

Tunbridge Wells Borough Council

Major Emergency Plan

The latest version of this document may be found on Resilience Direct. All organisations should ensure that if printed copies of this document are being used, the latest version is obtained from this source.



Issue 1.5

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Version control

The generic plan template acts as the core foundation document that is customised by district councils and the County Council to act as their major emergency plan. The generic plan template is maintained by KCC Resilience and Emergencies Unit on behalf of all Kent district councils. The generic plan template is audited and reviewed on an annual basis by the Kent Local Authority Emergency Planning Group (LAEPG).

The Tunbridge Wells Borough Council Major Emergency Plan is reviewed every three years by the Emergency Planning Officer. The Kent Resilience Team Link officer supports this process.

Issue and review register

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Organisation	Tunbridge Wells Borough Council
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Distribution list and location of document

A hard-copy of this plan is stored in the Emergency Centre cupboard.

An electronic version has been sent to:

Internal

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Paul Taylor	Director of Change & Communities
Lee Colyer	Director of Finance, Policy & Development (S151 Officer)
Nicky Carter	Head of HR, Customer Services & Culture
Denise Haylett	Emergency Planning Lead
Emergency Centre	Emergency Centre Library

External

Name	Role/Organisation
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Contents

	Contents	Page
1.0	Introduction	8
1.1	Aims and objectives	8
1.2	The Civil Contingencies Act 2004 and associated legislation	9
1.3	Staff Health and Safety	9
1.4	Staff Welfare	9
1.5	Interlinking Documentation	10
2.0	Alerting, determination and activation	11
2.1	Alerting procedure	11
2.2	Determination	12
2.3	Activation	13
3.0	Emergency management structure	14
4.0	Common functional emergency response plans	15
4.1	Contact Centre Plan	16
4.2	Emergency Centre Guidance	16
4.3	Incident Liaison Officer Handbook	17
4.4	Media and Public Warning & Informing Plan	17
4.5	Finance, Insurance and Legal Plan	17
4.6	Resilient Communications Plan - awaiting updated KRF plan	18
4.7	Human Resources Plan	18
4.8	Other Liaison Responsibilities	18
5.0	District Council-specific emergency response plans	19
5.1	Environmental Health Plan	20
5.2	Housing and Homelessness Plan	20
5.3	Dangerous Structures and Building Control Plan	21
5.4	Local Multi Agency Flood Plan	21
5.5	Community Plans	21

	Contents	Page
6.0	County Council specific emergency response plans	22
6.1	KCC Social Care, Health & Wellbeing Emergency Plan	22
6.2	KCC Education & Young People's Services Emergency Plan	22
6.3	KCC Growth, Environment and Transport Emergency Plans	23
6.4	KCC Highways, Transportation & Waste	23
6.5	KCC Environment, Planning & Enforcement	24
7.0	Multi-Agency Emergency Response Plans	25
7.1	Evacuation, shelter and immediate care	25
7.2	Identifying Vulnerable People	26
7.3	Severe weather and flooding	26
7.4	Fuel shortage	28
7.5	Transportation and Highways Emergencies	29
7.6	Pipelines, Control of Major Accident Hazard Sites and Radiation Emergencies	31
7.7	Human Health Emergencies	34
7.8	Animal and Plant Health Emergencies	35
7.9	Voluntary Sector Support	36
7.10	Mass Fatalities and Excess Deaths	37
7.11	Military Support	38
8.0	Business Continuity Management	38
9.0	Recovery	39
10.0	Community Leadership	40
11.0	Training and exercising	40
11.1	Training	41
11.2	Exercising	41
12.0	Mutual Aid Agreement	42

The following appendices are available separately from the Emergency Centre or on Resilience Direct:

Appendix A: Emergency Contacts Directory

Appendix B: Contact Centre Emergency Plan

Appendix C: Borough Emergency Centre Plan

Appendix D: Media and Public Warning & Informing Plan

Appendix E: Finance, Insurance & Legal Plan

Appendix F: Resilient Communications Plan

Appendix G: Human Resources Plan

Appendix H: Environmental Health Response Plan

Appendix I: Housing & Homelessness Plan

Appendix J: Dangerous Structures & Building Control Plan

Appendix K: Local Multi-Agency Flood Plan

Appendix L: Community Emergency Plans

Appendix M: Business Continuity Management Plan

Appendix N: Pan Kent Recovery Guidance

1.0 Introduction

Local authorities have clear legal obligations and duty of care to provide effective, robust and demonstrable emergency arrangements to mobilise resources to deal with a broad range of emergencies. From time to time emergencies occur which require special measures to be taken. Such events are defined under the Civil Contingencies Act 2004 as;

"Any event occurring (with or without warning) causing or threatening to cause 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 emergency responders as part of their day to day activities."

This document has been prepared to comply with the Civil Contingencies Act 2004. A guide to the Civil Contingencies Act can be found on the [Link to Emergency preparation, response and recovery pages on GOV.UK website](#)

1.1 Aims and objectives

The aim of the TWBC Major Emergency Plan is to provide procedures and guidance that facilitate an appropriate and proportionate response by Tunbridge Wells Borough Council to meet the needs of any emergency thereby contributing to alleviation of distress and disruption caused by such incidents and enable the authority to continue to provide normal services as far as is possible. The plan's objectives are;

- Define local government responsibilities in an emergency in accordance with the Civil Contingencies Act 2004 as Category 1 responders;
- Outline Tunbridge Wells Borough Council's (TWBC) and Kent County Council's (KCC) emergency response capabilities and the services they may bring to bear, on a singular basis or jointly;
- Describe how the emergency response and recovery processes will be activated;
- Describe the alerting arrangements for key staff, mobilising services or activating mutual aid;
- Outline the management and communication structure in emergencies;
- Describe the set up and management process of TWBC's emergency arrangements;
- Provide a co-ordinating document for individual functional plans and specific incident plans.

1.2 The Civil Contingencies Act 2004 and associated legislation

Under the Civil Contingencies Act 2004 and associated regulations, all county and district authorities are classified as Category 1 responders, and as such have a responsibility to:

- assess the risk of an emergency occurring
- plan for and to respond to a broad range of emergencies
- be resilient as an organisation, putting into place suitable business continuity measures
- share information with other responders
- warn and inform the public before, during and after an emergency
- co-operate with other responders
- promote business continuity and good practice to local businesses and the voluntary sector.

This plan is intended to meet the requirements outlined by this legislation with respect to detailing the emergency response as well as detailing the response measures required under the Control of Major Accident Hazards 2015, Pipeline Safety Regulations 1996 and the Radiation Emergency Preparedness Public Information Regulations (REPPiR) (2001).

1.3 Staff Health and Safety

Existing standards and requirements for health and safety at work will apply to major emergency responses by the Council. However, due to urgency and the rapidly changing nature of major emergencies, it is likely that more reliance will be placed on dynamic risk assessment. Awareness of hazards and their potential to cause harm will need to be addressed by all levels of response.

It is important that managers and staff recognise their limits in recognising potential hazards and seek competent advice before proceeding with an activity, if necessary. All emergency response training will include measures to manage risks.

1.4 Staff Welfare

Staff engaged in major emergency response may find the experience very stressful. Exposure to traumatic sights or close contact with people who have just experienced or witnessed a traumatic event can be a high-pressure situation.

Crisis management involving long working hours combined with intense activity that demands quick decision making is potentially damaging to health. Careful selection of staff can help to

minimise the risk. Awareness of any staff with personal links to anyone directly involved in the disaster or direct links to similar disasters in the past will also aid staff selection.

Managing shift lengths and rotation of staff, structured breaks with adequate refreshments and opportunities to engage in informal discussion with colleagues away from the “front line” can also help to minimise potentially damaging stress.

Staff should be made aware of the Council’s counselling service and how to access it, and also aware of training and exercising events so that they are better prepared to cope in an emergency.

1.5 Interlinking Documentation

This plan is designed to act as a foundation to Tunbridge Wells Borough Council’s response and will ensure that it interlinks with the following documents:

- the Pan Kent Emergency Response Framework;
- the Pan Kent Emergency Recovery Framework;
- other KRF Subject Specific Plans;
- relevant District and County Council plans;
- relevant District and County Council detailed functional plans associated directly with the services within this plan;
- national and regional plans.

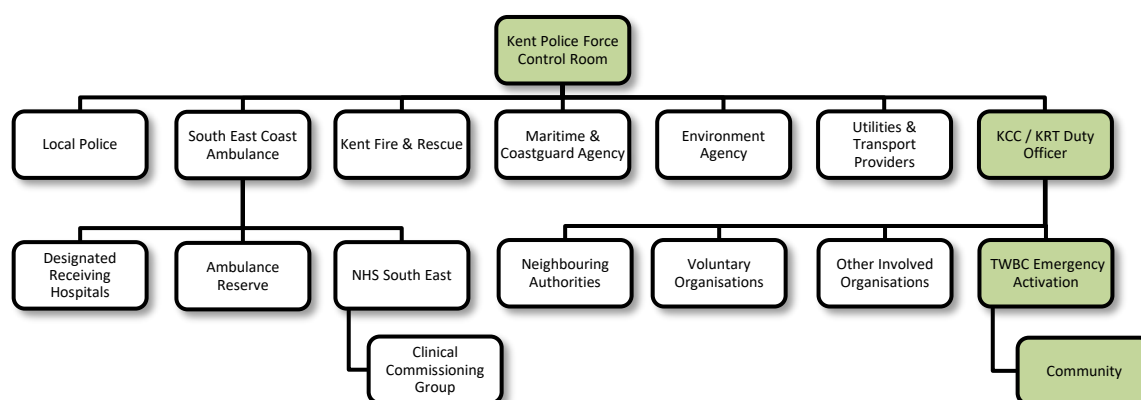
Suitable cross referencing to relevant documentation and plans will be made as necessary, therefore ensuring that all appropriate interlinking arrangements are identified accordingly.

