Foreword

The Emergency Response Plan describes the management structures and procedures used by Portsmouth City Council in response to emergencies and major incidents in Portsmouth.

It focuses on the roles and responsibilities of the Council within the co-ordinated response of a number of agencies to an incident. The aim of any response is to mitigate the effects of an incident on people, infrastructure and the environment and aid recovery.

The Civil Contingencies Unit produces the plan on behalf of the council. An abbreviated version of the plan, minus operational and contact details, is available on the Portsmouth City Council website.

The Emergency Response Plan is a generic response plan required by Category 1 responders under the Civil Contingencies Act 2004.
## Amendments

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<td><strong>Acute Trust</strong></td>
<td>NHS service providers, ambulance, hospitals and mental health services</td>
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<td><strong>Bronze</strong></td>
<td>Single agency operational level of management in an incident</td>
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<td><strong>Category 1 responder</strong></td>
<td>Set out in the Civil Contingencies Act as those organisations at the core of the response to most incidents (emergency services, local authorities, Environment Agency, local health services)</td>
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<td><strong>Category 2 responder</strong></td>
<td>Set out in the Civil Contingencies Act as co-operating organisations involved in the response to an incident (Health and Safety Executive, transport and utility companies)</td>
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<td><strong>CBRN</strong></td>
<td>Chemical, Biological, Radiological and Nuclear</td>
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<td><strong>CCA 2004</strong></td>
<td>The Civil Contingencies Act 2004 sets out regulations and guidelines that enable organisations such as the Police, Fire and Rescue Services, Ambulance Services, NHS Trusts, the Environment Agency, the Maritime Coastguard Agency (MCA) and the Local Authorities to all work together to enhance the resilience of the community</td>
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<tr>
<td><strong>CCG</strong></td>
<td>Clinical Commissioning Groups commission most of the hospital and community NHS services in the local areas for which they are responsible</td>
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<td><strong>CCO</strong></td>
<td>The City Contact Officer provides the out of hours standby duty for the Civil Contingencies Unit</td>
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<td><strong>DEFRA</strong></td>
<td>Department of Environment, Food and Rural Affairs</td>
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<td><strong>DPH</strong></td>
<td>Director of Public Health</td>
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<td><strong>EA</strong></td>
<td>Environment Agency</td>
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<td><strong>ERC</strong></td>
<td>The Emergency Response Centre is the council's co-ordination centre in an incident</td>
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<td><strong>Gold</strong></td>
<td>Single agency strategic level of management in an incident</td>
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<td><strong>HIOW LRF</strong></td>
<td>Hampshire and Isle of Wight Local Resilience Forum</td>
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<td></td>
<td>• Principal mechanism for multi-agency cooperation</td>
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<td><strong>JESIP</strong></td>
<td>Joint Emergency Services Interoperability Programme</td>
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<tr>
<td>LALO</td>
<td>Local Authority Liaison Officer</td>
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<td>MCA</td>
<td>Maritime and Coastguard Agency</td>
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<td>NHS</td>
<td>National Health Service</td>
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<td>PCC</td>
<td>Portsmouth City Council</td>
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<td>PHE</td>
<td>Public Health England</td>
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<td>PHE Centre</td>
<td>Local unit of Public Health England</td>
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<td>RCG</td>
<td>Recovery Coordinating Group</td>
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<td>Rest Centre</td>
<td>Local authority place of shelter for short term evacuees</td>
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| SCC          | Strategic Coordinating Centre  
|              | • Multi-agency support cells to the SCG |
| SCG          | Strategic Co-ordinating Group  
|              | • Multi-agency executive group providing strategic direction in an incident |
| Silver       | Single agency tactical level of management in an incident |
| SITREPS      | Situation Reports |
| STAC         | Scientific and Technical Advice Cell  
|              | • Sub-group of SCG |
| TCG          | Tactical Co-ordinating Group  
|              | • Multi-agency group providing tactical management in an incident |
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- Environment Agency - Winchester Office: 1
- Faith Leaders Co-ordinator Portsmouth: 1
- Fareham Borough Council Emergency Planning Liaison Officer: 1
- Gosport Borough Council Emergency Planning Liaison Officer: 1
- Hampshire County Council – County Emergency Planning Officer: 1
- Hampshire Fire and Rescue Service HQ: 1
- Hampshire Fire and Rescue (local stations): 2
- Harbour Master, Langstone: 1
- Havant Borough Council Emergency Planning Liaison Officer: 1
- HM Coastguard, Lee-on-the-Solent: 1
- HM Naval Base Portsmouth – Emergency Planning Officer: 1
- HM Naval Base Portsmouth – MoD Police: 1
- HM Naval Base Portsmouth – Queen’s Harbour Master: 1
- Isle of Wight County Council – Resilience Manager: 1
- Portsmouth Water: 1
- Salvation Army (Haven and Southsea Citadel): 2
- Scotia Gas Networks: 1
- South Central Ambulance Service: 1
- Southampton City Council EP & BCM manager: 1
- Southern Electricity (Portsmouth): 1
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1.1 Introduction

The Emergency Response Plan is a generic plan outlining the Council’s core response to emergencies and major incidents. It is supported by specific plans dealing with particular hazards, functions and statutory responsibilities. It is divided into 9 sections:

- Part 1: describes the emergency response policy for Portsmouth City Council and how we work with partner agencies.
- Part 2: describes the emergency activation, response and management arrangements for Portsmouth City Council
- Part 3: describes the roles and responsibilities of council services
- Part 4: describes the main types of immediate humanitarian assistance
- Part 5: outlines the maritime and shoreline response
- Part 6: outlines a summary of recovery activity
- Part 7: contains action cards for specific incidents and hazards (official sensitive)
- Part 8: describes the council’s incident management structures (official sensitive)

1.2 Civil Contingencies Act 2004

The Civil Contingencies Act 2004 delivers a single framework for civil protection in the United Kingdom. The Act divides local responders into two categories, imposing a different set of duties on each.

