predicted (e.g., advance warning of severe weather) or a rapid onset emergency where the scale and scope of multi-agency involvement is unclear (e.g., a waste site fire or evacuation).

According to the Joint Emergency Services Interoperability Principles (JESIP)<sup>2</sup>, a **Major Incident** is defined as “*an event or situation with a range of serious consequences which requires special arrangements to be implemented by one or more emergency responder agency*”.

Command, Control and Coordination are important concepts in the multi-agency response to emergencies and there is a distinction between **single-agency** command and control structures (occasionally termed **Gold**, **Silver** and **Bronze**) and the **multi-agency** coordination structures that may be convened at **Strategic**, **Tactical** and

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<sup>2</sup> [Definitions - JESIP Website](#)



**Operational** levels. Please refer to the [HIOW LRF ERA](#) for further information on local command and control arrangements and for rising tide and rapid onset response structure diagrams.

In an emergency, standardised methods of information sharing and briefing should be utilised. For multi-agency emergencies, templates for information sharing are available in the HIOW LRF ERA. To support information sharing within the Council, an agreed briefing report should be utilised, please refer to the Havant Borough Council Emergency Response Plan Handbook A – Emergency Control Centre, Appendix 1 for example templates.

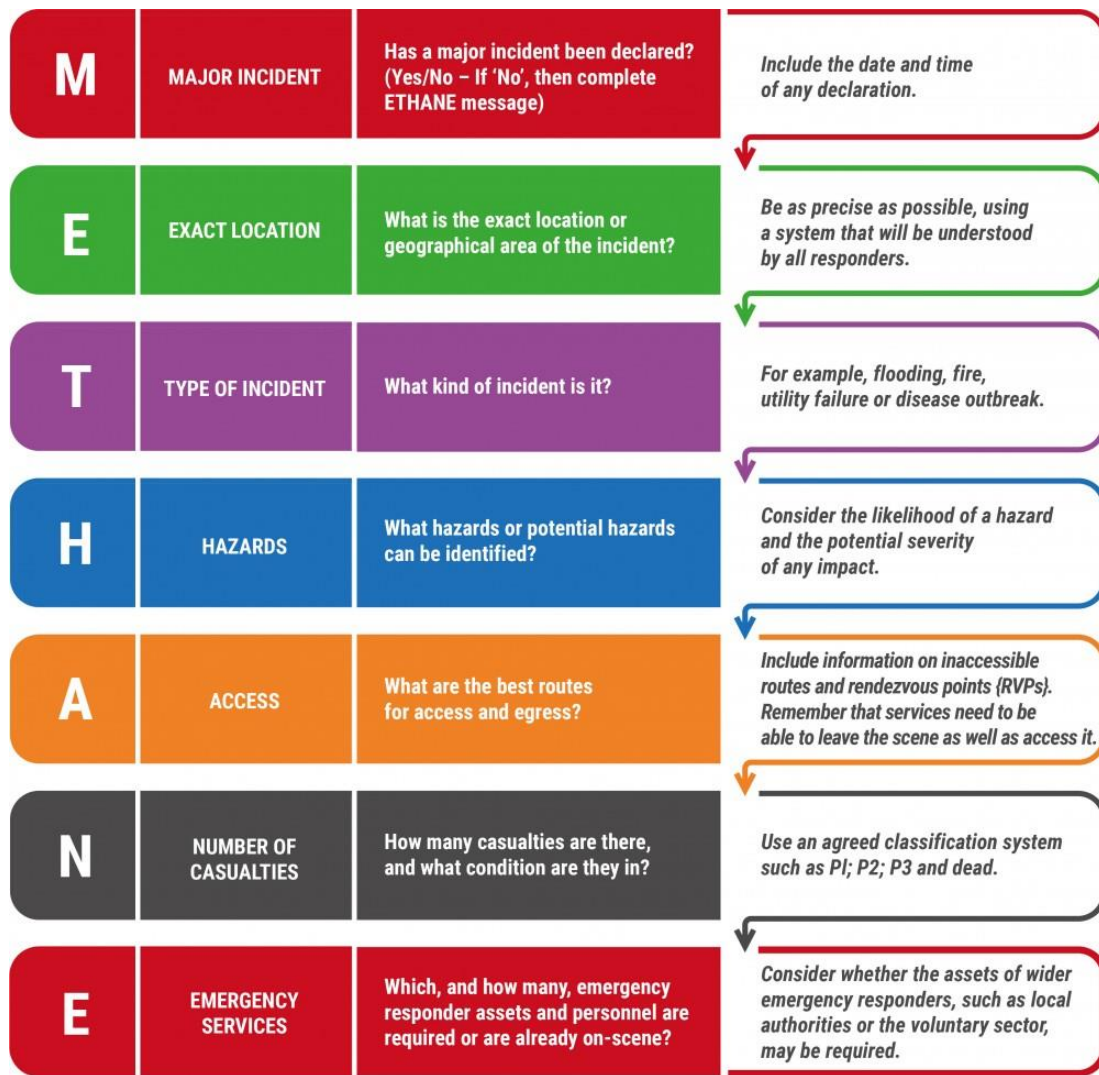
Local command and control arrangements are underpinned by JESIP which ensures the response is organised, structured and practiced. Two key JESIP products utilised across HIOW LRF are the M/ETHANE message and the Joint Decision Model (JDM), see sections 1.5.1 and 1.5.2 below for further information.

### **1.5.1 M/ETHANE**

M/ETHANE is the recognised common model for passing emergency related information between control rooms and organisations. It is important for individuals involved in a multi-agency response to be familiar with the M/ETHANE.

Figure 1 below shows the format of a M/ETHANE message, for a blank template please refer to the Havant Borough Council Emergency Response Plan Handbook A – Emergency Control Centre.

Figure 1. M/ETHANE Message



### 1.5.2 Joint Decision Model (JDM)

Decision making in an emergency follows a general pattern of working out what's going on (situation), establishing what you need to achieve (direction) and deciding what to do about it (action). The JDM is designed to bring available information from an emergency together, reconcile potentially differing priorities and make effective decisions. Figure 2 below shows the JDM which is utilised throughout the HIOW LRF command and control arrangements. Further information on how the HIOW LRF utilise the JDM can be found in the [HIOW LRF Emergency Response Arrangements](#).

