



Public Emergency Response Plan

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January 2018	1.0	Revision of response procedures	DW, MW
	2.0	Review following Covid 19 response	DW, MW

Equality and Diversity

Braintree District Council is committed to treating all members of the community with fairness and respect regardless of their ethnic background, gender, religion, disability, sexual orientation or their socio-economic background. This plan has been written as part of the Council's responsibilities to protect and assist the community in so far as is reasonable in any emergency circumstances. All steps have been taken to ensure that no member of the community shall be unfairly treated, discriminated against or disadvantaged as a result.

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Glossary

Abbreviation	Full Term
BDC	Braintree District Council
CCG	Clinical Commissioning Group
CCS	Civil Contingencies Secretariat
CERC	County Emergency Response Centre
COBRA	Cabinet Office Briefing Rooms
COMAH	Control of Major Accident Hazards
COPE	Combined Operating Procedures for Essex
CSTE	Crisis Support Team for Essex
EAC	Emergency Accommodation Centre
ECC	Essex County Council
ERF	Essex Resilience Forum
FCP	Forward Control Point
FDO	Facilities Duty Officer
HSE	Health and Safety Executive
LA	Local Authority
LRF	Local Resilience Forum
MACC	Military Aid to the Civil Community
RAYNET	Radio Amateurs Emergency Network
RC	Rest Centre
RCG	Recovery Co-ordinating Group
RVS	Royal Voluntary Service
SCG	Strategic Coordination Group
STAC	Scientific and Technical Advisory Cell

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Section 1.1

Purpose

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1.1.1 Background

This Emergency Response Plan sets out Braintree District Council's (The Council or BDC) responsibilities under the Civil Contingencies Act (CCA) 2004 as a Category 1 responder, to plan for and respond to major emergencies.

Part 1 of the CCA 2004 places a legal obligation upon emergency services and local authorities (classed as "Category 1 responders") to assess the risk of, plan and exercise for emergencies, as well as undertaking Business Continuity Management. A full list of duties can be found in Section 1.2.1

Volunteers and staff will be trained for their specific roles which will enable the Council to conduct an effective and coordinated response. Council roles and responsibilities are specified in Section 1.2.2

The Civil Contingencies Secretariat (CCS) defines an emergency as:

- *an event or situation which threatens serious damage to human welfare*
- *an event or situation which threatens serious damage to the environment*
- *war or terrorism, which threatens serious damage to national security*

An emergency will have noticeable effects on a large number of people and may carry potential risk to life, property and/or environment. The incident will have effects across a number of areas and will **require a response beyond the everyday resources** of the emergency services and partner organisations that support them.

It is not usually possible to predict either the occurrence of an emergency or its nature as it can take many forms including:

- Severe weather
- Pandemics
- Industrial accidents
- Transport accidents
- Technological
- Terrorism
- Power failures

It can happen very suddenly, for example, a train crash, or have a more gradual onset, for example flooding following a period of heavy or prolonged rain. It may be from a natural cause (a hazard) or 'man-made' (a threat).

With the increased threat of terrorism, the Government has tasked agencies to adopt the CONTEST strategy. Specific locations have been targeted for special risk assessments and training (i.e. shopping centres). Within the Council the responsibility of implementing the CONTEST Strategy lies with the Community Safety team. The Council has no responsibility to create specific response plans for

terrorist related incidents, but will support Essex Police and other emergency services as required using this plan.

1.1.2 Aim and Objectives

Aim

To identify procedures and organisation necessary to allow the Council to co-ordinate and provide Braintree District Council services and resources during an emergency.

Objectives

To achieve this aim, the following objectives must be met:

- Ensure the Council complies with its statutory obligations for Emergency Planning under legislation such as the Civil Contingencies Act 2004 (detailed below), Flood and Water Management and the EU Water Framework Directive
- Maintain an awareness of Council roles and responsibilities
- Outline management arrangements and structures
- Understand partner agency roles, responsibilities and capabilities
- Identify partnership links and refer to partner plans where required
- Ensure that staff within the authority are aware of their role during a major incident
- Identify and collaborate with senior level staff in other agencies (Planning Assurance Group, Chief Executives Association etc.)
- Identify supporting plans and links with this document
- Outline initial recovery considerations during the response phase