2.0 Alerting, determination and activation

2.1 Alerting procedure

Notification that an incident has occurred may be received from a number of sources. This information could come from “official” sources such as Kent Police or the KCC Duty Emergency Planning Officer. It is equally possible that the first notification of an incident could come from a member of the public or a member of district council staff.

During Office Hours	Contact Centre	01892 526121
Out of Hours	TWBC – CCTV Room	01892 352777



Notes:

1. This chart shows a complete cascade notification process only.
2. Notification may be received formally or informally via a number of sources directly to the authority, which may require formal activation of this plan.

2.2 Determination

		If 'Yes' go to	If 'No' go to
1	Has an event or situation occurred which threatens serious damage to human welfare? <ul style="list-style-type: none"> • loss of human life • human illness or injury • homelessness, damage to property • disruption of a supply of money, food, water, energy or fuel • disruption of an electronic or other system of communication • disruption of facilities for transport • disruption of services relating to health. 	4	2
2	Has an event or situation occurred which threatens serious damage to the environment? <ul style="list-style-type: none"> • contamination of land, water or air with harmful biological, chemical or radio-active matter, or oil • flooding • disruption or destruction of plant life or animal life. 	4	3
3	Has an event or situation occurred which threatens serious damage to security of all or part of the UK? <ul style="list-style-type: none"> • war or armed conflict • terrorism. 	4	4
4	Has an emergency occurred which seriously affects the ability of the Council to continue to perform its functions?	6	5
5	Has an emergency occurred which makes it necessary or desirable for the Council to perform its functions for the purpose of preventing the emergency, reducing, controlling or mitigating its effects or taking any other action in connection with the emergency?	6	7
6	Can the emergency be dealt with as part of the Council's day-to-day activities without significantly changing the deployment of our resources and without acquiring additional resources?	7	8
7	NOT AN EMERGENCY (as defined by the CCA 2004 but may require activation of the major emergency plan or business continuity management plan)		
8	THIS INCIDENT IS AN EMERGENCY AS DEFINED BY THE CIVIL CONTINGENCIES ACT, AND A RESPONSE IS REQUIRED.		

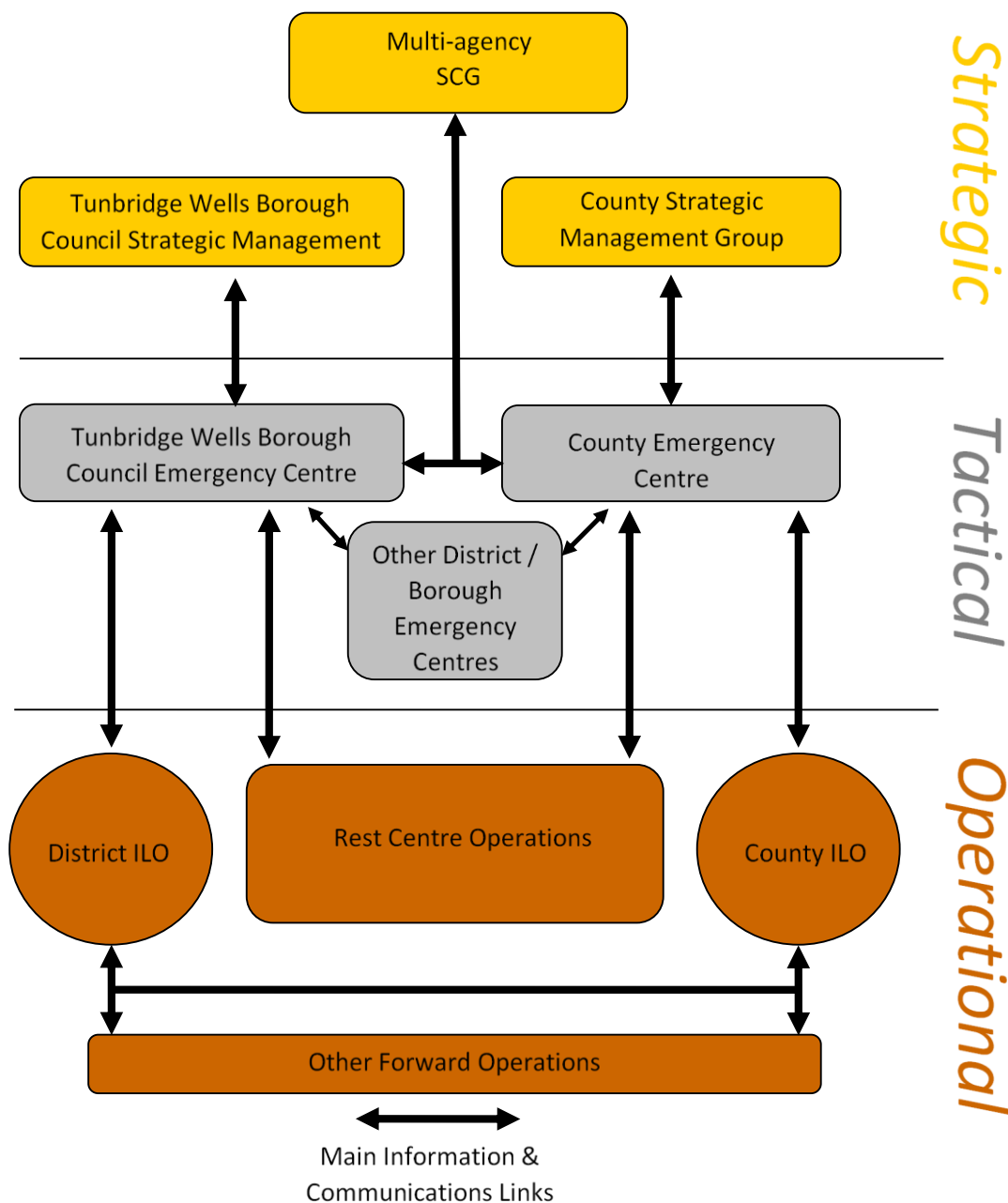
2.3 Activation

The plan will be activated when the Council receives a formal or informal notification of an emergency occurring in the district that is likely to seriously impact upon the Council's functions and could exceed its capacity to deal with effectively using normal day-to-day response arrangements.

In some cases, it will be clear from the outset that a major emergency situation for the Council has occurred or is imminent but, in others, it might be that the initial level of information is not sufficient to make an immediate decision and it will be necessary to seek more information to clarify the situation.

The Emergency Borough Co-Ordinator will activate the Emergency Centre in line with the Contact Centre Plan (see Section 4.1) for full details of further activation advice and procedures.

3.0 Emergency management structure



Notes:

1. This diagram reflects a comprehensive local authority emergency management structure and its interaction with a multi-agency Strategic Coordination Centre (SCG).
2. The structure may be partially set up depending on the size and scale of the event, as well as which level of local government is required to respond.
3. When an emergency is entirely within one district council area then that council will co-ordinate the local authority response. If it affects more than one district council area, or if it is too large for the district council to manage, then KCC will take on the co-ordinating role.

4.0 Common functional emergency response plans

The following list covers the responsibilities of all local authorities and shows how these are split between the County Council and the District and Borough Councils. Where a responsibility falls to one party, the other may agree to carry it out on their behalf, through mutual aid arrangements, or to provide support. The list is also cross referenced with the relevant section(s) of this plan. The list does not include the many day-to-day functions which local authorities may carry out as part of the response, nor does it cover internal management activity.

		County	District
1	Provide a 24-hour point of contact to receive alerts and warnings, and for the management of a large volume of public calls	✓	✓
2	Co-ordinate the local authority response where more than one district is involved	✓	
3	Establish and staff a local authority Forward Command Post	Liaise	Lead
4	Alert health authorities where action other than direct casualty care is required	✓	✓
5	Liaise with central and regional government	✓	
6	Liaise with administrative authorities in bi-national or multi-national emergencies	✓	
7	Arrange for military aid	✓	
8	Assist in providing a catering service for involved personnel	✓	✓
9	Alert and co-ordinate voluntary organisations	✓	✓
11	Support other responders with council resources	✓	✓
12	Implement animal health measures	✓	
13	Support other responding agencies in the response to a communicable disease outbreak	✓	✓
14	Establish a system for disseminating information to the public, in co-operation with other responders, and make premises available for public information centres	✓	✓
15	Open and run support centres as required	✓	✓
16	Provide alternative, transit or temporary accommodation for temporarily homeless people		✓
17	Provide care for people in transit who have been affected by the incident	✓	
18	Provide a catering for evacuees	✓	✓
19	Provide emergency clothing and other welfare items	✓	✓
20	Provide specialist care for vulnerable people at support centres	✓	
21	Make available premises under council control for temporary accommodation of evacuees or for other use in support of the response	✓	✓
22	Establish, operate and close down temporary mortuaries, in co-operation with other involved agencies	✓	

		County	District
23	Site clearance in public areas	✓	✓
24	Provide a scheme for the response to oil pollution or contamination of the shore by hazardous substances	✓	✓
25	Beach clean up	✓	✓
26	In addition to maintaining traffic flows, arrange for routing signs on the Highway for directing resources as necessary	✓	
27	Advise on the availability of road passenger transport, and arrange for emergency redeployment	✓	
28	Provide a service in respect of buildings regulations, including inspections of dangerous structures		✓

4.1 Contact Centre Plan

This document is designed to detail the role of the Contact Centre in an emergency response. Essentially, the Contact Centre provides the following core services:

- a facility for the exchange of information between the Council and its customers;
- separating incoming emergency calls from normal business calls and directing emergency calls to the appropriate place.