Figure 2. The Joint Decision Model



## 1.6 Risk Assessment

As a Category 1 responder under the CCA 2004, Local Authorities are required to undertake risk assessments to inform emergency planning and assist with prioritisation of training and exercising.

Nationally, risk assessment is undertaken to produce the National Security Risk Assessment (NSRA) which is then localised by HIOW LRF to create the Community Risk Register (CRR). The official-sensitive version is stored on ResilienceDirect under risk management and the public version is on the LRF website. The risks included in the NSRA, and subsequently the CRR, are risks that have a wide area impact, such as flooding and pandemics. Local risks are added to the CRR when they produce a significant risk to HIOW area but are not deemed to have enough of an impact nationally for inclusion in the NSRA.

The District has a responsibility to support emergencies that have an impact on their residents, even on a small scale. It is important that any local or site-specific risks are shared between the District and County Council.

## 1.7 Business Continuity Management

Business continuity is an important aspect of planning for any organisation, for a Local Authority these arrangements ensure greater resilience, the capability to manage emergencies and the ability to continue providing key services to members of the public. An emergency is likely to impact on the council's ability to deliver its normal services, as a result Silver/ Gold will need to assess the impact on normal business and implement Business Continuity Management (BCM) plans where necessary.

## 1.8 Mutual Aid

A Mutual Aid protocol for the shared use of resources in an emergency has been agreed by all HIOW Local Authorities. This protocol is based on national guidance and is a "non-legally binding agreement". Those authorities wishing to request mutual aid can do so via their Chief Executive.

## 1.9 Data Privacy

In an emergency, Local Authorities are allowed to share information to support the response with multi-agency partners as outlined in the CCA 2004. It is important that following an emergency any sensitive data (e.g., person identifiable data) should be destroyed. In addition to this, personal data from staff nominated in an emergency planning role, such as contact information, is covered by the following data privacy notice:

*"Hampshire County Council/Your employer collects information about you for in order to contact you for support in an emergency response. We will use the information for contacting you to staff the ECC or assist in a response for which your telephone number will be used. The legal basis for our use of this information is to respond under the Civil contingences act (2004). Your employer will share the contact information with HCC, so the Duty Officer can make contact if required. We will keep your personal information for a year, where it will be updated as required. You have some legal rights in respect of the personal information we collect from you. Please see our website*

*Data Protection page for further details. You can contact the County Council's Data Protection Officer at [data.protection@hants.gov.uk](mailto:data.protection@hants.gov.uk).*

## **1.10 Equalities Impact Assessment**

The Equality Act (2010), which replaces the race, disability and gender equality duties, was developed to harmonise the equality duties and to extend it across protected characteristics. In discharging duties under this Act, Local Authorities must have due regard of the following:

- Removing or minimising disadvantages suffered by people due to their protected characteristics;
- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people; and
- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

When setting-up the ECC, consideration should be given to whether an Equality Impact Assessment (EIA) is required. The EIA is designed to help ensure that policies, practices and events and decision-making processes are fair and do not present barriers to participation or disadvantage any protected groups from participation.

## Section 2.0 - Local Authority Roles and Responsibilities

A number of Council services may be called upon to support an emergency. These could be services provided by either the District Council, County Council or both. It is important for staff of both tiers of authority to have an awareness of the difference in services they provide in support of an emergency.

In cases where an emergency involves more than one District, and the emergency is of a sufficient scale, consideration will need to be given to the co-ordination of resources supporting operational, tactical and strategic management. Discussions between the respective authorities involved should take place at the earliest opportunity.

The tasks undertaken by local authorities in support of an emergency response will depend on the characteristics and nature of the emergency. They may include, but are not limited to, those outlined in Table 1 below (note – not all services operate 24/7).

Table 1. County Council vs District Council Responsibilities in an Emergency

<b>Hampshire County Council</b>	<b>District Council</b>
Emergency Planning - advice and guidance	Emergency Control Centre
Housing (short-term) <ul style="list-style-type: none"> <li>Short-term sheltering via Prepared Rest Centres</li> </ul>	Housing (emergency homelessness) <ul style="list-style-type: none"> <li>Emergency accommodation for displaced members of the community</li> </ul>
Highways	Town Centre Management
Waste Management (disposal)	Waste Management (collection)
Public Health	Environmental Health
Flood and Water Management	Land Drainage
Trading Standards	Building Control (structural safety services)
Countryside Services	Streetscene services
Social Care – including the identification of vulnerable people (Adults and Childrens)	

<b>Joint Responsibilities</b>
<p>The services listed here are the responsibility of both the County Council and District Council; each organisation is responsible for undertaking these activities in respect of their own organisation.</p> <ul style="list-style-type: none"> <li>• Communications</li> <li>• Business Continuity Management</li> <li>• Managing emergency finances</li> <li>• Provision of mutual aid</li> <li>• GIS Mapping</li> </ul>

## 2.1 District Council

This section looks at the wider role of the District Council, these roles may vary across each District and Borough however they include (but are not limited to), those outlined in Table 2, below.

Table 2. District Council Role

<b>Service/Department</b>	<b>Considerations/ Activities</b>
Chief Executive/ Deputy	<p>Ensure the following is in place:</p> <ul style="list-style-type: none"> <li>• Representation is provided from the District at the multi-agency command and control structure including the following:                             <ul style="list-style-type: none"> <li>○ Strategic Co-ordinating Group (SCG)</li> <li>○ Tactical Co-ordinating Group (TCG)</li> <li>○ Media Cell</li> <li>○ Recovery Co-ordinating Group (RCG)</li> <li>○ Partner Activation Teleconference (PAT)</li> <li>○ Scientific and Technical Advice Cell (STAC)</li> <li>○ Sub-cells (as required) e.g., Logistics</li> </ul> </li> <li>• Co-ordination of the District's resources during the response and recovery phases</li> <li>• Business Continuity Management (BCM) arrangements are implemented as required</li> <li>• Provision of Mutual Aid to other Council's (if required)</li> <li>• If Silver is unavailable/ not assigned, discuss with the District Link Officer the need for an Emergency Control Centre (see section 3)</li> </ul>
Legal Services	<ul style="list-style-type: none"> <li>• Ensure the provision of legal services in accordance with BCM arrangements</li> </ul>