Duties as a Category 1 responder

The 7 duties of Category 1 Responders are to:

- **Assess the risk** of emergencies occurring and use information to inform training and response plans / action
- Put in place **emergency plans**
- Put in place **business continuity management** arrangements
- Put in place arrangements to make information available to the public on **warn and inform the public** before, during and after an incident
- **Share information** with other local Category 1 and 2 Responders to enhance coordination of response
- **Co-operate** with other local Category 1 and 2 Responders to enhance co-ordination and efficiency
- Provide **advice and assistance** to local businesses and **voluntary** organisations to develop **business continuity management plans** (local authorities only)

1.1.3 Policy Statement

The Civil Contingencies Act (CCA) 2004 established a statutory framework for civil protection at a local level. The Planning and Preparedness Guidance was revised in 2013, with the Emergency Response and Recovery Guidance reviewed in October 2014. The Emergency Plan is informed by this legislation and a review will be conducted every 2 years or after a major incident where this plan is activated.

Braintree District Council fully recognises its responsibilities as a Category 1 responder including its duties to prepare for and respond to major emergencies and, in accordance with its policies, will endeavour to protect residents, property and the environment. The Council will also support Essex Resilience Forum (ERF) partners in their response during times of emergency if requested.

The Emergency Planning team is responsible for facilitating the provision of training to staff responding to a major incident. It is important that identified staff and emergency volunteers take part in training and are aware of their roles in supporting an effective response to a major incident.

The Emergency Response Plan and supporting plans provide a clear framework for Braintree District Council to respond to an emergency. Supporting specific plans are listed at Section 6.1

1.1.4 Partnership Working

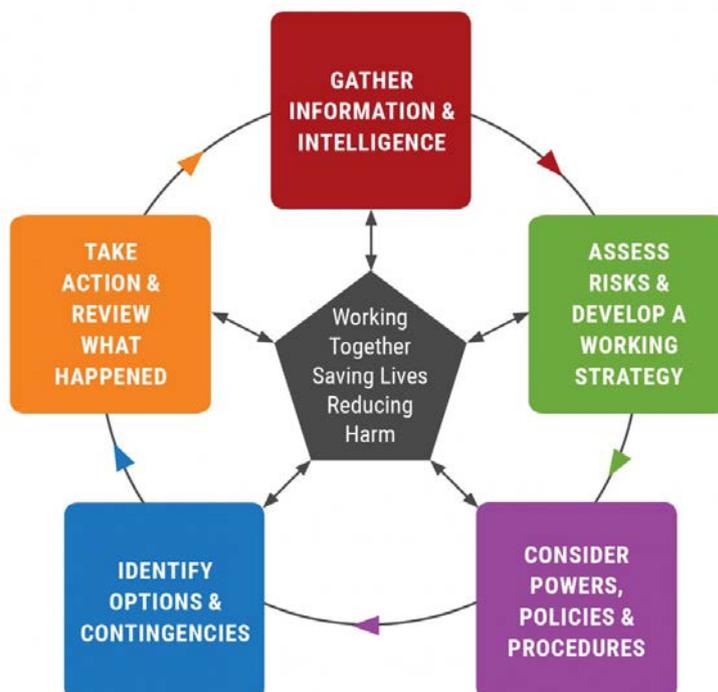
The CCA 2004 also places a responsibility on the emergency services and supporting agencies to meet regularly under the as a Local Resilience Forum (LRF).

The Council is a member of the Essex Resilience Forum, which is made up of Essex local authorities and partner organisations (the emergency services, Environment Agency, Met Office, NHS Mid-Essex CCG, utility providers, voluntary agencies). The Forum provides opportunities to discuss best practice, share experiences and establish a clear understanding of partner resources. Authorities within the ERF have a Memorandum of Understanding (MOU) to enable them to share resources and expertise during an emergency. The ERF produces the Community Risk Register which assesses the various risks affecting the County and BDC has adopted this register as the basis for its emergency planning.