Category 1 Responders are those organisations at the core of the response to most emergencies (e.g. emergency services, local authorities, NHS bodies). Category 1 responders are subject to the full set of civil protection duties. They are required to:

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

Category 2 Responders are required to cooperate with Category 1 Responders and share information. These include the main utilities such as gas, electricity and water companies.

1.3 Definition of an emergency

An emergency is defined¹ as:

*An event or situation, with a range of serious consequences, which requires special arrangements to be implemented by one or more emergency responder agencies*

‘Emergency responder agencies’ describes all Category one and two responders as defined in the Civil Contingencies Act (2004) and associated guidance.

A major incident is beyond the scope of business-as-usual operations, and is likely to involve serious harm, damage, disruption or risk to human life or welfare, essential services, the environment or national security.

¹ JESIP Joint Doctrine 2nd edition
A major incident may involve a single-agency response, although it is more likely to require a multi-agency response, which may be in the form of multi-agency support to a lead responder. The severity of consequences associated with a major incident is likely to constrain or complicate the ability of responders to resource and manage the incident, although a major incident is unlikely to affect all responders equally.

The decision to declare a major incident will always be a judgement made in a specific local and operational context, and there are no precise and universal thresholds or triggers. Where LRFs and responders have explored these criteria in the local context and ahead of time, decision makers will be better informed and more confident in making that judgement.

The definition is concerned with consequences rather than cause or source. An emergency inside or outside the UK is therefore covered by the definition, provided it has consequences inside the UK. Examples include, at the local level, a serious incident involving a school trip abroad, or more broadly a natural disaster that affects British nationals abroad.

In most cases the response will require the special mobilisation and organisation of responders and services for the following tasks:

- the initial treatment, rescue and transport of a large number of casualties
- the involvement, either directly or indirectly of large numbers of people
- the handling of a large number of enquiries likely to be generated both from the public and the news media, usually to the police
- the mobilisation and organisation of the combined resources of the emergency services and supporting organisations such as Local Authorities and Voluntary Aid Societies, to cater for the threat of death, serious injury or homelessness to a large number of people.
1.4 Purpose of the Emergency Response Plan

The purpose of the plan is to:

- Outline the management structures and procedures used by Portsmouth City Council in response to emergencies and major incidents in Portsmouth. In doing so the Council seeks to mitigate the impact of an incident on the community and environment, and aid recovery.

1.5 Aim and objectives of the Emergency Response Plan

The aim of the plan is to:

- Identify the procedures and organisation necessary to ensure the coordination and the provision of council services and resources during an emergency or major incident.

The objectives of the plan are to:

- Describe the Council’s role and responsibilities in responding to an emergency or major incident
- Identify the responsibilities of the council’s emergency response organisation
- Identify the responsibilities of services
- Outline management arrangements and structures
- List call-out procedures
- Provide action cards and job descriptions for responders
- Outline administrative and financial arrangements
- Outline multi-agency command and control arrangements
- Provide information on additional sources of assistance
- Outline recovery arrangements
1.6 Corporate response

Minor incidents are usually dealt with by the relevant service area and require no additional co-ordination. In the case of a major incident or emergency requests for information and support may be overwhelming, and co-ordination between different service areas will be necessary to provide an effective corporate response. The co-ordination arrangements described in the plan complement existing Council decision-making and tasking mechanisms to ensure a timely, targeted and effective response.

1.7 Management of the combined response to an emergency

There is a generic national framework for managing emergency response and recovery detailed in the Civil Contingencies Act 2004. It is scalable and can be applied irrespective of the size, nature or cause of an emergency and remains flexible enough to be adapted to the needs of particular circumstances.

There are three management tiers in the national framework: Operational, Tactical and Strategic. All major agencies responding to the emergency will be represented at each of these levels.

The Operational Level

- The operational level or Bronze is the level at which the management of immediate "hands-on" work is undertaken at the site(s) of the incident. This is often the only level required to deal with most situations.

- Emergency Services personnel first on the scene will assess the nature and extent of the incident. In most instances, the police will co-ordinate the operational response at the scene to ensure a coherent and integrated multi-agency response.
The Tactical Level

- As an incident progresses and more resources are deployed or the consequences become more widespread, the level of co-ordination will increase. At this stage the tactical level of co-ordination will be implemented, usually by the Police, with the primary objective of ensuring that the appropriate response is properly resourced.

- The purpose of the Tactical Coordinating Group (TCG) is to ensure that actions taken by operational commanders are co-ordinated in order to achieve maximum effectiveness and efficiency. The TCG will usually comprise the most senior officers of each agency committed within the area of operations, who will assume tactical command of the situation, usually from an incident control point located nearby or directly adjacent to the scene.

- The TCG will address issues such as resourcing, the location of key functions or facilities such as a survivor assembly points, casualty clearing station and media liaison point.

- Certain types of incident may require more than one TCG location or a specific TCG dealing with a particular function, such as mass evacuation.

- In the initial stages of a major incident the TCG will assume the strategic function until the strategic level is established.

- The location of the TCG will be decided at the time of an incident. Potential locations are listed in the HIOW LRF Emergency Response Arrangements. Portsmouth City Council is one of the options (Floor 2 core 3 corporate area).
The Strategic Level

- In those cases where it becomes clear that resources, expertise or co-ordination are required beyond the capacity of the tactical level it may be necessary to invoke the strategic level of management to take overall command and set the strategic direction. A Strategic Co-ordinating Group (SCG) will form, bringing together gold commanders from relevant organisations.