The plan describes how information from customers who contact the authority before, during and after an emergency will be processed. This may involve a range of processes, such as initial assessment, pertinent and timely passing of information and the monitoring of calls. During and after an emergency, the plan describes how the information from customers is assessed and used to assist in response and recovery work.

This document is produced and will be maintained by the Customer Services & Gateway Manager.

4.2 Emergency Centre Guidance

This plan details the operation of the Emergency Centre from activation and set up, operation and stand-down. It also details:

- key guidance and principles;
- the emergency management structure and its place within that structure;
- information management;
- roles;
- emergency management procedures;
- communication processes;

- Emergency Centre equipment.

This document is produced and maintained by the Emergency planning lead for TWBC.

4.3 Incident Liaison Officer Handbook

Some incidents may require the deployment of one or more officers to take on the role of Incident Liaison Officer (ILO). This may be performed as a single agency function or as part of a multi-agency team. At times, the function may be requested by the emergency services, particularly if a command post has been established, or if there is a need for “eyes and ears” at the scene which can feed back incident information to the emergency centre or other responding officers.

The role of the Incident Liaison Officer is to represent Tunbridge Wells Borough Council at the scene of an incident and to report back to the Emergency Centre with information relating to the incident. In addition, there may be a need for a forward control function, managing any staff or resources at the scene. Only trained and approved staff may act as an ILO. When appropriate, a single ILO may act on behalf of both the County Council and the borough council.

The Incident Liaison Officer’s Handbook details these roles from activation and mobilisation to operation and stand-down. It also details key operational objectives, liaison protocols, information management, emergency management procedures and communication processes.

The Incident Liaison Officer’s Handbook is produced and maintained by the Kent Resilience Team. It is issued to all trained ILOs.

4.4 Media and Public Warning and Informing Plan

A critical element of any emergency response is how the media and the public will be provided with timely and accurate advice, information and formal statements.

The plan details how the media team will be responsible for monitoring information obtained from, and managing all information provided to the media and the public during a major emergency. This will include assistance and support, as required, to any officer or elected member providing media interviews.

This document is produced and maintained by the Council’s Communications Team.

4.5 Finance, Insurance and Legal Plan

The Finance, Insurance and Legal emergency plan outlines the pre-planning that has taken place to ensure that emergency expenditure can be facilitated, and accounted for, the financial implications of setting up a public appeal fund, the provision of professional

insurance support, including claims handling during the major emergency response and recovery, and the preparation of relevant material for formal accountability and enquiry.

This document is produced and maintained jointly by the Council's Finance and Procurement sections.

4.6 Resilient Communications Plan

The requirements for resilient communications are addressed in four ways:

- the maintenance of existing corporate systems
- the provision of emergency response communications systems
- the multi-agency resilience arrangements made by the Kent Resilience Forum
- the Resilient Communications plan.

Raynet, the Radio Amateurs' Emergency Network, is a voluntary group that provides radio communications. Additionally, they can provide high speed satellite based wifi and data networking. If required, they will be activated by the KRT / KCC Duty Emergency Planning Officer.

The plan describes the range of methods and capabilities that underpin resilient communications between all levels of the local authority response. It also details integrations with the broader multi-agency communication capability as well as providing details on all communication protocols, including language disciplines and equipment usage procedures.

This document is produced and maintained by (TWBC).

4.7 Human Resources Plan

Human Resources will advise on HR management issues before, during and after an emergency, including access to post emergency response care and support.

This document is produced and maintained by the HR team.

4.8 Other Liaison Responsibilities

There may be a requirement for liaison officers to be deployed at a variety of external control centres or locations during an emergency. This section provides details of likely roles, where they will be based and who may be required to fulfil them.

Strategic Co-ordination Group (SCG)

It is vital that a duly empowered representative of the District Council (plus support staff) are part of a Strategic Co-ordination Group (SCG) to ensure that the interests of local authorities

are being represented and that strategic support can be made available. They can represent the Council's views and will have sufficient authority to commit the Council's resources or incur expenditure.

Tunbridge Wells Borough Council strategic liaison officers may include:

- Chief Executive
- Director(s)
- Head of Service(s)
- Emergency Planning Officer

Tactical Co-ordination Group (TCG)

It may be necessary to provide a Tactical Liaison Officer to the main Tactical Co-ordination Group, or to another agency's TCG or Emergency Centre. This will help to ensure that a smooth and consistent flow of information between groups is maintained, whilst offering the host agency expert advice from the visiting liaison officer from the viewpoint of their own authority.

The liaison officer will be empowered to commit TWBC to action and expenditure, and have sufficient seniority, experience and knowledge to be able to represent the Council. When the TWBC Emergency Centre is operational, decisions by the liaison officer will normally be made in consultation with the Emergency Co-ordinator.

Tunbridge Wells Borough Council tactical liaison officers may include:

- Director(s)
- Heads of Service(s)
- Emergency Planning Officer

The overarching principles of multi-agency liaison within the county are agreed and published by the Kent Resilience Forum. They are available on Resilience Direct. The relevant documents are:

- Pan-Kent Strategic Emergency Response Framework
- TWBC Emergency Centre Operations Plan
- KRF Incident Liaison Officer Handbook

5.0 District Council-specific emergency response plans

This section provides an outline of district council specific roles in accordance with their role in a major emergency response. All TWBC functional plans are available at:

- TWBC Emergency Centre
- Relevant Teams/Plan Holders
- Resilience Direct

5.1 Environmental Health Plan

The environmental health function is undertaken by the Environmental Protection team at TWBC. The work covered by the Environmental Protection team is extremely diverse but has the key aim of protecting public health. Most of the work covered by the team is mandatory – i.e. the Council has a statutory duty to provide the service.

The team is made up of Environmental Health Officers (EHOs) and appropriately qualified Technical Officers (TOs). The Team deals (amongst other duties) with: Infectious Disease Control; Food Safety; Health and Safety; Port Health; Air Quality; Contaminated Land; Water Quality; Drainage and Sewers; Dog Control; Pest Control; Nuisance e.g. Dust, Smoke, Odours, Fumes, Animals, Noise; Licensing (animal welfare, beauty treatments); and Private Sector Housing.

Environmental Protection does not have the resource to carry out any gas/chemical identification or analysis during an emergency. This role would be undertaken by Kent Fire & Rescue instead.

Environmental Protection staff have been identified for a number of roles in the Emergency Plan. These include Incident Liaison Officers, Function Controllers, Welfare Centre Staff and other roles. Environmental Protection Staff may also be called upon in an incident to attend the Scientific & Technical Advice Cell (STAC) at the Strategic Co-ordination Group (SCG) which would be set up in the event of an emergency occurring. They may also send an officer to attend the Tactical Co-ordinating Group (TCG) to co-ordinate colleagues who would be working at the operation level (Bronze) at or by the scene. During a Chemical Biological Radiation Nuclear incident operational EHOs would only be working in a 'cold zone' situation and not near the seat or the 'hot zone'.

This document is produced and will be maintained by the Mid Kent Environmental Health Manager.

5.2 Housing and Homelessness Plan

An emergency may require people to be evacuated from their homes for a period of time. Additionally, a return to those dwellings may not be possible for some time afterwards. Whilst Section 7.1 deals with the immediate care and shelter requirements of evacuees, longer term housing requirements may need to be addressed.

These plans detail how the Council discharges its duty to give a priority need for accommodation to "a person who is homeless or threatened with homelessness as a result of an emergency such as flood, fire or other disaster" (Chapter 52, Paragraph 189 part VII of the

Housing Act 1996) during and after an emergency. The functional plans complement the plan detailed in Section 8.1 and provide further guidance for longer term housing issues for those displaced for a longer period of time.

This document is produced and will be maintained by the Housing Services Manager.

5.3 Dangerous Structures and Building Control Plan

These plans detail how the Council's Building Control team provides a service to inspect and, if necessary, make safe potentially dangerous structures. The plans include the provision of advice on the structural integrity of damaged structures where Kent Fire and Rescue Service are in attendance.

This document is produced and will be maintained by the Building Control Team Leader.

5.4 Local Multi Agency Flood Plan

The purpose of this plan is to set out the principles that govern the multi-agency response to a significant flood in Tunbridge Wells Borough Councils administrative area.

This Plan sits underneath the Pan Kent Multi Agency Flood Plan and alongside the relevant emergency plans of all Category 1 and 2 responders and other organisations concerned with supporting the response of the community to a flood.

The Plan is produced and is maintained through a partnership between Tunbridge Wells Borough Council and its partners.

5.5 Community Plans

Individual town and parish councils may choose to produce their own local resilience plans. These plans are owned and administered by the town or parish council and may cover general arrangements to support the local community during a severe weather event, through to specific arrangements, such as localised local warning and informing.

These are not statutory plans and are intended to allow the community to support itself in the early stages of an incident, before wider support can be arranged, or during a widespread disruption when other areas may have a higher priority need for the resources that are available within the county.

These documents are produced and maintained by the individual town and parish councils and a copy is held by each district council. They may be requested via the relevant district emergency planning officer. A blank template plan and guidance on how to complete it is available from the Kent Resilience Team. Tunbridge Wells Borough Council holds a number of Community Resilience Plans, maintained by the Emergency Planning Officer.

6.0 County Council specific emergency response plans

This section details the County Council's specific roles in accordance with its role in a major emergency response. These plans are available from the KCC Resilience and Emergencies Team or on Resilience Direct.