Joint Interoperability Procedures

M	MAJOR INCIDENT
E	EXACT LOCATION
T	TYPE OF INCIDENT
H	HAZARDS
A	ACCESS
N	NUMBER OF CASUALTIES
E	EMERGENCY SERVICES

I	INFORMATION
I	INTENT
M	METHOD
A	ADMINISTRATION
R	RISK ASSESSMENT
C	COMMUNICATIONS
H	HUMANITARIAN ISSUES



Section 1.2

Roles and Responsibilities

*Informed by Combined Operating Procedures for Essex (COPE) –
December 2019*

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1.2.1 Key Responsibilities of the Council

In an emergency, the emergency services will look to local authorities to provide crucial support. The Council's role during a major incident are as follows:

- Alert partner agencies and local authorities
- Involve relevant internal departments in response
- Set up emergency control and coordination functions as required
- Deploy an Emergency Liaison Officer to represent the Council if requested
- Collect, collate and disseminate information (implementing action where required)
- Alert voluntary organisations for assistance as required (via ECC Duty Officer)
- Provide a Senior Officer to attend the Strategic Coordinating Group (SCG/Gold)
- Establish and staff Rest Centres including organise transport (via ECC Duty Officer)
- Arrange any emergency feeding
- Arrange temporary accommodation
- Facilitate the recovery process and support the wider community

The Council's primary role during the response phase will be identifying and staffing Rest Centres for evacuees. It is also crucial that the Council considers recovery issues during the response phase which will help inform the first steps of the recovery plan activation.

In broad terms, the authority's role will encompass:

- Supporting Category 1 responders involved in the response
- Providing support and care for the community
- Maintaining the Authority's key services at an appropriate level through Business Continuity Management
- Considering recovery issues throughout the response and implementing a recovery plan post-incident to assist the community in the return to normality

1.2.2 Overview of Specific Braintree District Council Roles

A number of staff volunteers have been trained in the various roles that are required to respond to an incident. The list below provides an overview of the roles required within the Council during times of emergency. Note: Not all roles are required for all emergencies or for the full duration of all emergencies.

Title	Membership	Role	Usual Location
Emergency Committee	Formed by the Leader – appointments are Leader appointments from the Council Membership.	A strategic body looking at decision making on matters that have a significant impact on communities or resources (financial or otherwise)	Causeway House or remotely
Response Commander	Chief Executive/ Nominated Corporate Director	Lead Officer for managing and coordinating the Council's response to an incident Chairs the Response Management Team	Emergency Operations Centre or remotely Multi-agency Strategic Command Group (where requested). May be held remotely.
Response Management Team	Corporate Directors 1) Finance 2) Environment, Community and Operations 3) Sustainable Development	Assist the Response Commander in formulating and implementing a strategic plan which will enable the Council to respond effectively to an incident	Emergency Operations Centre or remotely Multi-agency Strategic Command Group (where requested). May be held remotely.
Emergency Advisor	Sustainability Manager/ Head of Environment and Leisure	Provide emergency planning and response advice to the Response Management Team, ensuring that all processes are functional and followed	Emergency Operations Centre or remotely Emergency Communications Centre or remotely Rest Centre
Operational Response Advisors	Heads of Service Service Unit Managers	Provide subject matter expert knowledge to the Response Management Team for their respective services Implement actions identified by the Response Management Team	Emergency Operations Centre or remotely.
Decision Loggist	Trained Loggists	Records all strategic decisions taken with options and reasons for accepting or rejecting action	Emergency Operations Centre or remotely. Multi-agency Strategic Command Group (where requested) as above.