<p>Finance</p>	<ul style="list-style-type: none"> <li>• Provide advice and guidance in relation to the financial impacts of the response to the Chief Executive/ Deputy</li> <li>• Ensure the provision of financial services in accordance with BCM arrangements</li> <li>• Establish financial controls as required</li> <li>• Collate financial expenditure resulting from the emergency</li> <li>• Liaise with Government representatives on the Bellwin Scheme</li> <li>• Prepare to co-ordinate the establishment of an appeal fund</li> <li>• Liaise with insurers and loss adjusters in the event of any claim</li> <li>• Administration of emergency funding schemes</li> </ul>
<p>Information Management and Technology</p>	<ul style="list-style-type: none"> <li>• Nominate a telecommunications and IT liaison officer if required</li> <li>• Provide support IT support to the Emergency Control Centre (ECC) as necessary</li> <li>• Where available, provide GIS support to the ECC</li> <li>• Ensure the provision of IT services in accordance with BCM arrangements Control co-ordinate and allocate existing IT resources</li> </ul>
<p>Environment, Environmental Protection and Health Protection Teams</p>	<ul style="list-style-type: none"> <li>• Provide personnel to advise and implement measures to protect life, property and the environment to the ECC and STAC (if required)</li> <li>• Continue to undertake enforcement under Acts/Regulations (Food and Environment) as required</li> <li>• Support communication messages to provide specialist advice and information to the public</li> <li>• Liaise with external agencies as necessary e.g. Department of Food and Rural Affairs (DEFRA), Environment Agency (EA), United Kingdom Health Security Agency (UKHSA)</li> <li>• Co-ordinate the council's involvement with animal diseases</li> <li>• Ensure the provision of environmental services in accordance with BCM arrangements</li> </ul>
<p>Strategic Housing and Landlord Services</p>	<ul style="list-style-type: none"> <li>• Provide emergency housing to individuals rendered homeless</li> <li>• Where required, provide longer term housing care and welfare support</li> </ul>



	<ul style="list-style-type: none"> <li>• Ensure the provision of housing services in accordance with BCM arrangements</li> </ul>
Building Control	<ul style="list-style-type: none"> <li>• Co-ordinate and control operations to secure, demolish or repair damaged buildings</li> <li>• Provide advice on the safety of buildings for rescue operations</li> <li>• Secure the services of private contractors as necessary</li> <li>• On-site incident management of site clearance operations in the event of a major emergency</li> <li>• Ensure the provision of building control services in accordance with BCM arrangements</li> </ul>
Communications	<ul style="list-style-type: none"> <li>• Coordinate the Council's Media response to an emergency</li> <li>• Identify a Council spokesperson</li> <li>• Liaise with wider Local Authority Communication leads</li> <li>• Provide a representative to the Media Cell (if activated)</li> <li>• Ensure the provision of communication services in accordance with BCM arrangements</li> </ul>
Customer Service Centre	<ul style="list-style-type: none"> <li>• Respond to customer enquiries and provide support, advice and guidance in accordance with the response</li> <li>• Liaise with the ECC to share key messages/ information as required</li> <li>• Ensure the provision of customer services in accordance with BCM arrangements</li> </ul>

## 2.2 County Council

Table 3 below summarises the key activities of County Council Services that may be involved in an emergency response.

Table 3. County Council Role

Directorate/ Service	Key Role
Emergency Planning and Resilience Team	<ul style="list-style-type: none"> <li>• Provide a 24-hour Duty Officer who is available to act as the first point of contact for any emergency callout required</li> <li>• Notify the relevant District Council(s) of an emergency either within or impacting on the District</li> <li>• Produce and maintain emergency plans in accordance with relevant legislation, all of which can be found on Resilience Direct</li> </ul>

	<ul style="list-style-type: none"> <li>• Provide representation on behalf of the District at multi-agency meetings if required</li> <li>• Activate volunteers through the Major Incident Support Team (MIST)</li> </ul>
Corporate Services	<ul style="list-style-type: none"> <li>• Legal Services</li> <li>• Information Governance</li> <li>• Warning and Informing</li> <li>• Councillor Communications</li> <li>• HR advice/support</li> <li>• IT support</li> <li>• Finance / Financial recording</li> </ul>
Adults' Health and Care including Public Health	<ul style="list-style-type: none"> <li>• Identification of vulnerable adults</li> <li>• Provision of social workers to support Prepared Rest Centres (PRCs) via the Major Incident Support Team (MIST)</li> <li>• Community discharge from hospital settings</li> <li>• Welfare assistance as necessary</li> <li>• Long-term service user needs</li> <li>• Public Health advice</li> </ul>
Children's Services	<ul style="list-style-type: none"> <li>• Identification of vulnerable children</li> <li>• Personnel to support PRCs</li> <li>• Support education staff</li> <li>• School closure information</li> </ul>
Universal Services	<ul style="list-style-type: none"> <li>• Advise on issues associated with rights of way</li> <li>• Provide information and advice on farms and business premises situated in Hampshire</li> <li>• Advise on the storage of liquid and solid fuel and explosives</li> <li>• In relation to animal health, make plans for the response to an outbreak of animal disease</li> <li>• Co-ordinate the County response to emergencies concerning the contamination of food with reference to the Food &amp; Environmental Protection Act (1985)</li> <li>• Advise on County Council properties that could be used in the emergency</li> <li>• Provide maps and other geographical information required to support the emergency response</li> <li>• Assist with demolitions and excavations, including drainage</li> <li>• Dispose of oil and chemical waste in the event of a coastal pollution emergency</li> <li>• Manage the HCC recycling facilities across the County</li> </ul>

	<ul style="list-style-type: none"> <li>• Section 19 investigations</li> </ul>
Highways (as part of Universal Services)	<ul style="list-style-type: none"> <li>• Maintain the highways across the county, including gritting in icy weather, and clearance of obstructions</li> <li>• Assist the Police in setting up traffic diversions including signage, road closures</li> <li>• Provide advice and information on highways, drainage and bridges, and surveying and structural matters</li> </ul>

## 2.3 The Role of Councillors

Councillors are elected to represent people in a defined geographical area for a fixed term. Councillors have to balance the needs and interests of residents, voters, political parties and the Council. The role of a Councillor includes representing their ward, decision making, policy and strategy review and development, overview and scrutiny, regulatory duties and community leadership and engagement. The role Councillors in response and recovery is outlined in table 3 below.