6.1 KCC Social Care, Health & Wellbeing Emergency Plan

The Social Care, Health & Wellbeing (SCHW) directorate provides a range of social care and public health services, together with advice and deliverables that may be discharged on a stand-alone basis or may contribute to a broader county-wide emergency response. The Director of Public Health has specific duties in relation to public health emergencies, in partnership with Public Health England. These are described in the SCHW emergency plan, and include:

- Providing staff to support welfare centres
- Providing liaison with the County Emergency Centre and other external emergency centres during an emergency
- Identifying vulnerable people
- Out-of-hours services
- Supporting an emergency affecting a care home
- Supporting a response to a health emergency (including supporting accelerated hospital discharge of patients into the community)
- Assisting people with learning or physical disabilities and sensory impairment
- Providing or supporting specialist mental health care
- Maintaining communications with clients and vulnerable people
- Specific Director of Public Health duties

6.2 KCC Education & Young People's Services Emergency Plan

Education, Learning and Skills (ELS) have emergency arrangements that cover their own arrangements for supporting a school during an emergency and, for major emergencies:

- The provision of schools as Welfare Centres
- Liaison with the County Emergency Centre and other external emergency centres during an emergency

- The provision of staff from the Educational Psychology Service to support schools and young people in a school environment in dealing with the effects of traumatic events
- Out-of-hours services

6.3 KCC Growth, Environment and Transport Emergency Plans

Comprising:

- Highways and Transportation
- Planning and Environment
- Waste Management

Plans are in place for these services to respond to a major incident and will be implemented as and when required.

6.4 KCC Highways, Transportation & Waste

Highways, Transportation & Waste (HT&W) deals with the majority of the roads in Kent, while the Highways Agency manages motorways and trunk roads. The services that may be discharged on a stand-alone basis, or may contribute to a broader county-wide emergency response and that are contained in their departmental emergency plan, are:

- The provision of a 24/7 emergency and fault reporting helpline
- Liaison with the County Emergency Centre and other external emergency centres during an emergency
- The provision of forward control support
- The provision of equipment and resources to deal with highways emergencies, maintenance and road closures
- The provision of specialist services:
 - tree surgeons
 - drainage
 - lighting and street furniture
 - structural engineering specialists
 - abandoned vehicle recovery.

HT&W operate an emergency on-call rota for response to incidents. The Highways Management Centre monitors the road network and the wider environment and will alert staff

as required. The KCC Duty Emergency Planning Officer will hold details of the necessary points of contact, in addition to the public links available via Contact Point.

The Waste Resource Management team are responsible for the disposal of waste (waste collection is a district council responsibility) and can provide:

- equipment, resources and trained staff to deal with waste issues
- hazardous waste disposal through contractors.

The Resilience & Emergencies Unit staff holds contact details for relevant senior managers.

6.5 KCC Environment, Planning & Enforcement

Staff from Environment, Planning & Enforcement can provide advice and support to an emergency response regarding the impact of:

- flood
- pollution
- wide area weather related incidents

They will also support many aspects of long-term recovery.

Staff can also provide a broad range of advisory and frontline services, advice and deliverables that may be discharged on a stand-alone basis, or may contribute to a broader county-wide emergency response, and which are contained in their emergency plans and procedures. These include:

- Culture & Sport
- Libraries, Registration & Archives
- Trading Standards
- Kent Scientific Services
- Community Safety and Community Wardens
- Resilience and Emergencies Unit

In addition to their ongoing delivery of their normal services, these teams may provide specific support to an emergency response. This support forms part of the relevant specific emergency plans, and can include:

- The use of Community Wardens as Incident Liaison Officers and for support to, and links with, affected communities in an emergency
- The use of Libraries as public information hubs in an emergency
- Specialist support in any Welfare Centre, Survivor Reception Centre, Friends and Families Reception Centre or Humanitarian Assistance Centre

- Providing services in the event of mass fatalities

Emergency Planning staff have ongoing links into all parts of the County Council's emergency planning and response arrangements.

7.0 Multi-Agency Emergency Response Plans

This section details the range of multi-agency response plans that underpin a range of capabilities that may be needed in a major emergency response.

7.1 Evacuation, shelter and immediate care

A major emergency may require the evacuation and immediate shelter of those who have been displaced by the event. Additionally, there may also be a need to support the Police in helping survivors from a major incident who are not casualties but do require immediate help and assistance in the aftermath of such an event. These facilities may include Survivor Reception Centres, or more commonly, Welfare Centres.

Organisation	Responsibility
District Council	<ul style="list-style-type: none"> • the provision of suitable buildings as possible venues for welfare centres • the provision of officer support to the Welfare Centre operation, in particular: <ul style="list-style-type: none"> – supporting Welfare Centre operations – providing liaison with District Emergency Centres and other emergency centres during emergencies – homelessness advice and assistance – providing access to benefits advice
County Council	<ul style="list-style-type: none"> • providing staff to support a Welfare Centre, Survivor Reception Centre, Friends and Families Reception Centre or Humanitarian Assistance Centre • providing liaison with the County Emergency Centre and other external emergency centres during an emergency • identifying and supporting vulnerable people, liaising with other organisations as necessary • feeding evacuees and survivors.

The main documents associated with this deliverable are as follows:

- Relevant district and county plans referenced within this document;
- KCC Welfare Centre Guidelines;
- KRF Evacuation and Shelter Plan;
- KRF Humanitarian Assistance Centre Plan; and
- KRF Vulnerable Persons Plan.

Depending on the author, these documents will be produced and maintained by a lead agency and will be held by Emergency Planning staff. These documents are available on Resilience Direct.

7.2 Identifying Vulnerable People

During an emergency it may become necessary to identify people who may be vulnerable within the affected area of the emergency. Many will be known to existing service providers, although others are more difficult to identify, such as those who live in the community as individuals, visitors to the area or the homeless. Additionally, there may be some people who are not usually considered vulnerable but may become vulnerable in an emergency situation. The KRF “Identifying vulnerable people in an emergency” plan includes organisations who can provide relevant information on those classed as vulnerable.

Organisation	Responsibility
District Council	District councils may provide assistance in the identification of vulnerable people through data and records the council holds.
County Council	The County Council may provide assistance in the identification of vulnerable people through data and records the Council holds. Additionally, the full range of social care services may be utilised should the need arise.

The main documents associated with this deliverable are as follows:

- KRF “Identifying Vulnerable People in an Emergency” plan;
- Cabinet Office guidance for emergency planners and responders “Identifying people who are vulnerable in a crisis”.

These documents are available on Resilience Direct.

7.3 Severe weather and flooding

Weather related natural disasters are a key threat to life, environment and property. Severe weather includes heat wave, drought, gales, heavy snow and ice, flooding and heavy rain

(surface water, river and tidal), thunderstorms, lightning and fog. Climate change is likely to affect the frequency and severity of severe weather events. The impact of each of these natural events on TWBC and the community will depend upon the nature and severity of the event.

Organisation	Responsibility
District Council	<ul style="list-style-type: none"> • As required, providing relevant support and deployment of district council resources as detailed in this document. • Flood warning and gate closure notification dissemination (in accordance with the County of Kent Act 1981 Section 30) and where appropriate, ensuring tidal flood gates and sluices are closed in accordance with closure notifications. • Warning and informing the public in conjunction with the Environment Agency. • Establishing local authority liaison forward controls as necessary. • Advice on clearance of blocked water courses. <p>Note: District councils are not responsible for issuing of sandbags however, they may optionally assist in this service in accordance with their own policies and procedures.</p>
County Council	<ul style="list-style-type: none"> • As required, providing relevant support and deployment of County Council deliverables as detailed in this document. • Activation of any formal multi-agency arrangements or plans pertinent to the event at hand. • Warning and informing the public in conjunction with EA and other responders. • Assisting in the identification of vulnerable persons. • Providing signage for road closures and advice on availability of passenger transport. • Maintaining traffic flows (in conjunction with police) especially for emergency services and repair effort. • Specific responsibilities regarding highway flooding and consequences. • The provision of technical advice and supporting services in the fields of drainage and environmental management.

The main documents associated with this deliverable are as follows:

- Relevant district and county deliverables contained within this plan;

- KRF Pan-Kent Emergency Response Framework;
- KRF Pan-Kent Emergency Recovery Framework;
- Individual multi-agency Local Area Flood Plans (LMAFP).

TWBC's LMAFP is held in the Emergency Centre/Intranet but also available on Resilience Direct with these other documents.

7.4 Fuel shortage

The Department for Business, Innovation & Skills has produced the National Emergency Plan for Fuel (NEP-F). It contains a number of schemes which can be used to control the supply of fuel to the public, the emergency services, utilities and local authorities. Eight Designated Filling Stations that will supply fuel only for priority use in an emergency have been identified in Kent. Each local authority has arrangements to manage its response to the implementation of the NEP-F, including the measures it will take to mitigate the effects of any disruption on provision of its services.

Organisation	Responsibility
District Council	<ul style="list-style-type: none"> • identifying its essential users and managing their access to the relevant scheme • control and prioritisation of internal fuel stocks • the provision of suitable business continuity strategies to minimise disruption to key services • developing a suitable strategy to reduce non-critical services to support an overall reduction in fuel usage.
County Council	<ul style="list-style-type: none"> • identifying its essential users and managing their access to the relevant scheme • control and prioritisation of internal fuel stocks • the provision of suitable business continuity strategies to minimise disruption to key services • developing a suitable strategy to reduce non-critical services to support an overall reduction in fuel usage • the provision of Trading Standards' support • county wide coordination of response measures.

The main documents associated with this deliverable are as follows:

- relevant district and county deliverables contained within this document;

- KRF Fuel Plan;
- KCC Fuel Plan;
- District council and County Council business continuity plans.

These documents are available from individual organisations and/or on Resilience Direct.

7.5 Transportation and Highways Emergencies

Transportation emergencies may include rail incident, aircraft crash, maritime emergency, serious road traffic crash or accident, or transport incidents involving hazardous materials. The county/district response to these emergencies will be based on the agreed principles and responsibilities contained in the Kent Resilience Forum Pan-Kent Strategic Emergency Framework. Further specific information on roles and types of incidents is detailed below.