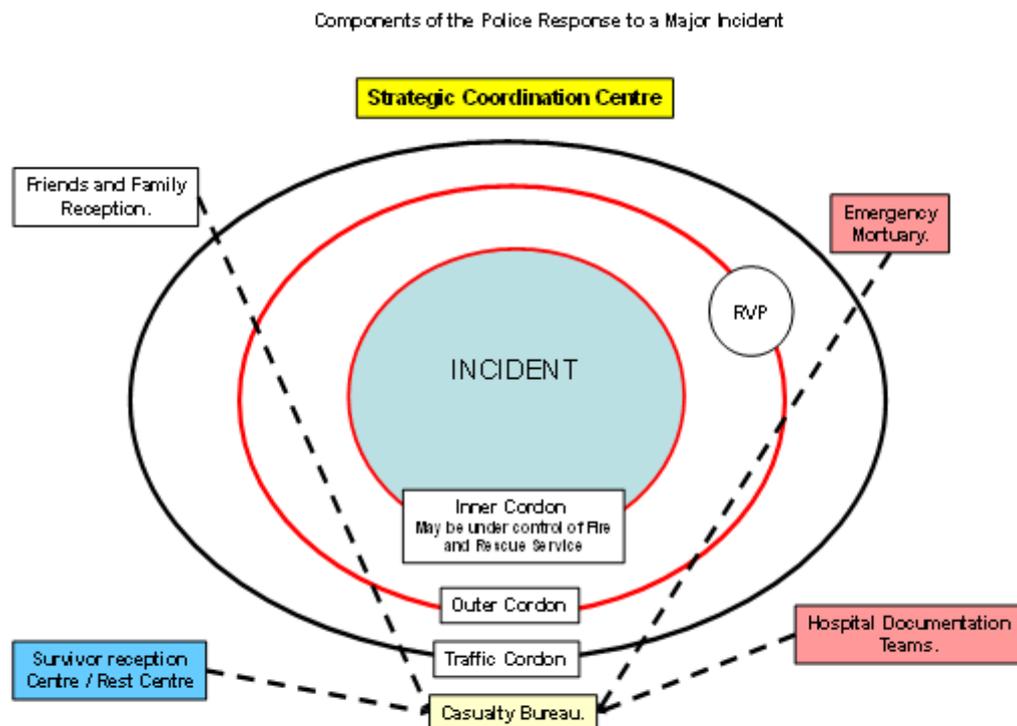
Title	Membership	Role	Location
Local Authority Liaison Officer	Emergency (Bronze) Liaison Officers	A nominated Officer that will attend the scene of an incident (Forward Command Post) to liaise with the emergency services to identify local authority support required and feedback to the Response Management Team with the latest situation	Incident scene (where appropriate)
Marketing and Communications Manager	Marketing and Communications Manager	Responsible for disseminating official information and advice (in line with the lead agency) both internally and externally, through the media, Intranet, website and social media	Emergency Operations Centre or remotely
Out of Hours Facilities Duty Officer	Facilities Duty Officers Out of Hours Duty Officers	First point of contact for emergency notification. The Duty Officer will then alert the Sustainability Manager or designated Officer accordingly Assist in the setting up of emergency functions where requested	Causeway House
Rest Centre Manager	Trained Rest Centre Managers	Responsible for managing all operations within a Rest Centre and act as the main point of contact between the Rest Centre and Operations/Communications Centres	Nominated Rest Centre location
Emergency Communications/ Operations Centre Manager	Trained Communications Centre Managers	Responsible for ensuring that all aspects of the Emergency Communications and Operations Centre are managed and processes are being followed Working with the Sustainability Manager to ensure that both centres are fully resourced	Emergency Communications Centre or remotely

1.2.3 Partner Agency Roles

Essex Police

Essex Police are responsible for coordinating all activities at the scene of a major incident such as:

- The saving of life in conjunction with the other emergency services
- The coordination of the emergency services, local authorities, media and other organisations acting in support at the scene of an incident
- Securing, protecting and preserving the incident scene, including crowd control and traffic management through the use of traffic control and cordons (see 'Components of the Police Response to a Major Incident' below)
- Warning the public, including evacuation when necessary
- Protection of property
- Dealing with requests for specialist assistance
- Provision and staffing of a Casualty Bureau
- Notifying families of the deceased
- Provision of officers for attendance at any emergency mortuary/body holding area
- Leading press and media control in liaison with other responding agencies
- Investigation of an incident and obtaining and securing evidence in conjunction with other investigative bodies where relevant



This is an ideal set up for a Police and Fire Service safety cordon around an incident

area. The size of the cordons and resources will be scaled by the type of incident (e.g. an Emergency Mortuary may not be required depending on the type of incident).