- The purpose of the SCG is to establish the policy and strategic framework within which the lower tiers will work. Chairing the SCG will normally fall to the police. In some circumstances it may be more appropriate for another agency to take the lead (for instance, the local authority may take the lead in the recovery phase).

- Depending on the nature, extent and severity of the emergency, either the regional tier or central government may become involved. The SCG will then become the primary interface with these other levels of response.

- Portsmouth City Council’s Chief Executive or nominated deputy will attend the SCG. The SCG is normally held at Hampshire Constabulary’s training school at Netley.

- For more information see Part 8.

1.8 Role of the Local Resilience Forum

The Local Resilience Forum (LRF) is the principal mechanism for multi-agency planning and co-operation between responders. It is a strategic body for planning, risk assessment and mitigation, training and exercising, and does not have a legal entity as a responder in its own right. The LRF consists of representatives from the emergency services, local authorities, MOD, and
the Environment Agency. The Local Health Resilience Partnership, the statutory body responsible for resilience and emergency response planning, is represented. The voluntary sector and utility providers are also invited.

1.9 Strategic roles and responsibilities

The **principal roles** of the Council are:

- To support the emergency services and other agencies involved in the response
- To deploy council resources to mitigate the effects of an incident on people, infrastructure and the environment
- To co-ordinate humanitarian assistance
- To co-ordinate activities of the voluntary and faith communities supporting the incident
- To continue to deliver critical services to the community during an incident
- To provide warning and informing advice to the public
- To lead recovery and restoration activities.

The **specific responsibilities** of the Council are:

- To provide and manage Humanitarian Assistance, namely:
  - Rest Centres
  - Humanitarian Assistance Centres
  - Temporary mortuaries and body storage
- To implement emergency traffic management

- To operate council owned flood defences in response to EA operational alerts/flood warnings/severe weather

- To provide specialist assistance such as building control, environmental health and waste management officers

- Beach clean-up operations following a chemical or oil pollution spill

- Temporary accommodation for residents whose homes are rendered uninhabitable as a result of the emergency

- Liaison with school, nurseries and other educational establishments

- Clean-up and recovery activities.

1.10 Emergency management structure

For most small-scale incidents or situations during office hours where only one service is affected (such as boiler failure or road diversions), the response will be initiated through the City Help Desk or direct to the appropriate service. Outside office hours CCTV operate the Urgent Support Plan for initial response.

Some incidents will require a co-ordinated response across several service functions. Examples include small-scale evacuations for a limited period, localised flood preparation and response and minor pollution incidents. The Civil Contingencies Unit will co-ordinate activities during office hours usually
from their office. Incidents occurring out of hours will be co-ordinated in the first instance by the City Contact Officer.

If the scale and impact of the incident requires the mobilisation of many council services, or the emergency services declare a major incident, the council will open the Emergency Response Centre. The Emergency Response Centre is the focal point for the co-ordination of the council’s response activities and liaison with external agencies. The centre is located in Conference Room B of the Civic Offices.

It is the policy of Portsmouth City Council that the Chief Executive attends the Strategic Coordinating Group for a major incident affecting Portsmouth. The Chief Executive is supported by the Gold Away Team (relief Director, Civil Contingencies staff officer, corporate communications, Gold support team and specialist officers as required/available). The remaining Directors supervise the activities of the council.

More details on call out and response levels are in Part 2. The arrangements for the Emergency Response Centre are in Part 8.
## Integrated emergency management

**LRF strategic response document**
- HIOW LRF Strategic Response Framework for Emergencies

**LRF multi-agency plans and guidance**
- Emergency Warning and Informing Plan
- Community Recovery Plan
- Humanitarian Assistance Guidance
- Telecomms Plan
- Pandemic Flu Framework
- Mass Fatalities Plan
- Emergency Response Arrangements
- Mass Evacuation and Shelter Plan

**Portsmouth City Council strategic response plan**
- Emergency Response Plan

**Corporate plans**
- Rest Centre Plan
- Pandemic Response Plan
- Flood Response Plan
- Reactor Emergency Plan
- Chemical and Oil Pollution Plan
- Evacuation guidance

**Service plans**
- Emergency traffic management
- Business continuity plans
- Service out of hours procedures
- Floodgate operations
- City Help Desk emergency line

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**Emergency Response Plan** 21
December 2016
Version 1.2
### 1.11 Supporting plans

The following plans may be implemented in support of an emergency affecting Portsmouth:

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<td>Evacuation Guidance</td>
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<td>Hampshire Constabulary</td>
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1.12 Military Aid to the Civil Community (MACC)

In a major incident the emergency services and local authorities may lack the necessary resources or specialist knowledge to respond effectively. Requests for military aid are to be submitted and approved by the SCG.

Military assistance may not always be available and cannot be planned for. In cases where human life is not in danger MOD will charge for some or all of their costs should they deploy.

1.13 Voluntary agencies

In major incidents Portsmouth City Council will co-ordinate the activities of the voluntary sector on behalf of the emergency services and communities. A number of national voluntary agencies will have pre-arranged responsibilities providing a specific capability to the council and existing management systems.

1.14 Communications

Warning and Informing

As a Category 1 responder under the Civil Contingencies Act 2004 the council has a duty to put arrangements in place to make information available to the
public on civil protection matters, and to maintain arrangements to warn, inform and advise the public in the event of an emergency.