Table 3. Role of Councillors

<b>Response: As Community Representatives</b>	<b>Recovery: As Community Leaders</b>
Consider initiating dialogue with Councillors in other Councils and MPs	Represent the Council and community in VIP visits and ensure they are sensitive to the 'mood' of the community
Identify the needs of individuals and wider community and feed these into appropriate response or recovery structures via Council Officers	Be 'present' and visible as the trusted local face of the Council
Establish communication links with political executive (Leader or designated Cabinet member)	Become a conduit for the flow of reliable information
Avoid involvement in operational response	Sign-post members of the public and businesses to support available
Keep records of your experience; scrutiny comes later	Provide support and encouragement to Officer colleagues

## **Section 3.0 – Emergency Control Centre (ECC)**

### **3.1 Introduction**

The ECC is a facility that is set-up for key people within the District Council to convene and respond to an incident or emergency. It is important to note that an ECC is scalable and flexible; the type of ECC, its set-up and structure will depend on the number of individuals involved as well as the size, nature and severity of the incident or emergency.

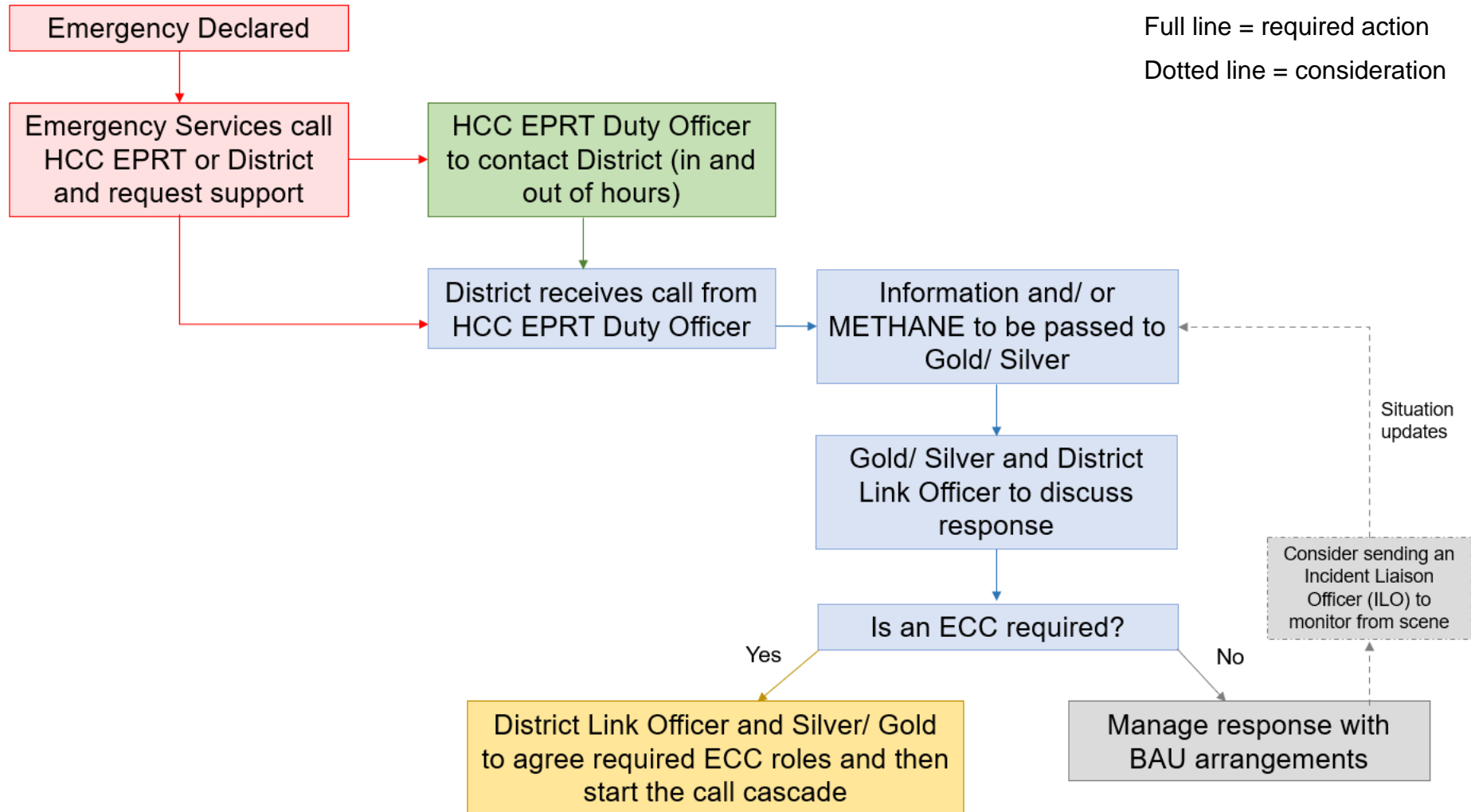
District staff operating within the ECC will be assigned a set role and will work collaboratively with other members of the ECC, internal services, and external partners to coordinate the District Council's response to the incident or emergency.

The Havant Borough Council Emergency Response Plan Handbook A – Emergency Control Centre provides guidance, resources and templates to support the set-up and running of an ECC.

### **3.2 Triggers, Activation and Notification**

The District Council may be alerted to an incident or emergency and be requested to support the response; please see Figure 3 below for a Notification Flow Chart. When a multi-agency response is required, Category 1 responders may be notified via Everbridge; the HIOW LRF mass notification system. As part of the County Council's Emergency Planning and Resilience Team (EPRT) procedures, contact will be made directly with the District, either by telephone or email, to ensure they have received the notification and subsequent command and control arrangement details.

Figure 3. Notification Flow Chart



The decision to stand up the ECC will be taken by the District. It is recommended that this is discussed between the District Link Officer and Gold (or Silver in their absence) and with guidance (if required) from the County Council's EPRT. When considering whether an ECC is required, please consider the below triggers:

- Pre-identified procedures such as flood warnings or activation of specific plans such as Control of Major Accident Hazards (COMAH) sites
- Volume of calls coming into the Customer Service Centre (e.g., request for sandbags)
- The emergency requires coordination of a number of departments within the District Council

If it is agreed that an ECC is required, Silver and/ or Gold and the District Link Officer should consider which roles are required and the type of ECC that will be set-up. To support with this, please refer to sections 3.3 and 3.4 below as well as the Emergency Control Centre Handbook A for guidance, resources and templates for setting up an ECC.