Essex County Fire and Rescue Service (ECFRS)

The Fire Service is usually the principal rescue service at the scene of a major incident. Some of their responsibilities include:

- The rescue of trapped persons (including those trapped by flooding)
- The undertaking of measures to mitigate the extinguishing of fires, rescuing people and supporting other protective measures such as evacuation
- Act as lead responder in relation to CBRN incidents. Primarily to render the affected area safe, or recommend exclusion zones
- Implement measures to prevent or limit serious harm to the environment
- Assist partner agencies in the removal of large quantities of flood water
- Assist the Police with the recovery of bodies
- In partnership with the Police, agree the establishment of an inner cordon and if required to manage access routes into the inner cordon
- Participate in post-incident investigations and preparation of reports with supporting evidence for potential inquiries

Essex County Council Emergency Management Team

The Council works very closely with Essex County Council. The ECC team maintains the County Emergency Response Centre (CERC) in a state of operational readiness. The primary roles of ECC during an incident are:

- Providing a 24/7 Duty Officer system which can respond immediately to a request for help within the County
- Activating the Crisis Support Team Essex (CSTE) to provide welfare services to affected residents
- Coordinating County Council service requests
- Coordinating voluntary aid during an incident

A request for any County Council services should initially be made through the County Emergency Planning Duty Officer.

East of England Ambulance Service and other Health Services

The ambulance service is administered by the East of England (Essex) Ambulance NHS Trust and is responsible for providing immediate response to any accident or emergency incident within the administrative County of Essex. Their key strategic responsibilities are:

- Saving and preservation of life (including casualty evacuation to designated hospitals)
- Instigation of a triage system

- Provision of on-site medical assistance where required
- Decontamination of casualties, including provision of support of mass decontamination by the Fire Service

NHS England (Lead Health Emergency Planning agency for Essex)

NHS England has responsibility for the strategic command and control of widespread major incidents that cannot be contained within the resources of the local health system. NHS England will:

- Make provision for a 24 hour emergency response
- Co-ordinate the local NHS response
- Support Public Health England in coordination of public health, including:
 - Health protection
 - Local health response
- Ensure, in liaison with the CCG, local arrangements are established to support the response to and mitigation from all anticipated threats and hazards
- Liaise with the regional and national NHS England teams to support the local effort through mutual aid nationally or internationally
- Liaise with and directly support the NHS Delivery Representative at the Strategy Coordination Group (SCG)

Clinical Commissioning Groups (CCG) – Mid Essex CCG

NHS Mid-Essex CCG has a duty to ensure that all providers of health care within the locality participate throughout an incident by:

- Providing a 24 hour emergency management and clinical response
- Liaising with NHS England to ensure the provision of appropriate clinical settings for the treatment of people with minor injuries and conditions at reception centres
- Liaising with NHS funded providers to ensure the provision of appropriate care and advice to affected residents
- Providing replacement medication to affected residents where required
- Liaising with NHS England to assess the effects of an incident on vulnerable groups such as children, dialysis patients, elderly, physically or mentally disabled etc.
- Liaising with local authorities to identify and occupy premises suitable for the mass distribution of vaccinations or antibiotics
- Liaising with NHS England to provide support, advice and leadership to the local community on health implications an incident may bring
- Working with the local authority and community to support the recovery phase
-

Town and Parish Councils

Whilst Town/Parish Councils have no formal statutory roles in an emergency, they provide an invaluable support role during response assisting with:

- Establishing emergency accommodation if the Council is unable to attend the area
- Providing a link between the community and the Council
- Sharing essential and relevant local information

The Health and Safety Executive

The Health and Safety Executive (HSE) is responsible for enforcing regulations and investigating accidents involving hazardous substances. In an emergency, HSE Inspectors and Scientific Managers would be available to provide technical advice to mitigate the effects of an incident. This is called the Scientific and Technical Advisory Cell (STAC), which is activated through Public Health England.

Social Care Service (Essex County Council)

The Social Care service has a responsibility to support the general welfare of persons involved in an incident by:

- Providing staff to attend emergency accommodation centres as required (ECC Duty Officer will facilitate requests from local authorities)
- Providing emotional support to those made temporarily homeless during an incident
- Providing support to residents identified as 'vulnerable' i.e. the elderly, young, learning disabled, physically disabled, unaccompanied etc.
- Ensuring that the provision of welfare and support services are considered throughout the response phase

Learning Services and Academy Schools

Several schools have been designated as Principal Emergency Accommodation Centres for the locality. The use of school premises as Emergency Accommodation Centres in an emergency will normally be arranged by the District Council, in consultation with the Police and County Emergency Planning Officer.

Military Aid to the Civil Community (MACC)

Military aid is only justified when there is a serious danger to life and can be provided without affecting essential military commitments. Requests for military aid must be co-ordinated with the County Emergency Planning Officer who will act as the link with the military. Specific detail of what is required and as much notice as possible must be given to the military to ensure an effective response is possible. It crucial to remember that the military will re-charge the local authority for the cost of any

resources requested, and any such request must be authorised by the Response Commander.