The council is a member of the Hampshire and Isle of Wight Local Resilience Forum and in the event of a major incident will implement the forum’s emergency communications plan. The plan outlines a co-ordinated response across public sector organisations in Hampshire and the Isle of Wight, and sets out procedures that reflect the requirements of the Civil Contingencies Act. In the event of an emergency or major incident, corporate communications officers from the council will form part of a countywide communications response team, as well as providing support to council officers engaged in response activities.

An effective communications strategy relies on consistency of message between agencies and timely provision of information. Wherever public information needs to be provided, or a significant response from the media can be expected, responding agencies should involve their comms staff at every stage of the incident response. Whatever the level of incident, comms staff are essential in shaping messages to the public and providing information that is vital to an effective response. If deployed at an early stage, comms staff are a vital asset in mitigating the impact of an incident.

Incident officers, managers and strategic representatives should see comms staff as essential elements of their team, and they should be involved at an early stage in any planning or response event. Comms staff will require access to relevant information as soon as it becomes available and given clear direction on their freedom to use it.

**Out of hours response**

Corporate communications operates a 24-hour emergency service using a rota phone/Blackberry. In the event of an emergency or major incident, the team will lead on communications ensuring the right messages are delivered
to the public via a range of communications channels, including the council website, social network sites and media sources.

Elected members

Corporate communications works very closely with councillors, the Lord Mayor and the democratic and community engagement service. Elected members, especially the leader of the council and the Lord Mayor, can be important in emergencies as spokespeople for the community, a focus for the media, and channels of information and reassurance. Corporate communications can brief councillors, advise on responses to media, and write statements.

Public communications timeline

- **Public Awareness (pre-event)**: informing and educating the public about risks and preparedness
- **Public Warning (at the time of an event or when one is likely)**: alerting by all appropriate means the members of a community whose immediate safety is at risk
- **Informing and Advising the Public (immediate and long-term post event)**: providing relevant and timely information about the nature of the unfolding event:
  - immediate actions being taken by responders to minimize the risk to human or animal health and welfare, the environment or property;
  - actions being taken by responders to assist the recovery phase;
  - actions the public themselves can take to minimize the impact of the emergency;
  - how further information can be obtained;
• end of emergency and return to normal arrangements

Internal staff communications during an incident

Corporate Communications will distribute Senior Management Team meeting notes to the Corporate Management Board and Third Tier managers, and regular briefing notes for councillors. Community and Communications directorate will be the focal point for communications with councillors.

1.15 Finance and insurance

Response

The costs incurred in any response activity need to be captured for audit purposes. Response expenditure will be authorised by managers and/or the Emergency Response Centre manager, and assigned to a unique cost code under the JA2A1 series through the Community Safety accountant.

Emergency financial assistance may be available from central government for affected local authorities. This is done under the Bellwin Scheme, which comes into operation where an incident involves danger to life or destruction of property.

There is no automatic entitlement to financial assistance through Bellwin. Ministers are empowered by Section 155 of the Local Government and Housing Act 1989 to decide whether or not to activate a scheme after considering the circumstances of each individual case.

Certain categories of expenditure are not admissible under Bellwin, such as precautionary measures taken before an emergency, longer term clear up actions and capital costs. The government publication ‘Guidance Notes: Bellwin Scheme of Emergency Financial Assistance to Local Authorities’
describes qualifying emergencies, who can claim, grant rates and thresholds, and how to make a claim.

**Recovery**

The Recovery Co-ordinating Group will develop a financial management system for any major restoration or regeneration. In general PCC will seek to recover costs from the “polluter” where possible. Recovery activity may create a re-generation opportunity, which attracts funding through regional grants etc.

The Bellwin Scheme does not cover recovery activity. Individual government departments will consider what, if any, financial support they can provide.

- The Department for Transport will consider bids from local authorities for additional funding to cover reconstruction/repair work following an emergency. Each application is considered on its merits and requires Ministerial approval. To be considered, the damage must be such that it needs capital investment, works must be required urgently and cannot wait to be completed over a number of years as per normal funding. The DfT expects a local authority to find funds from its own resources of up to 15% of the in-year Local Transport Plan highways maintenance capital allocation provided to the authority. The government publication ‘Guidance for claiming emergency capital highway maintenance funding’ contains more information.

- DCLG may activate community recovery funding arrangements to support affected communities during the recovery phase. Schemes could be both capital and revenue payments via grants under Section 31 of the Local Government Act 2003. Typical activities which may attract community funding include support payments to affected households, purchase of new household items, increased local authority staff costs for supporting the recovery of affected
Insurance

There is a combined insurance policy providing cover for a range of liability claims made against the council. The policy covers members, employees, school governors and volunteers undertaking activities on behalf of the council.

1.16 Training and Exercising

The Civil Contingencies Unit is responsible for the delivery of an annual programme of corporate training and exercising. The programme will be based on the need to practice generic capabilities and to train against specific hazards identified in the Community Risk Register and statutory requirements. Portsmouth City Council will also take part in the Local Resilience Forum training and exercising programme.

1.17 Health and safety statement

This statement is intended for Portsmouth City Council employees and contractors who may visit a site where an incident may occur or has taken place.

- If you attend a site where an incident may occur or has taken place, you must obey the instructions provided by the Emergency Services, the Local Authority Liaison Officer or your team leader. You have a duty to ensure your own safety and a duty to others by complying with safety instructions.
• Council employees and contractors are to carry their council identity card at all times. When car passes are issued, display the pass when on site and keep it secure when you leave.

• If you have been issued with safety clothing or equipment you should wear it. If you require safety clothing or equipment you should tell the Local Authority Liaison officer or your team leader. All council employees, contractors and volunteers should wear a hi-vis vest when on site.