Incident	Response
Rail Incident	Southeastern Trains will deploy a Rail Incident Care Team in the event of a major incident. They will assist with the onward travel of passengers and other practical support. The Rail Accident Investigation Branch (RAIB) will be involved in post-incident investigations. Emergencies within the Channel Tunnel system are covered by the Channel Tunnel Bi-National Emergency Plan.
Aviation	There are no airports in the District. Following an air accident the Air Accident Investigation Branch (AAIB) will be involved in post-incident investigations.
Maritime	The Maritime and Coastguard Agency will co-ordinate the at-sea response. Following an accident at sea, the Marine Accident Investigation Branch (MAIB) will be involved in a post-incident investigation. If a Survivor Reception Centre is required, there is a nominated facility at Cruise Terminals 1 and 2 of Dover Western Docks.
Highway (KCC)	KCC Highways and Transportation will respond to emergencies on the adopted road network excepting motorways and some key trunk roads.
Highway (Highways England)	Highways England delivers a similar role to KCC Highway Services for the motorway network and some key trunk roads within the county. They have their own contingency arrangements to deal with driver welfare.
Operation Stack	In an event where there is disruption to Ferry and/or Eurotunnel services, the Police may invoke Operation Stack, which is designed to use the M20 to safely park waiting lorries. District councils may be required to assist with welfare arrangements.
Spillage	Kent Fire and Rescue Service will liaise with the Environment Agency regarding any potential environmental pollution risk. This is in addition to

Incident	Response
	the industry's CHEMSAFE scheme, which advises and deals with chemical spillages.
Care of travelling public	District and County Councils will assist with welfare support for survivors and evacuees. Highways England have their own contingency arrangements to deal with driver welfare during incidents that cause significant traffic congestion.
Transport (involving radiological material)	<p>Incidents involving radiological packages may occur on road or rail. There are three main emergency response schemes that cover this contingency requirement:</p> <ul style="list-style-type: none"> • RADSAFE – covers all road and rail transported packages by British Energy, Magnox and a range of other operators. • NAIR (National Arrangements for Incidents involving Radiation) – covers all other radiological incidents and will be activated by Kent Fire and Rescue Service. • For military incidents, there are “Local Authority & Emergency Services Information (LAESI) - Defence Nuclear Materials Transport Contingency Arrangements”. <p>Kent local authorities have no role over and above normal welfare arrangements.</p>

In addition, local authorities have a number of responsibilities:

Organisation	Responsibility
District Council	<ul style="list-style-type: none"> • Provision of immediate care to those affected by such incidents, such as those immediately affected by the event, or those stranded or evacuated because of the event. This will be discharged jointly with KCC and may include support to Welfare Centres or Survivor Reception Centres. • Technical advice or support as agreed and included in multi-agency plans and/or specific district council services as detailed in this document.
County Council	<ul style="list-style-type: none"> • Provision of immediate care to those affected by such incidents, such as those immediately affected by the event, or those stranded or evacuated because of the event. This will be discharged jointly with district councils and may include support to Welfare Centres, Survivor Reception Centres, and in extreme cases, and in partnership with other agencies, those stranded on the highway.

Organisation	Responsibility
	<ul style="list-style-type: none"> Technical advice or support as dictated by pertinent multi-agency plans and/or specific County Council deliverables detailed in this plan. This includes clean-up from KHS adopted roads.

The main documents associated with this deliverable are as follows:

- KRF Pan-Kent Emergency Response Framework
- KRF Multi-agency Driver Welfare Plan
- relevant district and county deliverables contained within this MEP
- Operation Stack procedures
- RADSAFE Emergency Plan
- NAIR arrangements
- National Contingency Plan for marine pollution from shipping and offshore installations
- Dover Harbour Survivor Reception Centre Plan
- Channel Tunnel Bi-National Emergency Plan
- Highways Agency plan(s) for dealing with driver welfare.

These documents are available from the Kent Resilience Team/Resilience Direct.

7.6 Pipelines, Control of Major Accident Hazard Sites and Radiation Emergencies

The operation of industrial facilities and the transportation of fuels are all governed by specific legislation and guidance to ensure safety and inform the response to any associated emergency. Primary responsibility for ensuring implementation of on- and off-site industrial emergency planning and incident response sits with industry, the emergency services and Kent County Council. However, district councils may provide support as agreed in specific plans. All arrangements detailed in this section will dove-tail into all relevant KRF emergency plans.

Incident	Response
Major Accident Hazard Pipelines	Kent County Council and Medway Council have published a joint plan addressing potential hazards and hazard ranges which could result from a pipeline failure, procedures for dealing with pipeline incidents, contact point details, alerting procedures and geographical locations, as required under the Pipeline Safety Regulations (PSR) 1996.

Incident	Response
	Activation of this plan will be made via the operator or the emergency services, with KCC or Medway (depending where the incident is) acting as the lead responding local authority. Technical expertise will be made available to detail the off-site implications and the emergency response requirements of the authority.
Control of Major Accident Hazards sites (COMAH)	<p>The COMAH Regulations (1999) ensure that at establishments where dangerous substances are handled, a high level of protection for people, property and the environment is managed through measures aimed at prevention or limiting the consequences of such an accident.</p> <p>COMAH establishments are graded by the Health and Safety Executive as either top tier or lower- tier dependant on the quantities and types of substances they produce or store. The Regulations require that KCC, in conjunction with the district council and the site operator, publishes an off-site plan for top tier sites. There is no statutory requirement for an emergency plan for lower tier sites. There is currently two top tier COMAH sites within the County Council's administrative area – Givaudan, based in Ashford and Britannia metals in Gravesham. All top and lower tier COMAH sites are identified in the "Kent Profile" section of the Kent Prepared website.</p>
Dungeness sites	Dungeness has two licensed nuclear sites – Dungeness A (a decommissioned site) and Dungeness B (an operational Advanced Gas Cooled Reactor power station linked to the national grid). The Radiation (Emergency Preparedness and Public Information) Regulations (2001) cover the offsite planning requirements for these installations.
Other industrial installations	Industrial sites large and small which are not covered by specific emergency plans or arrangements may still cause considerable disruption, pollution and risk to their staff and surrounding communities. The response to any emergency at sites of this type will be managed using existing generic emergency plans.
Other radiological or chemical incidents	In general, if there is a discovery of a package or item where there is a chemical or radiological hazard, it will be a matter for the Fire and Rescue Services HAZMAT Officer to decide how the response should proceed.

In addition, local authorities have a number of responsibilities:

Organisation	Responsibility
District Council	Provision of immediate care to those affected by such incidents, such as those immediately affected by the event, or those stranded or evacuated because of the event. This will be discharged jointly with KCC and may include support to Welfare Centres or Survivor Reception Centres.

	<p>Provision of other technical advice or support as dictated by pertinent multi-agency plans and/or specific district council deliverables detailed in this plan.</p> <p>Supporting the recovery process.</p>
County Council	<p>Acting as the lead authority for REPPiR, COMAH, pipeline and nuclear (off-site) planning.</p> <p>Provision of immediate care to those affected by such incidents, such as those immediately affected by the event, or those stranded or evacuated because of the event. This will be discharged jointly with district councils and may include support to Welfare Centres, Survivor Reception Centres or Friends and Families Reception Centres.</p> <p>The provision of other technical advice or support as dictated by pertinent multi-agency plans and/or specific County Council services detailed in this plan.</p>

The main documents associated with this deliverable are as follows:

- relevant district and county deliverables contained within this MEP;
- the Dungeness Off-site Plan;
- the Control of Major Accident Hazards (COMAH) Offsite Plan for Givaudan and Britannia metals.
- the Kent and Medway Emergency Plan for Major Accident Hazard Pipelines;
- the Pan-Kent Emergency Recovery Framework;
- the Department of Energy & Climate Change (DECC) Draft National Response Plan for Nuclear Emergencies (plus consolidated guidance);
- Department for the Environment, Food & Rural Affairs (DEFRA) documents relating to overseas nuclear accidents, UK National Response Plan and Radioactive Incident Monitoring Network (RIMNET);
- HPA UK Recovery Handbook for Radiation Incidents.

These documents are available from the Kent Resilience Team/Resilience Direct/Gov.uk.

7.7 Human Health Emergencies

The response to a human health emergency may be divided as follows:

	NHS	HPA *	District council	Kent Police	KCC
Treating the unwell	✓				
The cause		✓			
Public Health		✓	✓		
Public information **	✓	✓	✓	✓	✓

* Public Health Kent, part of Public Health England

** Co-ordinated by the SCG

Whilst pandemic planning is a core activity within many agencies and authorities, a range of other health emergencies may require all local authorities to take action to support the response or to carry out business continuity management. Such health issues may include an epidemic, a fast spreading yet rare disease, or a localised outbreak of measles or other mild illness.

The KRF has published a pandemic influenza plan that sets out the response to a major outbreak. The principles set out in this plan will also be applied when a health threat arises from a cause other than a communicable disease outbreak. All agencies will have plans that detail how they will support a multi-agency response and how they will protect their own organisations and critical service delivery.

Organisation	Responsibility
Joint District & County Council	<ul style="list-style-type: none"> • Business Continuity planning • Emergency response activities in support of KRF plans
County Council	<ul style="list-style-type: none"> • Emergency response activities in support of the KRF plan • Warning and informing the public, if necessary in conjunction with other Category 1 and 2 responders • Preparing and arranging for the publication of information on the KCC website • Arranging for the KCC Contact Centre to provide a telephone helpline and to answer FAQ's.

The main documents associated with this deliverable are as follows:

- relevant district and county services contained within this document;
- KRF Pandemic Influenza Plan;
- NHS (including PCT) and HPA supporting plans;
- KCC Pandemic Plan;
- district council pandemic plans;
- KCC business continuity plans;
- district council business continuity plans;
- KRF Managing Excess Deaths plan.