### **3.3 ECC Options**

There are three ways in which an ECC can be set-up:

- Classic ECC – paper and co-located
- Modern ECC – technology and co-located
- Virtual ECC – technology and not co-located

Some emergencies may cause disruption to the way in which the Local Authority operates; the response to the COVID-19 pandemic showed how disruptive an event could be on organisations and society as a whole. The timing, extent and severity of disruptive events is unknown however it is important to be prepared for the possibility of responding to an emergency in a different way. Sections 3.3.1 to 3.3.3 below provide an overview of each of the ECC options.

### **3.3.1 Classic ECC**

A 'Classic' ECC will take place physically in a pre-designated, co-located room and will utilise paper-based systems. Although this type of ECC can be used for any incident or emergency, it will be predominantly used when technology is not available, for example during a power loss or cyber-attack incident.

### **3.3.2 Modern ECC**

A 'Modern' ECC operates out of a physical pre-designated location utilising technology. This type of ECC can be used for any incident or emergency.

### **3.3.3 Virtual ECC**

A 'Virtual' ECC is an ECC that utilises technology and is not co-located. This type of ECC can be used for any incident or emergency but specifically for emergencies that hamper staff access to the physical ECC or during an out of hours response where staff are away from the office or at home. Please note that in a 'Virtual' ECC, the role of the Plotter will not be required<sup>3</sup>.

The Havant Borough Council Emergency Response Plan Handbook A – Emergency Control Centre provides guidance on how to operate an ECC in each of the three ways outlined above.

## **3.4 ECC Roles**

A summary of the ECC roles can be found in sections 3.4.1 to 3.4.3 (including Table 4), for the full role cards please see Havant Borough Council Emergency Response Plan Handbook A – Emergency Control Centre

### **3.4.1 Gold**

The **Gold** level of response is made up of senior personnel able to strategically manage the incident or emergency on behalf of the council. They could be based at

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<sup>3</sup> The role of the Plotter is redundant in a 'Virtual' ECC as the information will 'plot' itself via MS Planner

the multi-agency Strategic Co-ordination Centre (SCC) if activated, at council offices or virtually if co-location is not required or possible. The strategic lead for the Local Authority (Gold) will delegate the tactical co-ordination of the emergency to a senior manager (Silver).

The role of Gold, either via a team or an Officer, is to:

- Formulate the council's strategic response
- Plan for the Recovery Phase if needed
- Oversee Business Continuity arrangements to maintain critical and where appropriate normal council services
- Ensure financial procedures are implemented in relation to the emergency
- Manage Communications to members

Please refer to the Havant Borough Council Emergency Response Plan Handbook B – Gold Commander for an action card.

### **3.4.2 Silver**

The **Silver** level is made up of specialist personnel from the Council and/or other responding agencies who can provide expert advice in managing and resourcing the emergency response. Silver plan the operational response and assist, inform and advise Gold on the operational response and resources required.

The role of Silver, either via a team or a lead Officer, is to:

- Implement any strategic policy or directive set by Gold
- Manage and oversee the operational response
- Determine priorities in allocating resources
- Obtain further resources as required
- Plan and co-ordinate when tasks will be undertaken
- Assess prevailing risks/threats and implement appropriate risk reduction measures
- Manage Business Continuity arrangements to maintain critical and were appropriate normal council services



Please refer to the Havant Borough Council Emergency Response Plan Handbook C – Silver Commander for an action card and for a Silver checklist of considerations when an ECC is being set-up.

### 3.4.3 ECC Core Roles

Table 4. ECC Roles

<p><b>District Link Officer</b></p>	<p>The Link Officer is responsible for administering the call-out of the required resources. They will initiate call-out either personally or through another facility such as a call-centre. The Link Officer may be required to contact the key holder to open the ECC out of hours. The Link Officer should be in regular contact with the County Council EPRT; if this is not possible then a Facilitator should be assigned this role.</p>
<p><b>ECC Manager/ Deputy Manager</b></p>	<p>The ECC Manager/ Deputy Manager is responsible for the effective management and deployment of the Local Authority resources, essential to the smooth running of the ECC.</p> <p>It is important that the flow of communication is agreed and maintained between the ECC and Silver (and/or Gold).</p> <p>The ECC Manager/ Deputy Manager will be required to manage the function of the room and ensure that all required roles are fulfilled (in liaison with the District Link Officer). As well as managing the function of the room, the ECC Manager/ Deputy Manager will need to monitor the welfare of the staff in the ECC, including deployed staff such as Incident liaison Officers (ILOs).</p> <p>To support the ECC Manager/ Deputy Manager, a considerations list is available in the Havant Borough Council Emergency Response Plan Handbook A – Emergency Control Centre.</p>

<b>ECC Facilitator</b>	<p>The ECC Facilitators are responsible for managing specific themes of the response. There can be as many Facilitators as the ECC Manager/ Deputy Manager requires, please refer to section 3.4.4 (below) for suggested themes. It should be noted that if the District Link Officer is unable to maintain contact with the County Council EPRT then a Facilitator may be assigned to do this.</p>
<b>Incident Liaison Officer (ILO)</b>	<p>ILOs can be deployed to the multi-agency incident command/control point near to the emergency, at rest centres or any other location that may require local authority resources, assistance or information.</p> <p>Further information around the health and safety of those deployed to the scene can be found in Section 4 of this document.</p>
<b>Call Operator</b>	<p>Call Operators are responsible for dealing with all incoming calls into the ECC. Calls received could be from multiple sources such as customer services, ILOs or partner agencies. Call Operators should log all calls on the message pads contained within the ECC documentation.</p> <p>Call Operator Guidance is available in the Havant Borough Council Emergency Response Plan Handbook A – Emergency Control Centre.</p>
<b>Plotter</b>	<p>Plotters maintain the information boards displayed around the ECC room, such as maps, Information Board and Action State Board. The plotters must work closely with the ECC Manager, Deputy Manager, Loggists and Facilitators to determine key information. <i>Please note that the Plotter will not be required in a 'Virtual' ECC.</i></p>

	Templates of the action state boards are available in Havant Borough Council Emergency Response Plan Handbook A – Emergency Control Centre.
<b>Loggist</b>	<p>Loggists will maintain a running log of the key decisions made by a decision maker, including when a decision was made and the rationale behind the decision. There should be two to three Loggists as a minimum; one for the ECC Manager/ Deputy Manager, one for Silver and one for Gold.</p> <p>In some cases, a decision maker may have to write and maintain their own log, however, an available Loggist can be assigned to log for a decision maker. An action card for the Loggist is available in the Havant Borough Council Emergency Response Plan Handbook A – Emergency Control Centre.</p>
<b>Resilience Direct Officer</b>	The Resilience Direct (RD) Officer is responsible for monitoring and sharing relevant information from the HLOW LRF RD page(s) with the ECC.