• If you need to enter a building, tell someone where you are going. Make sure you have the owner/occupier or another person with you. Be aware of the risks from electrocution, gas escapes, broken glass and debris. Water in buildings will also be contaminated from sewage pipes overflowing.

• In the event of a helicopter rescue you should keep clear of the aircraft. You should only approach on the instructions of the crew or the Emergency Services.

• You should report any injuries or near-miss incidents to the Local Authority Liaison Officer or your team leader.

• The rescue of people is the responsibility of the Emergency Services. You should not attempt a rescue yourself, or do anything which endangers yourself or other people.

**Before starting your task:**

- Do you know what is expected of you?
- Are you able to carry out the task?
- Do you understand the safety instructions for the site?
- Do you have the right clothing or protective equipment?
If NO:

- Stop the task
- Speak to the Local Authority Liaison Officer or your team leader.

1.18 Plan approval

The Emergency Response Plan is a corporate plan produced by the Civil Contingencies Unit on behalf of Portsmouth City Council. Authority to issue the plan has been delegated by the Chief Executive to the Civil Contingencies Manager.

1.19 Plan review

The plan will be revised as detailed by CCA 2004 guidance when:

- A new risk assessment indicates the plan is out of date or a new risk identified
- Lessons learnt from experience or exercise indicates the plan is out of date
- A restructure (organisational or changes to other responders) or other changes to the organisation e.g. technical indicates the plan is out of date
- Changes in key personnel occur
- Every 3 years from initial publication.

1.20 Plan distribution and storage

The plan (minus operational details) is published on the Portsmouth City Council website and Resilience Direct.
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2.1 Warning and alerting

The first notification of an incident requiring a co-ordinated response from Portsmouth City Council will usually be a request for support from the Emergency Services through:

- CCTV 24 hour control room
- City Help Desk
- Switchboard
- Security
- Civil Contingencies Unit
- City Contact Officer

Any council officer who receives initial notification of an incident or request for support is to record the following information from the caller:

- Type of incident
- Location and time of incident
- Time of call to council
- Caller’s name, organisation and telephone number
- Type of support requested.

2.2 City Contact Officer

The City Contact Officer (CCO) provides emergency out-of-hours co-ordination and can be contacted through CCTV. On receiving notification of an incident the CCO will:

- Assess the situation and the resources required
- Mobilise council services in response to the incident
• Activate the Emergency Response Plan, the Emergency Response Centre and any of the supporting plans (i.e. Rest Centre Plan) if required
• Manage the response to small-scale incidents requiring the co-ordination of several council services
• Co-ordinate the response to major incidents until the Emergency Response Centre is operational
• Brief senior officers, Corporate Comms and the Leader of the Council (via the Duty Executive in most cases) on the situation and actions taken

2.3 Duty Executive

The Duty Executive provides emergency out-of-hours strategic direction and support to the CCO and Emergency Response Centre until the incident is over or the Chief Executive/senior management team take over. The Duty Executive has full executive powers to deploy council resources and particular responsibility for communications and member engagement during the initial stages of an incident.

2.4 Corporate level response

If more resources are required for the response the council can implement a wider corporate response (see Part 8). This may be co-ordinated from the CCU office for smaller incidents, or the Emergency Response Centre for larger emergencies.

2.5 Levels of response

There are 3 levels of response depending on the impact of the incident and amount of support required from the council: limited, co-ordinated and major incident:
## Response levels and triggers

<table>
<thead>
<tr>
<th>Level</th>
<th>Description</th>
<th>Factors</th>
<th>Who to call</th>
</tr>
</thead>
</table>
| 1     | Limited response | • Little deviation from normal activities  
            • Response limited to one service  
            • Can be handled by existing on-call response arrangements  
            • No evacuation required  
            • No transport requirements  
            • No health implications for public  
            • No voluntary group support required  
            • Unlikely to escalate further | • Office hours – individual service  
            • Out-of-hours – individual service through CCTV and Contacts Directory |
<table>
<thead>
<tr>
<th>Level</th>
<th>Description</th>
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</table>
| 2     | Coordinated response | • Additional emergency support required, such as Rest Centre, traffic management, and voluntary groups  
     |                      | • Limited public warning and informing task and media presence  
     |                      | • Several council services involved  
     |                      | • Manageable number of people evacuated for short period (overnight or less)  
     |                      | • Public health implications  
     |                      | • Localised pollution hazard  
     |                      | • Liaison required with Emergency Services  
     |                      | • Level of co-ordination may require the opening of the Emergency Response Centre  
     |                      | • Probability of escalation | • Office hours – Civil Contingencies Unit  
<pre><code> |                      |                           | • Out-of-hours – City Contact Officer |
</code></pre>
<table>
<thead>
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<th>Level</th>
<th>Description</th>
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<td>• Emergency Services declare a major incident</td>
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<td>• Multiple requests for support from the Emergency Services</td>
<td>• Out-of-hours – City Contact Officer</td>
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<td></td>
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<td>• Significant amount of people evacuated for uncertain period or overnight</td>
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<tr>
<td></td>
<td></td>
<td>• Significant public warning and informing task and media presence</td>
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<td></td>
<td></td>
<td>• Widespread pollution hazard with potential for major impact on public health and/or the environment</td>
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<tr>
<td></td>
<td></td>
<td>• Threat of death or serious injury to a large number of people in one area or across city</td>
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</table>
2.6 Major incident management structure

Multi agency and partners | Council

Strategic Coordinating Group

Tactical Coordinating Group

Gold Away Team

Senior Management Team

Emergency Response Centre

LALOs

Services

Business Continuity Group

Bronze at the incident

Other responders

Team

Team

Team

CMT

CMT

CMT

Outward response

Internal continuity
It is the policy of Portsmouth City Council that the Chief Executive attends the Strategic Co-ordinating Group during a major incident. The Chief Executive is supported by the Gold Away team (relief Director or Head of Service, Civil Contingencies staff officer, corporate communications, specialist officers as required and Gold support team).