These documents are available from the Kent Resilience Team.

7.8 Animal and Plant Health Emergencies

Kent's proximity to continental Europe, major ports and the significance of livestock to the local economy make animal health emergencies a key local risk.

The response to an outbreak of disease in animals will be led nationally by DEFRA and locally by KCC Trading Standards under the provisions of the Animal Health Act. KCC Trading Standards have a statutory duty to enforce movement restrictions in the event of an exotic animal disease outbreak. Similarly, the response to an outbreak of a plant disease will also be led nationally by DEFRA. The KCC response, which will involve a range of services, will be co-ordinated using the arrangements set out in this Plan.

Organisation	Responsibility
Joint District & County Council	<ul style="list-style-type: none"> • Business Continuity planning; • Emergency response activities in support of KRF plans.
County Council	<ul style="list-style-type: none"> • Emergency response activities in support of the KRF plan; • Providing KCC emergency planning representation at the Local Disease Control Centre; • Co-ordinating the County Council and district council response; • Warning and informing the public, if necessary in conjunction with other Category 1 and 2 responders; • Preparing and arranging for the publication of information on the KCC website; • Arranging for the KCC contact centre to provide a telephone helpline and to answer FAQ's.

The main documents associated with this deliverable are as follows:

- KCC business continuity plans
- district council business continuity plans
- DEFRA animal health plans
- KCC Animal and Plant Health plan.

These documents are available from the Kent Resilience Team.

7.9 Voluntary Sector Support

In Kent, the voluntary sector organisations that have a role to play in the response to a major emergency together form the Kent Voluntary Sector Emergency Group (KVSEG). This can be in a number of generic areas:

Welfare: staff support to welfare centres, feeding of those affected by the emergency;

Social and psychological aftercare: support to individuals within a welfare centre, guidance on how to deal with grief and bereavement;

Spiritual care and religious services: multi-cultural advice;

Medical support: ambulances, first aid and short-term provision of mobility aids;

Search & rescue: finding people

Transport: specialised disability transportation, animal transportation;

Communications: telephone and radio operators;

Documentation/admin: logging and recording information at casualty bureau and welfare centres;

Financial Services: disaster funds;

Equipment and resources: bedding, ambulances, clothing and first aid equipment.

Any organisation may call on the voluntary sector to support its response through the District Emergency Planning Officer. When the voluntary sector is being used in support of a multi-agency response, KCC is responsible for co-ordinating their support to ensure that they are being used in the most effective manner. The following organisations are members of KVSEG:

The main documents associated with this deliverable are as follows:

- Kent Voluntary Sector Emergency Group Capabilities Document
- KRF Pan-Kent Emergency Response Framework
- KCC Welfare Centre Guidelines.

These documents are available from the Kent Resilience Team.

7.10 Mass Fatalities and Excess Deaths

A mass fatality incident is an emergency involving sudden and unexpected loss of life or any incident where the number of fatalities is greater than normal local arrangements can manage. In the event of a mass fatality incident a temporary mortuary may need to be erected. Kent County Council and Medway Council have a contract with a temporary mortuary provider, which allows for the provision of the required structures, equipment and support. Additionally, the National Emergency Mortuary Arrangements (NEMA) is the Home Office central assistance programme for assisting local authorities and services to manage mass fatality incidents once local arrangements have been exhausted.

Excess deaths are significant numbers of deaths over a period of time where the death rate exceeds normal capacities in certification, registration and funerals, and will often be over a wide area and an extended period of time. The response makes use of business continuity arrangements to provide additional capacity and may also demand body storage arrangements pending funerals. The KRF Excess Deaths Plan deals with this contingency.

Organisation	Responsibility
Joint District & County Council	<ul style="list-style-type: none">• Assist through Mutual Aid Agreement or otherwise;• Public Health funerals.
County Council	<ul style="list-style-type: none">• Establish, operate and close-down temporary mortuary;• Co-ordinate the Registration Service and the Kent Coroners Service, including involvement in the establishment of temporary mortuaries.

The main documents associated with this deliverable are as follows:

- Kent Resilience Forum Mass Fatalities Plan
- Kent Resilience Forum Managing Excess Deaths Plan
- Cabinet Office: [Link to Cabinet Office document 'A Framework for Planners Preparing to Manage Deaths'](#)

These documents are available from the Kent Resilience Team/Gov.uk.

7.11 Military Support

In circumstances where additional resources, including specialist skills, are urgently needed, it is possible for Military Aid to the Civil Authorities (MACA) to be requested. The resource available will be determined by ongoing military operational demands, so cannot be guaranteed. To enable this, Military Liaison Officers will normally deploy to any Strategic Co-ordination Group which is activated. Any military resources deployed will always remain

under military command, and the costs of the resources deployed may be recoverable, according to the circumstances.

Military Aid will not normally be provided where there is an existing resource or where the required service is commercially available. Applications are made to MoD and must be individually authorised at Ministerial level. The authorisation will specify the type of service, the duration and the level of cost recovery.

The main documents associated with this deliverable are as follows:

- KRF Pan-Kent Emergency Response Framework
- MoD Joint Doctrine Publication “Operations in the UK – A Guide for Civil Responders”.

These documents are available from the Kent Resilience Team.

8.0 Business Continuity Management

Under the Civil Contingencies Act (2004), Local Authorities (as Category 1 responders) have a duty to put in place Business Continuity Management (BCM) arrangements.

The British Standard for Business Continuity Management, BS25999, defines BCM as 'a holistic management process that identifies potential threats to an organisation and the impacts to operations that those threats, if realised, might cause'. BCM is designed to provide a framework for building organisational resilience with the capability for an effective response that safeguards the interests of the organisation. Key activities include:

- Identifying critical functions and their core interdependencies;
- Identifying and managing risks that could impact upon these functions if realised;
- Defining the broad range of resilience and contingency measures that may be put into place to protect these functions;
- Defining recovery arrangements to bring all services back to normal levels.

The Business Continuity Plan for TWBC includes:

- Business Continuity Management Team (BCMT)
- Planning for the Unexpected
- Staff Priority Service Plan
- Core Business Continuity Management Plan
- Basic Premises Information

Each Service area has their own individual Plan and Business Impact Analysis.

The Tunbridge Wells Borough Council Business Continuity Plan is available on the Councils intranet and in the TWBC Emergency Centre and on Resilience Direct.

9.0 Recovery

Recovery is the process of restoring and rebuilding the community in the aftermath of a disaster. This process can be started at any point within the response phase but gains prominence once the immediate response is complete. Although recovery is a multi-agency activity, the Local Authorities will be the lead agencies. Many aspects of recovery have to be considered from the physical rebuilding of the community to the welfare needs of the residents and the financial implications for the affected businesses and council itself.

Plan	Function
The KRF Pan-Kent Emergency Recovery Framework	The lead framework document that describes the core processes in Kent-wide multi-agency recovery working and the broad range of supporting arrangements. Roles and responsibilities are defined and explained, as well as activation protocols and working structures.
KCC Recovery Plan	An overview and detailed arrangements of how KCC will accomplish its obligations under the KRF Pan-Kent Emergency Recovery Framework.
District council recovery plans	An overview and detailed arrangements of how the district councils will accomplish their obligations under the KRF Pan-Kent Emergency Recovery Framework.

Part of the recovery process may involve the setting up of a Humanitarian Assistance Centre (HAC). This facility is designed to deal with the long-term humanitarian needs of survivors, family and friends, and any of the wider community that have been affected by the incident. The Kent Resilience Forum HAC Plan is the primary document for these arrangements and contains details of how this facility is identified and activated.

Organisation	Responsibility
District Council	Provide support and leadership in developing a recovery strategy and in the management of local community relations. Local political support will also be provided by the district council, ensuring that elected members are fully engaged with the recovery process.
County Council	KCC will appoint an appropriate senior manager to act as the lead in the Strategic Recovery Co-ordination Group. Additionally, KCC may provide a range of technical experts, political support and other recovery resources, including financial, to the recovery working agenda.

The main documents associated with this deliverable are as follows:

- KRF Pan-Kent Emergency Recovery Framework

- KCC Recovery Plan
- District Council Recovery Plans

These are available from the Kent Resilience Team/Resilience Direct.

10.0 Community Leadership

During any major emergency where the community has been affected adversely, there will be a need to ensure suitable community leadership is demonstrated. The Pitt Review (2007:34) endorses this view, specifically noting:

“We (also) note the value of the high media profile for local leaders, as achieved by council leaders and Gold Commanders in a number of areas affected by the floods. For example, in Doncaster, the elected Mayor’s high visibility provided reassurance to the public during the severe flooding which affected the city in June 2007. In Gloucestershire, the Gold Commander adopted a similarly successful high profile, using the media as a way of communicating advice to the public and providing visible leadership at the local level. All local leaders need to play their part in this, and local authorities should share the load with the uniformed services.”

It is essential for key officers and politicians to adopt a leadership role during an emergency. It is therefore recommended that the Leader of the Council, prominent Cabinet members and Chief Officers are placed before the media to act in this capacity. Those undertaking this role should be fully briefed by their media team and be prepared to answer questions at regular press conferences and one-to-one interviews. Policy on messaging strategy will be overseen by the Strategic Co-ordination Group and disseminated to all agency media teams. It is vital that the core lines regarding the response are fully observed.

Following a major emergency, either a district council or the County Council will lead on recovery working. It is likely that a community liaison group will be formulated to enable local views to be captured and assessed during this period. To ensure that this liaison is effective it will be essential for local members whose area was affected by the emergency to be engaged in this process as community leaders. Full details of how this will operate are contained in the Pan-Kent Emergency Recovery Framework.

The main documents associated with this deliverable are as follows:

- The Pan-Kent Emergency Recovery Framework.

This is available from the Kent Resilience Team.