Suggested membership and contact information for Gold and Silver groups is available in the Havant Borough Council Emergency Response Plan Handbook A – Emergency Control Centre, Appendix 3 along with ECC Roles and associated contact information.

### 3.4.4 Facilitator Themes

It is the responsibility of the Silver Commander working with the ECC Manager to designate the roles of the ECC Facilitators. It is the role of the facilitator to coordinate the work related to that theme. If required a Facilitator can be responsible for multiple themes depending on number of available facilitators and the nature of the emergency. Prior to allocating a theme to a facilitator consideration should be given to their expertise and role/ remit.

A list of potential themes and Facilitator roles are outlined below along with some possible aspects of that role. Please be aware that this list is not exhaustive and which themes are required will depend on the nature of the emergency.

- **Welfare** – in support of the ECC Manager/ ECC Deputy Manager this theme could focus on the immediate needs of staff in the room and those deployed
- **Finance** – keeping track of costs and expenditure as well as liaising with relevant departments
- **IT** – focus on the supporting the ECC to function and run smoothly and ensure the District critical functions that rely on IT continue to operate
- **GIS** – provide mapping support to the District, in conjunction with the Multi-Agency Information Cell (MAIC)
- **Environmental Health** – provide expert advice to the District on environmental health issues and, where required, support multi-agency command and control structures including the STAC
- **Housing** – provide emergency housing to residents displaced by the emergency alongside the County Council's EPRT
- **Building Control** – provide advice on the safety of buildings in support of rescue operations, where appropriate
- **Communications** – focus on the coordination and release of critical messages for the public as well as District staff
- **Recovery** – focus on the coordination and implementation of all recovery related tasks and agencies
- **Voluntary Agencies/ Community Resilience** – focus on coordination and activation of community resilience plan holders and voluntary organisations and their resources within the District boundary and in conjunction with the County Council EPRT and wider multi-agency response
- **Mutual Aid** – focus on the coordination and implementation of mutual aid resources called in from neighbouring Authorities
- **Radio Operators** – as required and depending on uptake of use in each organisation.

### **3.5 Decision Making in the ECC**

Due to the fast-paced nature of emergencies, decisions need to be made in a timely manner and based on the information available at the time. Decisions should be taken at the lowest appropriate level, with co-ordination at the highest necessary level. This approach is outlined in the CCA (2004) as Subsidiarity. At the start of the response, the parameters for decision making should be discussed between Gold, Silver and the ECC Manager who will then filter outcomes to ECC staff. Decision makers should use tools such as the JDM, (refer to section 1.5.2 of this document) and Figure 4 below (from JESIP<sup>4</sup>) to support their conclusions. Decision makers should also ensure that all decisions are logged appropriately and note that the level of subsidiarity for decision making may vary depending on the nature of the emergency.

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<sup>4</sup> [Decision Controls OCT2021.jpg \(864x1000\) \(jesip.org.uk\)](#)

Figure 4. Decision Making Tool (JESIP)



There are several roles in an ECC that have the authority to undertake different levels of decision-making. The levels of decision-making and the respective roles differ across District Councils; therefore the below information is a guide.

- **Gold** - Overall control of the Gold level of response, expenditure, resources on a much greater scale if the incident or emergency were to escalate.
- **Silver** – Overall control of the silver level of response, expenditure, resources.
- **ECC Manager/ Deputy** – Control of the room, responsible for staffing and welfare. The Silver Commander can delegate authority if required.
- **Facilitators** – Co-ordination of the response to a specific theme, assigning resources available from specific District services and exploring where additional resources can be obtained

### 3.6 Logging in the ECC

Key decisions **must** be recorded to include the rationale for making the decision. A personal log may be maintained by all staff involved with decision making and deployments if required.

It is important that accurate records are kept throughout the period of the response and recovery. Accurate records will:

- Serve as a true record of events
- Act as personal aide-memoire
- Assist decision making
- Facilitate handovers of responsibility
- Provide a health and safety record of personnel
- Help with advice, warning and informing
- Aid in the compilation of post operational reports and cost capture
- Be available for both debriefs and subsequent inquiries

All requests for assistance and information received within the ECC should be accurately recorded by the Plotter, and any decisions taken should be recorded by the Loggist or responsible decision maker. All meetings of Gold/ Silver and other groups that may be established **must** be properly recorded.

### **3.6.1 Document retention**

All documents and records produced during an emergency should be stored indefinitely, as a public inquiry may take place many years after an incident or emergency where decision makers would be required to account for actions and justify decisions taken. Electronic records should be printed, dated and stored securely by the District.

## **3.7 Financial Costs**

Responding to an emergency will inevitably entail expenditure over and above normal budgets. It is therefore crucial that all expenditure associated with the response to emergencies is clearly identified and recorded. To achieve this, it is important that the Head of Finance is notified at an early stage to establish a dedicated cost centre and financial controls. It may be appropriate for the Head of Finance to form part of the Gold Team.



## Section 4.0 – Health and Safety

### 4.1 Risk Management

Risk assessments form the foundation and basis of all deployments of resources and operations at every level. The health and safety of all persons committed to working at scenes of emergencies, in the ECC, at PRC(s) and other emergency locations is of paramount importance. The basic principles of health and safety must be observed, and all personnel must be properly briefed on all hazards and risks associated with their roles and the actions necessary to reduce those risks.

District Council employees, acting as ILOs, should always wear identifiable high visibility clothing and appropriate Personal Protective Equipment (PPE) when undertaking duties at the scene of an emergency. A dynamic risk assessment should be carried out by the ILO on arrival at the scene. For more information, please see the ILO Incident Logbook, provided to all responding ILOs.