The remaining Directors form the Senior Management Team and supervise the activities of the council through services, the Emergency Response Centre, Business Continuity Group and normal management structures.

The response and immediate recovery phases are likely to require a 24-hour response over a number of days, according to the scale and impact of the type of emergency. Adequate shift working patterns should be established at an early stage to support the response. For more details see Part 8.

### 2.7 Stand down procedures

For limited and co-ordinated responses the individual service or the SMT will determine when the situation has been resolved and services can revert to normal operating levels.

For a major incident the Strategic Co-ordinating Group will determine when the response phase can be handed over to the local authority for any recovery activity. The council's Emergency Response Centre may continue to operate in support of the recovery phase. The formal recovery phase will cease once there is no longer the need for regular multi-agency co-ordination, and remaining issues can be dealt with by individual agencies as part of normal business. For more information on recovery see Part 6.
Post-event actions

- Any logs and records of expenditure are to be given to the Civil Contingencies Unit.
- Grab bags and rest centre boxes to be re-stocked by teams and Civil Contingencies Unit.
- Rest Centre, LALOs and Emergency Response Centre staff should submit call-out and overtime sheets to the Civil Contingencies Manager for authorisation. Other council services will follow individual service procedures.
- The Civil Contingencies Unit will complete structured debriefs and post-event report for the Chief Executive and Cabinet Member for Community Safety.
- For multi-agency incidents the Local Resilience Forum will also conduct debriefs and complete a multi-agency post-event report.
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3.1 Chief Executive/Deputy Chief Executive/Directors

- Direction and management of council activities in support of an incident.
- Representing Portsmouth City Council at the Strategic Co-ordination Group (SCG).
- Focal point for elected member and MP engagement.
- Strategic direction of the level, range and priority of assistance the council is able to provide through the Senior Management Team.
- Requesting aid from other organizations/neighbouring local authorities.
- Chair and lead of Recovery Coordinating Group (RCG) if established.

3.2 Duty Executive (out of hours role)

- Strategic support to City Contact Officer in the event of an incident
- Direction and management of council activities in support of an incident until the Chief Executive/Directors take over.
- Briefing Corporate Comms and elected members and MPs on the incident.

3.3 City Contact Officer (out of hours role)

- Initial assessment of level of response and resources required.
- Management of incidents requiring co-ordination between different services.
- Callout of the local authority Liaison Officers Liaison Officers for the incident site, local Tactical Co-ordinating Group (TCG) and the Strategic Co-ordinating Group if required.
- Implementing the Emergency Response Plan in the event of a major incident.
- Opening the Emergency Response Centre if required.
- Briefing Chief Executive/Duty Executive/Directors on incidents.
- Briefing the duty Corporate Communications officer on situation and actions taken.
3.4 Adult Services

- Maintaining services and the provision of alternative arrangements at any adult Social Services residential establishment affected by the disaster.
- Coordinating residential admissions from the community where necessary, using public and private service providers.
- Liaison with hospitals in the event of the accelerated release of patients into the community and identifying subsequent requirement for domiciliary support.
- Identification and maintenance of support to vulnerable members of the community, including safeguarding arrangements.
- Maintenance of meals on wheels service through service providers
- Provision of an out of hours service
- Provision of officers for council and multi-agency response and recovery groups as required.
- Maintaining normal services as far as practicable in accordance with business continuity plans.

3.5 Children’s Services & Education

- Support to schools and colleges in the event of an incident affecting the buildings or pupils, such as an accident during a school trip or loss of facilities.
- Support to children affected by incidents through events and programmes.
- Support to communities affected by incidents through community based events and programmes.
- Provision of officers for council and multi-agency response and recovery groups as required.
- Maintaining normal services as far as practicable in accordance with business continuity plans.
3.6 Children’s Social Care

- Maintaining services and the provision of alternative arrangements at any children’s Social Services residential establishment affected by the disaster.
- Identification and maintenance of support to vulnerable young people affected by an emergency, including safeguarding arrangements.
- Provision of an out of hours service
- Provision of officers for council and multi-agency response and recovery groups as required.
- Maintaining normal services as far as practicable in accordance with business continuity plans.

3.7 Community and Communications

- Provision of officers to attend the Emergency Response Centre to manage Corporate Communications.
- Provision of Corporate Communications officers to the SCG to support the Chief Executive if required.
- Implementing the Hampshire and Isle of Wight LRF Emergency Warning and Informing Plan.
- Provision of staff messages
- Provision of advice and guidance to the public through:
  - Social media
  - Council website
  - Links on other responder or relevant websites
  - Broadcast and print media
  - City Help Desk
- Operation of City Help Desk and emergency helpline facilities.
- Focal point for communications with councilors during an incident
- Identifying and managing Community Cohesion issues during and after an incident.
• Liaison with voluntary, faith and charity groups.
• Provision of support to neighbourhood forums during and after an incident.
• Support to members during and after an incident
• Provision of advice and management of Council Tax and Non Domestic rates for people and business affected by an incident.
• Provision of advice and management of Housing and Council Tax benefit for people affected by an incident.
• Provision of officers for council and multi-agency response and recovery groups as required.
• Maintaining normal services as far as practicable in accordance with business continuity plans.