Royal Voluntary Service (RVS), British Red Cross and St. John Ambulance

The RVS are trained volunteers who would be able to assist in an emergency by staffing emergency accommodation centres. They hold limited stocks of emergency bedding, cooking equipment, food and drink, which are available at short notice.

The British Red Cross and St. John Ambulance have a number of trained volunteers, ambulances and equipment that could be used to assist and supplement resources of the East of England Ambulance Service during an incident. Such assistance would normally be requested directly by the Chief Ambulance Officer or Senior Ambulance Officer at the site of an incident.

Arrangements and deployment of these voluntary services are facilitated by ECC emergency planning team.

Radio Amateur Emergency Network (RAYNET)

RAYNET is a nationwide organisation of qualified amateur radio operators who can provide emergency radio communications in an emergency situation for organisations such as:

- The British Red Cross
- St. John Ambulance
- Essex County Council Emergency Planning Officers
- Local Authorities
- Central Government Departments
- Any Police force in the United Kingdom

RAYNET equipment at Braintree District Council was updated in 2017. This will provide the Council with a resilient backup communications system that may be needed during an incident.

Spontaneous Volunteers and Crisis Support Team Essex (CSTE)

Trained volunteers will come from the community and from co-ordinated Parish/Town Council response. Where volunteers are “acting on behalf of Braintree District Council” they will be covered by insurance in respect of personal injury by the Council’s Insurance Scheme. If the Council wishes to make use of community volunteers, **a Volunteer Declaration Form must be completed** for insurance purposes – available on the BDC website and hard copies in the Rest Centre Manager’s pack.

Crisis Support Team Essex volunteers will primarily work in close support of the Police Family Liaison Officers, providing welfare and emotional support to survivors and the bereaved. There is an established protocol to be considered when

requesting the CSTE to be activated. Essex County Council are responsible for the team and will advise when requests for activation are appropriate.

Voluntary Agencies and Voluntary Forum Directory

All voluntary agency requests must be made through the ECC Duty Officer system. Voluntary agencies should only be requested to assist in major incident situations (not business continuity situations) and their contact numbers must not be disseminated to the public.

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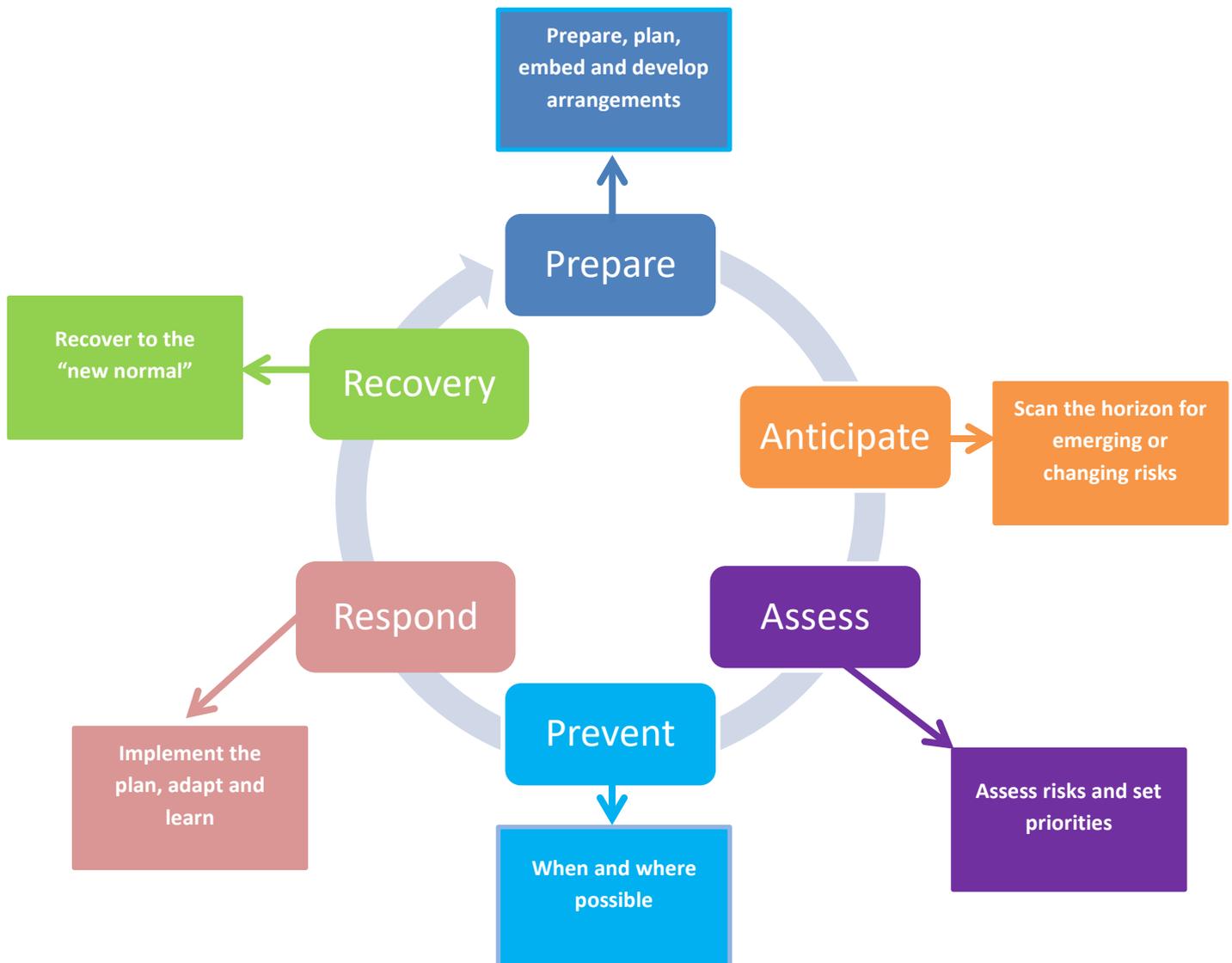
Section 1.3