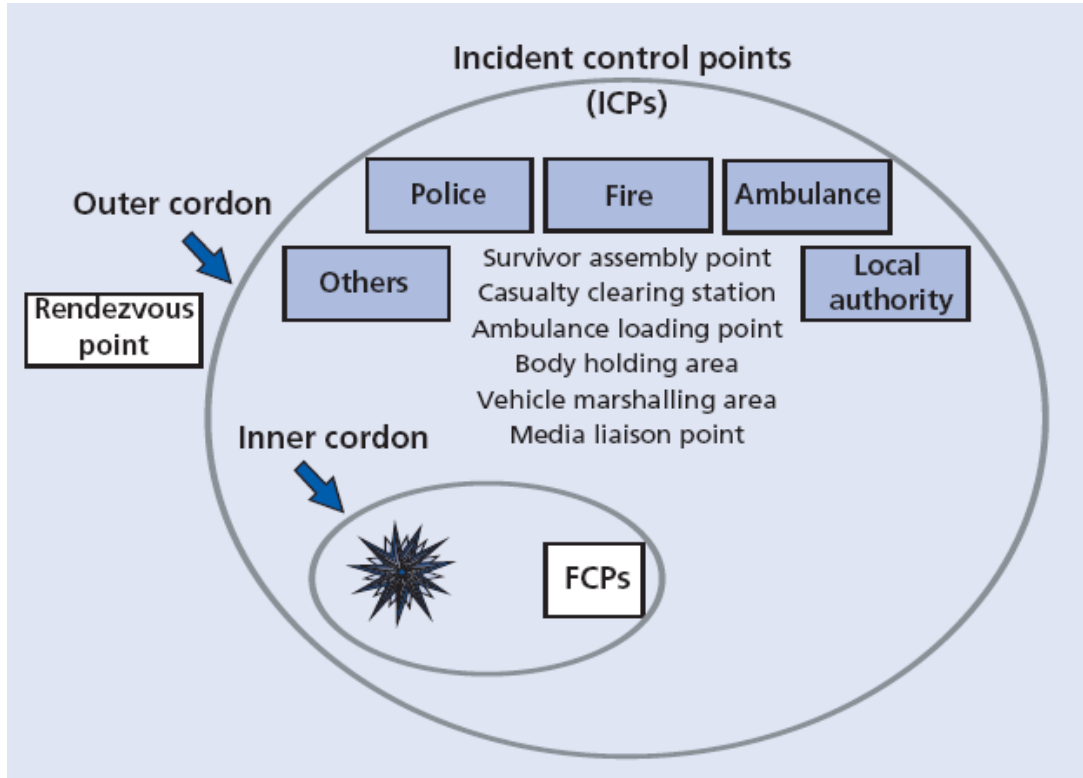
### 4.2 On and Off-Site Management

#### 4.2.1 Incident Scene

- At the scene of an incident/emergency, responding agencies will implement a cordon to restrict access (see Figure 5 below).
- Inner cordons are seen as high-risk areas and access is strictly controlled. These areas will be clearly marked off e.g., with red, and white striped tape for Hampshire and Isle of Wight Fire and Rescue Service or blue and white striped tape for Hampshire and Isle of Wight Constabulary.
- Before entering any cordons, permission must be obtained from the lead agency in attendance, safety concerns should be identified, safe working practices employed, and correct PPE used.
- All persons entering cordons will be briefed on the primary hazards, the recognised risks to personnel, the control measures in force and any evacuation arrangements.

- If not fully satisfied with the level of protection afforded to the person seeking entry, that person will not be admitted to the inner cordon.

Figure 5. On-Scene Management



#### 4.2.2. Prepared Rest Centres (PRC)

- In a PRC, HCC staff will take the lead in the running of the centre, with support from District Officers i.e. Housing Officers.
- Upon arrival, the PRC Manager will undertake a site risk assessment alongside the building manager.
- All persons entering a PRC must recognise any hazards, risks to personnel and any evacuation arrangements.
- Staff should liaise with the Building Manager to understand any risks or requirements as building users.
- Users of a PRC may be very vulnerable, if there are any safeguarding or safety concerns these should be escalated to the Rest Centre Manager.

- A map of all PRCs across Hampshire Districts is accessible via the following link: [https://www.google.com/maps/d/edit?mid=1Bc\\_bIBTjGAfof6p2\\_0E8-9lvZOPIB4U&ll=51.05144075067865%2C-1.2729126999999973&z=10](https://www.google.com/maps/d/edit?mid=1Bc_bIBTjGAfof6p2_0E8-9lvZOPIB4U&ll=51.05144075067865%2C-1.2729126999999973&z=10).

#### **4.2.3 Emergency Control Centre (ECC)**

- In an ECC, the ECC Manager will lead on setting up the ECC, managing staff welfare and take lead in the running of the room.
- All persons entering an ECC must recognise any hazards, risks to personnel and any evacuation arrangements.
- The ECC should also take into account any lone or site workers such as those in the PRC or an ILO, and keep in regular contact.

## Section 5.0 – Warning & Informing

### 5.1 External Communications

Under the CCA (2004), the Local Authority has a duty to communicate with the public during an emergency; good public communication is vital to the successful handling of an emergency.

The media, e.g. Radio and TV, remain the primary means of communication (publishing key messages) with the public in an emergency situation. However, messaging, and public communications will also be published on Social Media by the impacted organisations. Organisations should be aware that Social Media may have high levels of activity.

A communication strategy should be based on the following principles:

- **Keep it simple** – Information should be clear, brief and memorable.
- **Explain** – Why it is in their interests to follow advice.
- **Be Specific** – Individuals need to know what to do, when to do it and where to go.
- **Reassure** – Avoid using overly alarming language.
- **Direct contact** – If from a trusted source will be more persuasive. Use multiple sources, including community leaders, to reinforce messages.
- **Repeat** – Key messages frequently.
- **Use a wide range of information mechanisms** – Media, leaflets, door to door, websites, social media, and community groups.
- **Language** – Keep it simple and consider non English speakers

- **Vulnerable people** – Should receive the earliest possible warnings and instructions.

In the event of an emergency, inter-agency communications will be in accordance with standard operating procedures within and between services and agencies.

In an emergency, the District may be required to nominate a ‘talking head’ to be the public facing communications lead; those individuals that may be requested to undertake this role should receive training in advance.