3.8 Culture and City Development

• Provision of central library theatre as a media briefing facility, if required.
• Coordination of event management emergency plans
• Provision of specialist advice on dangerous structures, structural failure and damage.
• Provision of liaison officers as required to incident site as required.
• Deployment of Town Managers as liaison officers in the event of an incident affecting their area of responsibility.
• Focal point for provision of advice and information to business during and after an incident.
• Management of deaths registration processes in the event of mass fatalities.
• Provision of licensing advice to affected business and individuals.
• Provision of officers for council and multi-agency response and recovery groups as required.
• Maintaining normal services as far as practicable in accordance with business continuity plans.
3.9 Finance and Information Services

- Implementation of financial processes to ensure:
  - Maintenance of existing arrangements.
  - Speedy introduction of emergency arrangements, including unique cost code for each incident.
  - Payments for emergency staff, equipment and supplies.
- Co-ordination of bids for BELLWIN and other central government financial support.
- Co-ordination of post-recovery financial recovery.
- Provision of IS services in accordance with corporate and service business continuity plans, and the Disaster Recovery contract.
- Provision of IS support to the Emergency Response Centre, and the local multi-agency Tactical Coordinating Group (TCG) if activated in the Civic Offices conference rooms.
- Provision of IS support to alternative council accommodation.
- Provision of officers for council and multi-agency response and recovery groups as required.
- Maintaining normal services as far as practicable in accordance with business continuity plans.

3.10 HR, Legal and Procurement

- Co-ordination of additional staff resources to support the Emergency Response Centre and other council activities, if required.
- Provision of advice on HR issues affecting staff working hours, trades union consultation, working practices, occupational health and health and safety during an incident.
- Provision of corporate HR support to managers and staff following an incident.
- Provision of legal advice to officers as required.
• Provision of officers for council and multi-agency response and recovery groups as required.
• Maintaining normal services as far as practicable in accordance with business continuity plans.

3.11 Portsmouth International Port

• Maintaining a 24/7 crisis management team
• Activating an appropriate emergency response and the crisis management team in the event of an incident in the port
• Provision of officers to the MOD incident room to co-ordinate a port-related incident at sea.
• Provision of a spokesperson for a port/maritime related incident.
• Liaison with commercial partners during an incident.
• Provision of information to customers using the port.
• Maintaining normal services as far as practicable in accordance with business continuity plans.

3.12 Property and Housing

• Provision of concierges, wardens and other staff to assist residents with evacuations, sheltering and information.
• Co-ordination of activities affecting housing management areas during an emergency and the recovery phase.
• Provision of an out of hours housing service.
• Provision of accommodation for people made homeless by an emergency.
• Liaison with Housing Associations/Major Private Landlord when emergencies affect individuals in that accommodation.
• Maintenance of support to the ‘telecare’ response system
• Deployment of wardens in support of residents during evacuations.
• Deployment of wardens in support of the Emergency Services.
• Provision of property, maintenance and valuation services for council-owned premises and holdings on the Corporate Asset Register affected by an incident.
• Provision of estate management and property advice to landlords and commercial concession holders affected by an incident.
• Coordination of council and contractors’ resources for waste collection and street cleaning
• Provision of officers for council and multi-agency response and recovery groups as required
• Maintaining normal services as far as practicable in accordance with business continuity plans.

3.13 Public Health

• Provision of Director of Public Health to the strategic Scientific and Technical Advice Cell
• Provision of public health advice, in conjunction with PHE
• Work jointly with other agencies in respect of monitoring, risk assessment and public health advice depending on the nature and severity of the incident.
• Provision of post-incident health and wellbeing monitoring and campaigns, in conjunction with the public health service.
• Provision of officers for council and multi-agency response and recovery groups as required.
• Maintaining normal services as far as practicable in accordance with business continuity plans.

3.14 Regulatory Services and Community Safety

• Initial call-out of council officers by CCTV in accordance with the Urgent Support Plan and Emergency Response Plan.
• Deployment of CCTV resources in support of the Emergency Response Centre, Traffic Management and the Emergency Services. Provision of infectious disease advice and control in conjunction with the public health service.

• Advice to food premises on foodstuffs that may have been contaminated by potentially hazardous materials or substances.

• Advice on food hygiene at temporary accommodation facilities for people evacuated from their homes.

• Provision of legal advice in situations where Local Authority is enforcing authority for Health and Safety matters, and liaison with Health and Safety Executive where they are the enforcing authority.

• Advice on pest control services arising from the emergency.

• Support and liaison with water companies and the Environment Agency in respect of drinking water problems that could give rise to infectious disease or other illness.

• Liaise with DEFRA, Food Standards Agency and Department of Health on incidents involving contamination of foodstuffs.

• Advice on clean-up and recovery activity where materials or substances potentially hazardous to public have been released.

• Provision of officers for council and multi-agency response and recovery groups as required.

• Maintaining normal services as far as practicable in accordance with business continuity plans.

### 3.15 Transport, Environment and Business Support

• Mobilisation and coordination of council and contractors’ resources in support of transport and environment activities

• Activation of the emergency traffic plan and network management

• Implementation of the highways’ winter maintenance programme

• Emergency response to highways issues
- Initial emergency response and assessment for oil and chemical pollution on the highways and shoreline
- Operation of coastal and surface water flood response measures.
- Provision of officers to attend the Emergency Response Centre to coordinate use of transport resources, if required.
- Provision of specialist advice on the highway network and liaison with other highways agencies.
- Arranging transport in support of evacuations, Survivor Reception Centre and Rest Centre operations.
- Management of waste and street clearing after an incident
- Provision of officers for council and multi-agency response and recovery groups as required.
- Maintaining normal services as far as is practicable in accordance with business continuity plans.