Risk Management and Emergency Management Structure

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1.3.1 The District Council Approach to Emergency Planning

The District Council’s emergency planning arrangements are in place to comply with the concepts of Integrated Emergency Management and the ‘all hazards’ approach, under the six fundamental activities of the CCA 2004 including:



This approach enables the development of flexible plans which can be integrated within the overall management arrangements of the authority.

1.3.2 Risk Assessments

The risk assessment process is supported by a National, Countywide and Local Community Risk Register (CRR) maintained by The Cabinet Office, Essex Resilience Forum and Braintree Emergency Planning team respectively. The CRR demonstrates how risks have been scored and how they will be mitigated . For example with the risk of fluvial flooding we carry out work on:

- Partnership working with ERF Members (including the Environment Agency)
- Communicating flooding responsibilities to the public
- Conducting Community Flood Risk Assessments
- Braintree District Council Flood Plan

Plans and preparations help to mitigate the effects. However plans and “awareness” alone cannot stop incidents from occurring, therefore our risks are scored for likelihood and impact, which is scored on a matrix using Red/Amber/Green (RAG) status to demonstrate priority of risk. Information from each risk is then listed to construct the BDC Community Risk Register.

1.3.3 Emergency Management Command Structure

The chart below demonstrates the basic outline of the national '3 tier' response utilised in multi-agency working



The Strategic Coordinating Group (Gold/SCG)

The Strategic Coordinating Group is responsible for the strategy for managing an incident including any tactical parameters that the silver or bronze levels should follow. The gold commander (Response Commander for BDC) must retain strategic oversight of the incident. The group must not make tactical decisions; they are responsible for ensuring that any tactics deployed are proportionate to the risks identified, meet the objectives of the strategy and are legally compliant. Normally the SCG will be chaired by the Police.

The Tactical Coordinating Group (Silver)

The Tactical Coordinating Group is responsible for producing the tactical plan following the strategy set out by gold. For the Council this is the responsibility of Heads of Service or relevant Service Unit Managers. It is crucial that each manager has a clearly defined role and logged remit.

The Operations Group (Bronze)

The Operations Group manages the immediate "hands-on" work that is undertaken at the scene of the incident to accomplish silver's tactical plan. At this level there may be a requirement that 'lead bronze' Officers from multiple services (for example, communications officers, waste officers, finance officers etc.)

In most day-to-day incidents this is the only level required.

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