HIOW LRF have a Warning and Informing Plan which aims to provide a coordinated multi-agency communications response to meet the requirements of warning and informing the public in response to, and recovery from, a major incident or emergency within Hampshire and the Isle of Wight. The HIOW LRF Warning and Informing Plan can be found on the [HIOWLRF ResilienceDirect page](#).

## 5.2 Internal Communications

In an emergency it is important to ensure that there are clear and established routes for communicating with staff and, if required, contractors. The method of communication may depend on the nature of the emergency. It is important to have the District Communications Team represented in the ECC as a Facilitator to ensure consistent communications are issued to the public and to staff.

Communication with Councillors and Elected Members should be considered early on in the response, specifically the format and route of communication. During the COVID-19 pandemic a successful route to communicate new and updated information was via Elected Member briefings.

## Section 6.0 - Recovery

Recovery is defined as the process of rebuilding, restoring and rehabilitating the community following an emergency. The recovery phase begins at the earliest opportunity following the onset of an emergency, running in tandem with the response to the emergency itself.

A Local Authority will be required to coordinate the multi-agency recovery process following any major emergency, and chair the Recovery Coordinating Group (RCG), working closely with other local and regional partners via the HIOW LRF. A number of Recovery Working Groups may also be stood up, which may require appropriate representation from the District Council and County Council.

The HIOW LRF Community Recovery Plan provides a generic structure for the recovery process. Recovery guidance for specific emergencies can be found under [Supporting Documentation Page](#) on ResilienceDirect and in Emergency Response Plans such as the HIOW LRF Multi Agency Flood Plan.

Key short-term and long-term considerations for the Local Authority during the recovery phase are listed below. It is important to note that recovery considerations will differ depending on the impact of the emergency.

Short-term considerations:

- Welfare
- Book of Condolence
- Physical and Financial Donations (including Cash donations)
- Security
- Spontaneous Volunteers
- Business Continuity
- Communications
- Clean up of the environment

Long-term considerations:

- Staff welfare/recognition
- Business Continuity
- Community support
- Audits/ Investigation/ Public Inquiry
- Memorials
- Recovery of businesses
- Recovery of tourism
- Communications
- Recovery of infrastructure

## **Section 7.0 – Stand Down**

The decision to stand down the response will be taken by Gold for the District response. There are two key areas to consider when standing down, these are shown in sections 7.1 to 7.3 below.

### **7.1 Debriefing**

Post incident debriefing following an incident is an essential function for two reasons:

1. To gather feedback from relevant staff members on the bronze, silver and gold response; this will assist with the post-incident review process and allow lessons to be identified.
2. To enable individuals to discuss their personal involvement and for managers to identify if further support is required.

Depending on the length of an incident, interim debriefs can be undertaken at agreed timescales throughout the response.

### **7.2 Lessons Identified**

As part of the debriefing process a post incident report will be produced reflecting on events and actions taken throughout the response and recovery phases of an emergency as well as any lessons identified.

It is important for the District to turn the lessons identified into lessons learnt by updating (or implementing) policies, procedures, guidance and plans to mitigate against the same lesson being identified in the future. Districts should agree a process for capturing and reviewing lessons ensuring sufficient oversight at the most appropriate level.



### **7.3 Public Inquiry**

Public inquiries play a prominent part in public life, when a major accident or disaster occurs calls are often made for “a public inquiry” to be held. Inquiries into matters of public concern can be used to establish the facts, to learn lessons so that mistakes are not repeated, to restore public confidence and to determine accountability. The District should be aware that they *may* be called to provide evidence in a public inquiry if they are involved in a response which has been called to a public inquiry.

## **Section 8.0 - Training and Exercising**

The CCA 2004 requires all emergency response and recovery plans to contain training and exercising schedules. The legislation requires the provision of training for all staff who would support emergencies to be included in plans. The training should extend beyond those employed by the responder and include contractors and any other relevant organisations, including voluntary ones, that might be used to support the plan.

The District is responsible for ensuring that appropriate training is carried out in accordance with this plan, with support from the County Council under the agreed SLA.

### **8.1 Intent to Train**

Under the SLA, the HCC EPRT in consultation with the District, produce a training schedule to ensure that all relevant members of the Authority involved in the response to an emergency receive adequate training for their identified role and responsibilities.

Training is carried out to a set of mutually agreed aim and objectives. Records of training delivered by HCC EPRT will be maintained by the individual the District and the HCC EPRT.

### **8.2 Training Competencies**

District training will be aligned to the relevant National Occupational Standards for Civil Contingencies to ensure that appropriate performance criteria, knowledge and understanding, skills and behaviours are covered in each training package. This is detailed in the individual training session plans and the District Training Syllabus.

It is the responsibility of the District to identify suitable individuals for each role based on their skills and expertise and ensure that the individuals attend the relevant training as required.

### **8.3 Annual Training Schedule**

A training schedule is in place to support the District Emergency Response Plan and is designed to ensure that Districts can respond effectively to an emergency. A training syllabus, which includes further information on each module, is available from HCC EPRT. Please see the modules that are on offer below:

- Elected Members Briefing
- Gold, Silver and ECC Manager Training
- Introduction to Emergency Planning
- Emergency Control Centre (ECC) Training
- Incident Liaison Officer (ILO) Training
- Housing Officer Training
- Loggist Training
- ResilienceDirect Training
- Recovery Training

Opportunities to take part in Hampshire and Isle of Wight Local Resilience Forum (HIOW LRF) and other multi-agency training will arise throughout the year. The HCC EPRT and the District Emergency Planning Link Officer will work together to identify the relevant training sessions and individuals to take part in those.

### **8.4 Exercising**

Exercises are an integral part of emergency planning. It is a requirement under the CCA 2004 that a plan includes the provision of carrying out an exercise. Exercises provide an opportunity to test the effectiveness of the plan and for staff to practice their role in an emergency situation.

As per the SLA, HCC EPRT will plan and facilitate a District exercise every year. The HCC EPRT, in conjunction with the District Emergency Planning Link Officer, will produce a scenario of an emergency impacting the District that requires a coordinated response.

Opportunities to take part in HIOW LRF and other multi-agency exercises will arise throughout the year. The HCC EPRT and the District Emergency Planning Link Officer will work together to identify the relevant exercises and individuals to take part in those.

# Havant

## BOROUGH COUNCIL

Written and produced  
by the



Hampshire  
County Council

Emergency Planning and Resilience Team

[HCC Emergency Planning](#)