11.0 Training and exercising

The Civil Contingencies Act 2004 requires local authorities (as Category 1 responders) to include a provision for training and exercising in their emergency plans. Regular training and exercise events for both emergency planning and business continuity raise staff awareness

of potential risks and provide an understanding and confidence in the council and their partners' emergency response procedures.

11.1 Training

A schedule for training staff is maintained by the Emergency Planning Officer to ensure that all staff with an emergency role are prepared. It includes refresher training where necessary. The aim is to increase resilience by ensuring that all those charged with dealing with an emergency:

- Understand their role;
- Are competent to carry out the tasks assigned to them;
- Are properly equipped;
- Have confidence in their partner agencies' emergency response capabilities.

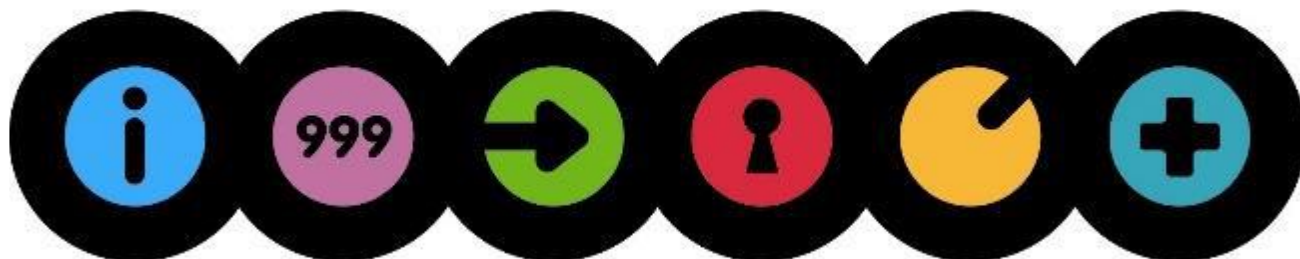
The Emergency Planning Officer organises internal bite-size training sessions, in conjunction with courses arranged by the Kent Resilience Forum.

11.2 Exercising

Regular exercises are organised by the Emergency Planning Officer, with the support of the Kent Resilience Team, to allow staff with an emergency role to practice it. The exercises test the strategic, tactical and operational elements of the emergency response. There are also annual emergency exercises to test KCC's emergency response. Where possible these exercises will be multi-agency to further demonstrate pan-Kent capability. For all Welfare Centre activities and top-tier planning responsibilities, KCC will arrange joint exercising between the County Council and district councils. This may be complemented by localised district training as required.

12. Mutual Aid Agreement

Kent Resilience Forum



PREPARING FOR EMERGENCIES IN KENT AND MEDWAY

Kent Local Authority Mutual Aid Agreement

For activation of agreement go to Section 8

Date: April 2020

Version: V1.0

Review date: April 2023

Classification: OFFICIAL

All enquiries relating to this document should be sent to:

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Issue and review register

Summary of changes	Issue number & date	Approved by	Date
New issue as KRF document	1.0 September 2019	Kent Chief Executives April 2020	Resilience Direct

Contents

		Page
1.	Introduction	44
1.	Statement of Purpose	44
2.	Legal basis for the Memorandum of Understanding	46
3.	Definitions	47
4.	Responsibilities as an Employer	48
5.	Health and Safety	48
6.	Insurance	48
7.	Recovery of Costs	49
8.	Activation of Mutual Aid Arrangement	49
9.	Risks and Limitations of the Mutual Aid Arrangements	51
10.	Reduction/Termination of Support	52
11.	Post Incident Arrangements	52
12.	Disputes	52
13.	Review of the Memorandum of Understanding	52

1.Introduction

Kent local authorities are a collaborative, business-like group that identifies opportunities for member authorities to work together, in clusters or as a whole, to deliver a range of activities and services.

Recent incidents have demonstrated that, even for the best prepared authorities, a point will be reached where it becomes difficult for an authority acting alone to sustain its emergency response, given the scale of demand placed upon it.

The mutual aid arrangement is intended to enhance authorities' abilities to come together in emergencies to provide resources and support, to ensure communities and residents, and the economic prosperity of the area, are protected. In these circumstances, assistance from other authorities becomes imperative.

It is for this reason that a mutual aid agreement has been in place since 2006. However, it has been recognised that local authority structures and resources have changed considerably in recent years and the original mutual aid agreement was in need of updating.

The following are the signatories to this agreement:

Kent County Council

Signatory

Medway City Council

Signatory

Ashford Borough Council

Signatory

Canterbury City Council

Signatory

Dartford Borough Council

Signatory

Dover District Council

Signatory

Folkestone and Hythe District Council

Signatory

Gravesham Borough Council

Signatory

Maidstone Borough Council

Signatory

Sevenoaks District Council

Signatory

Swale Borough Council

Signatory

Thanet District Council

Signatory

Tonbridge and Malling Borough Council

Signatory

Tunbridge Wells Borough Council

Signatory

Statement of Purpose

This Memorandum of Understanding (MOU) concerns the provision of mutual aid during an emergency or other incident between the following local authorities:

1. Kent County Council
2. Medway City Council
3. Ashford Borough Council
4. Canterbury City Council
5. Dartford Borough Council
6. Dover District Council
7. Folkestone and Hythe District Council
8. Gravesham Borough Council
9. Maidstone Borough Council
10. Sevenoaks District Council
11. Swale Borough Council
12. Thanet District Council
13. Tonbridge and Malling Borough Council
14. Tunbridge Wells Borough Council

Each of the named authorities will endeavour to provide assistance (as a Supporting Authority) to another of the named authorities (as a Requesting Authority) in the form of provision of personnel, accommodation or equipment in the event of an emergency or other incident and when able and asked to do so in accordance with the guidelines agreed.

The assistance available to local authorities includes, but is not limited to:

Provision of staff such as:

- Emergency response staff (Strategic and Tactical managers, Emergency and Welfare Centre trained staff)
 - Environmental Health Officers
 - Oil pollution response trained staff
 - Building control officers
 - Media officers
 - Housing officers
 - Highways and Waste officers
 - Enforcement officers (e.g. parking)
 - Social care officers
- Provision of buildings (as a result of loss of premises or as additional welfare centres).
- Use of contractors may be considered but will be restricted due to terms of contracts.

2. Legal basis for the Memorandum of Understanding

“In order to facilitate co-operation....responders may enter into protocols with each other.”

Regulation 7.1, The Civil Contingencies Act 2004 (Contingency Planning) Regulations 2005

“A Protocol is a formal agreement between Category 1 responders detailing how they will undertake or allocate responsibilities to deliver a task. Protocols may cover matters of broad agreement or detailed procedures for working together, including how to hand over tasks or obtain additional resources. Protocols may or may not be legally binding, depending on the nature of the agreement reached between the parties.”

Paragraph 2.29, Emergency Preparedness

(Guidance on Part 1 of the Civil Contingencies Act 2004, its associated Regulations and non-statutory arrangements)

Section 2(1) of the Local Government Act 2000 empowers local authorities to do anything they consider likely to achieve the promotion or improvement of the economic, social or environmental well-being of their area. This is commonly referred to as the ‘well-being power’.

Section 2(4) expressly provides that the well-being power includes the power to enter into arrangements or agreements with any person, cooperate with, facilitate or coordinate the activities of any person, and provide staff, goods, services or accommodation to any person.

Although it is a power to make provision for the well-being of the authority's area, section 2(5) provides that it includes the power for a local authority to do anything in relation to, or for the benefit of, any person or area situated outside their area, if they consider this likely to achieve any of their well-being objectives. The reciprocal benefits of mutual aid are likely to place such agreements within this power.

Additionally, powers for the making of arrangements for mutual aid can be found in sections of the Local Government Act 1972. For example, Section 113 (dealing with the placing of staff of local authorities at the disposal of other local authorities) and Section 111 (dealing with powers of expenditure and the acquisition or disposal of any property or rights in the discharge of functions).

This MOU is not intended to be a legally binding contract, but it is meant to provide a mutually agreed framework for the timely resolution of requests for mutual aid where required.

3. Definitions

Meaning of “emergency”

- an event or situation which threatens serious damage to human welfare in a place in the United Kingdom,
- an event or situation which threatens serious damage to the environment of a place in the United Kingdom, or
- war, or terrorism, which threatens serious damage to the security of the United Kingdom.

Mutual Aid:

“An agreement between Category 1 and 2 responders and other organisations not covered by the Act, within the same sector or across sectors and across boundaries, to provide assistance with additional resource during an emergency, which may overwhelm the resources of an individual organisation.”

Glossary, Emergency Response and Recovery

(Non-statutory guidance to complement ‘Emergency Preparedness’)

Requesting Authority:

Any member of the Local Authority Partnership (as at Section 1) in need of assistance during the management of an emergency.

Supporting Authority:

Any member of the Partnership providing resources to a Requesting Authority during an emergency.

Co-ordinating Authority:

Any partner that is requested to co-ordinate requests and support during an incident.

Participating Authorities:

All members of the partnership engaged in mutual aid during an incident.

Suitable Person:

This is a person loaned by a Supporting Authority who is expected to be able and competent to complete the task outlined in the mutual aid request.

4. Responsibilities as an Employer

As responsible employers, the local authorities who are signatories to this MOU will ensure that any staff deployed under the mutual aid agreement are cared for and supported by the Requesting Authority.

In receiving loaned staff, the Requesting Authority will assume the welfare responsibilities it holds for its existing workforce but with due reference to the substantive contractual arrangements of the staff provided by the Supporting Authority.

5. Health and Safety

The health, safety and welfare of employees loaned to a Requesting Authority by a Supporting Authority are of primary importance. In accepting responsibility for loaned staff, the Requesting Authority will be under an obligation to ensure that they are deployed in a safe and responsible way. Once again, the responsibilities here to loaned staff will be no different to those of the Requesting Authority's own employees.

6. Insurance

It is expected that the Requesting Authority will provide insurance cover for any persons or equipment being provided to them under the terms of their existing cover. This should be confirmed in relation to staff as well as equipment loan.

7.Recovery of Costs

The responsibility for collating and recovery of costs and meeting all legal requirements for the supervisory control and health and safety of loaned staff rests with the Requesting Authority or, where more than one Participating Authority has been affected by the emergency or major incident (e.g. a cross boundary incident), by each of the Requesting Authorities in respect of the staff deployed to their Authority.

The Requesting Authority undertakes to reimburse the Supporting Authority on a cost recovery basis upon the termination of the aid, and where practicable within 28 days of receipt of the written submission to the Requesting Authority of documented accounts for settlement by the Supporting Authority.

The cost and financial implications of providing mutual aid assistance are likely to include, but are not limited to:

- Staff costs (salary, pension payments, tax, NI, insurance etc);
- Out of pocket travelling expenses (claimed by staff in the normal way but included in cost recovery);
- Provisions/equipment used (see below);
- Damage to rental/leased items;
- Contractor expenses.

8.Activation of Mutual Aid Arrangement

Mutual Aid will be requested by either the Chief Executive or the designated Authorising Person of the Requesting Authority, (this will normally be the person acting as the SCG representative for the organisation). The initial request may be made by telephone, but written confirmation should be sent on the request form at **Annex A** by e- mail as soon as practicable to ensure clarity of the request and assist any subsequent requests for reimbursement.

A Chief Executive/Designated Authorising Person who receives a request for assistance shall take the appropriate action to respond to the request without delay and, in the case of a Designated Authorising Person, shall inform their Chief Executive at the earliest opportunity. As part of the decision process, the Chief Executive of the Supporting Authority must consider whether the resource requested can be made available without putting at risk the authority's service delivery obligations or ability to respond to an emergency of its own. The Supporting Authority should use the response form at **Annex B** to detail level of support.

Once the request has been agreed, action for delivery will be delegated to Tactical level to coordinate requests, and both authorities will appoint a lead officer to manage the supporting resources.

The provision of requested support is voluntary and is dependent on supporting authority being able to meet its own statutory obligations and may be withdrawn on this basis.

The first option for providing mutual aid will be that tasks will be undertaken remotely with staff from support authorities being sent to the Requesting Authority by exception.

As much detail as possible should be provided, although in the initial response to an emergency it may be difficult to assess need. Therefore, the detail of any mutual aid request will be reviewed every 24 hours or at mutually agreed timescales by the Requesting and Supporting Authorities.

The Requesting Authority will:

- ensure that requests made are based on effect and task rather than generic request for resource;
- provide as much detail of numbers, roles and skills required to achieve tasks to enable identification of suitable persons by the supporting authority;
- ensure staff provided by the Supporting Authority are effectively briefed on any roles they are given;
- provide risk assessments, PPE, office space, security access and equipment etc to staff from the Supporting Authority required to complete the task allocated;
- ensure that supporting staff can access relevant networks (e.g. Gov.roam) IT, systems and technical support;
- ensure that any staff deployed have the appropriate DBS checks/security clearances where necessary;
- where needed, arrange for travel and accommodation for staff from Supporting Authorities;
- collate all associated mutual aid costs for audit purposes;
- have in place adequate insurance cover to include loaned staff or equipment;
- take on responsibility for meeting all legal requirements for the supervision, welfare support and health and safety of loaned staff or, where more than one authority area has been affected by the emergency, by the authority that requested the aid; and
- provide a report to the Supporting Authority of the roles and tasks undertaken by the Supporting Authority's staff including details of any trauma or stressful situations to which the individual may have been exposed. The Requesting Authority will also be responsible for meeting costs of any after care required by supporting staff.

The Supporting Authority will:

- if possible, provide resource and support within the principles of this agreement;
- provide suitable persons to complete the tasks detailed by the Requesting Authority, with the appropriate skills and competencies and who have had previous training relating to the role;
- where staff are required to meet the mutual aid request, agree to provide them for a period of time and for specific tasks, rather than for individual shifts;
- ensure that regular contact is maintained with its employee(s) working for the Requesting Authority and ensure that human resource, health and safety and welfare provision issues are dealt with appropriately by the Requesting Authority;

- collate costs for any mutual aid provided and periodically send them to the coordinating authority to be shared with the Requesting Authority;
- where necessary, share information regarding requests and action with the Ministry for Housing, Communities and Local Government/ the Government Liaison Officer;
- provide supporting information to the Requesting Authority to enable audit processes and any claim for central aid via the Bellwin Scheme;
- not outsource a mutual aid request without agreeing the costs and arrangements with the Requesting Authority; and
- follow direction for personal, building and electronic/document security measures.

The Co-ordinating Authority will:

- act as the link between the Requesting and Support Authorities to coordinate the requests for mutual aid;
- maintain contact with the lead officer from the Requesting Authority to provide timely information on any support for tasks or activities requested;
- where the Requesting Authority is unable to do so, arrange for the accommodation of staff from Supporting Authorities; and
- where necessary, share information regarding requests and action with the Ministry for Housing, Communities and Local Government/ the Government Liaison Officer to prevent duplication of effort.

Kent County Council (KCC) or Medway Council is to co-ordinate the deployment of mutual aid when a major incident involves more than one supporting organisation, or when the incident crosses a county boundary. Should KCC/Medway be unable to provide this role then other Kent local authorities should be asked in the first instance. However, if there is no capacity in Kent, then further mutual aid may be requested by KCC or Medway Council from the South East 7 Group of local authorities.

9. Risks and Limitations of the Mutual Aid Arrangements

Although the mutual aid arrangements are a benefit to the Partnership, the following points are seen as potential risks:

- The impact on the Supporting Authorities' business as usual activities, including any Duty Officer arrangements that are in place. It is important that the Supporting Authority undertakes a proper risk assessment before committing resource, particularly if they are also responding or the incident has a potential local impact.
- Whilst the 'One Kent' approach assures that all emergency response staff receive the same training, it is recognised that there will be differences in the way other procedures (e.g. housing, environmental health) are delivered which may limit the effectiveness of staff providing mutual aid support.

10. Reduction/Termination of Support

The Requesting Authority (via Chief Executive or Designated Authorising Person) is to immediately notify the Supporting Authority when the need for mutual aid can be reduced or terminated. Conversely, if the Supporting Authority is unable to continue with supply of resource, reasonable notice should be given.

Both circumstances should also be confirmed in writing/email as part of the finance/audit trails.

11. Post Incident Arrangements

The Requesting Authority will ensure that the loaned staff from the Supporting Authority have the means to input learning and experiences into the debrief for the incident. The level of this input will be agreed as part of the mutual aid request.

The Requesting Authority will ensure that the Supporting Authority is aware of the roles undertaken by the loaned staff, and in particular if the roles were seen as stressful or potentially traumatic. This will ensure that staff are supported as necessary following their involvement in an incident. Loaned staff should be able to access all welfare arrangements that are made available to the Requesting Authority's staff (e.g. counselling).

12. Disputes

Any disputes between the Supporting and Requesting Authorities should be resolved through negotiations between the Designated Authorising Persons or Chief Executives with a view to early resolution. An unresolved dispute should be referred to an independent chief executive, that is, the Chief Executive of an authority named in the mutual aid agreement but uninvolved in the emergency, or if all named authorities are involved, then the Chief Executive of an authority which is not a party to the agreement who shall suggest a solution to the dispute within 14 days of the referral (e.g. via South East 7 Group).

13. Review of the Memorandum of Understanding

The intention is that this MOU will remain the responsibility of Kent Resilience Forum's Local Authority Emergency Planning Group (LAEPG) on behalf of the Partnership.

The document will be reviewed by LAEPG on the following basis:

- Three year period review.
- Following an activation of the MOU.
- Following a significant change in guidance or legislation that would apply to the MOU.

- Following learning from an incident elsewhere in the UK that would affect the MOU.
- On the direction of the Chief Executives.

Annex A – Mutual Aid Request form Part A

MUTUAL AID REQUEST			
Part A – to be completed by the Requesting Authority			
Requesting Authority	Date of Request	Time of Request	
Contact details			
Authorised person			
Position		Phone	
Organisation		Mobile	
Location		Email	
Summary of incident			
Detail of requirements			
<i>Staff:</i> <i>Role/numbers/</i> <i>qualifications/skills/PPE</i>			
<i>Time of Deployment:</i> <i>dates shift times and</i> <i>likely duration</i>			
<i>Location(s) including</i> <i>access and egress if</i> <i>required</i>			
<i>Host organisation lead</i> <i>officer name and</i> <i>contact details</i>			
<i>Equipment request</i> <i>(including need for</i> <i>operatives)</i>			

<i>Welfare arrangements</i>	
<i>Other detail including risk assessment/H&S issues</i>	

Annex B – Mutual Aid Response form Part B

MUTUAL AID REQUEST			
Part B – to be completed by the Supporting Authority			
Requesting Authority	Date of Request	Time of Request	
Contact details			
Authorised person			
Position		Phone	
Organisation		Mobile	
Location		Email	
Detail of assistance			
<i>Staff:</i> <i>Role/numbers/</i> <i>qualifications/skills/PPE</i>			
<i>Time of Deployment:</i> <i>availability/likely start</i> <i>time</i>			
<i>Detail of assistance</i> <i>that cannot be supplied</i> <i>and reason</i>			
<i>Welfare arrangements</i> <i>required</i>			
<i>Other detail including</i> <i>risk assessment/H&S</i> <i>issues</i>			
<i>Host organisation lead</i> <i>officer name and</i> <i>contact details (if</i> <i>different from above)</i>			