3.16 Civil Contingencies Unit

- Maintenance of corporate contingency plans, training and exercise programme and call out lists.
- Maintenance of Emergency Response Centre at 2 hours readiness.
- Coordination of council activities in support of incidents during office hours.
- Provision of support to City Contact Officer during out-of-hours incidents.
- Implementing the Emergency Response Plan.
- Opening the Emergency Response Centre, if required.
- Briefing Chief Executive/Directors, service heads, and Corporate Communications on situation and actions taken.
- Implement supporting plans and organizations.
- Emergency planning advice to Chief Executive/Directors.
3.17 Civil Contingencies Support

- Assist Civil Contingencies Unit Manager and Emergency Response Centre Supervisor with call out of personnel.
- Assist with set up of Emergency Response Centre.
- Assist with set up of multi-agency TCG if activated in the Civic Offices.

3.18 Rest Centre Team

- Set up, manage and close down Rest Centres /Survivor Reception Centres in accordance with the Rest Centre Plan.
- Registration of all evacuees using the centre.
- Organisation of refreshments, bedding, clothing and other welfare needs for evacuees.

3.19 Family Support Officers

- Co-ordination of social care crisis support to those affected by an incident
- Assessment of evacuees who may require social care assistance
- Co-ordination of social care assistance to those who remain in their homes after an evacuation, as far as is practicable
- Liaison and prioritisation with other agencies involved in the incident, including private care homes.
- Identification of vulnerable people who could be affected by an incident and co-ordination of required assistance
- Notifying appropriate agencies of safeguarding issues
- Support to people in accessing appropriate care and services
- Signposting to resources and services
- Notifying social care senior management if any social services residential establishment is affected by the incident
- Arranging residential admissions from the community
- Liaising with QA hospital in the management of patients
- Supporting people as Family Liaison Officers until normal services can assume role, for example mortuary visits.

3.20 Emergency Response Centre

- Record, filter and evaluate information so that decisions and priorities can be made by the SMT/service managers
- Deploy the Rest Centre team
- Track decisions, tasks and actions to conclusion
- Work with services to co-ordinate resources
- Establish regular communications with LALOs, the TCG and the GOLD Away Team

3.21 Local authority liaison officers

- Deploying to multi-agency incident command/control point near to the emergency, at rest centres or any other location that may require Local Authority resources, assistance or information.
- Representing the council at tactical multi-agency meetings.
- Providing advice and guidance on the response capability, including resources availability of the Local Authority.

3.22 Councillors

Councillors have an important role to play during and after an emergency. They have extensive links to the community and can represent both the council to local residents and vice versa. Areas where councillors can be particularly effective include:

- Supporting role when dealing with the public
- Advising officers where the response is working/could be improved in their areas.
- Advising on community feeling and concerns.
- Representing community views in any post-incident recovery and restoration activity.
## Title

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4.1 Introduction

The humanitarian response to an emergency forms a package of care provided by a range of agencies working together. The exact focus and nature of provision will depend on the type of emergency, the impact it has had on the community, and the needs of affected people. Likely issues for affected people include:

- Basic shelter and welfare
- Information about what has happened
- Financial and legal advice
- Advice about where to obtain further help
- Links to any ongoing police activity
- Longer term support and advice

People affected by an incident include:

- Those directly involved in the emergency, either suffering injuries or being displaced from their homes and businesses.
- Families and friends, as they raise concerns for persons they fear may have been involved and provide support.
- Responders from the emergency services, Local Authority, voluntary agencies and witnesses.
- In some cases events in other parts of the world may affect relatives in the UK, or people returning from an overseas emergency may require support.
4.2  Purpose and aims of humanitarian assistance

There are 3 identifiable stages to the humanitarian response:

**The first 24 hours after an emergency**
- Provide people with safe facilities where they can shelter and recover
- Record names and addresses of those affected
- Provide a single point of information
- Put in place publicity strategy to promote help available

**The first 48 hours**
- Set up Humanitarian Assistance Centre to provide more comprehensive welfare support
- Consider immediate financial support for individuals

**The days and weeks that follow**
- Maintain humanitarian assistance centre
- Bring in additional services as identified
- Put together longer term follow-on support package

4.3  Care and treatment of people

The care and treatment of people is a high priority response objective. Whilst the emergency services will provide the initial response under well established methods of joint working, emergencies can quickly require other agencies to become involved in supporting the individuals affected.

Immediate shelter and care is provided initially by the emergency services as first responders. In order to provide shelter and care for persons directly involved in the emergency the police may establish a **Survivor Reception Centre**. This will typically be a location or improvised building near to the scene.
If persons are displaced from their homes or businesses then a Rest Centre may be required for temporary shelter and care.

A Family and Friends Reception Centre can be established where people can make enquiries after loved ones and report missing persons. Reports of people involved, casualties and missing persons are co-ordinated at a Police Casualty Bureau.

Following an emergency or major incident people affected by it may require support in areas such as housing, bereavement support, financial and social care. The range and scope of support required will vary considerably according to the type of incident and the period of time over which it will be required.

The setting up of a Humanitarian Assistance Centre provides a single location where representatives from support and voluntary services provide information and support or signposting as appropriate.
<table>
<thead>
<tr>
<th>Facility</th>
<th>Purpose</th>
<th>Time scale</th>
<th>Lead</th>
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</thead>
<tbody>
<tr>
<td>Survivor Reception Centre</td>
<td>A secure area in which survivors who do not require acute hospital treatment can be taken for short term shelter and first aid. Evidence might also be gathered here and practical and emotional support and assistance can be provided</td>
<td>Immediate</td>
<td>Established and run initially by the emergency services – those first on the scene – until the Local Authority becomes engaged in the response and assumes the lead role. An SRC may be used as the first holding place for rescued victims of human trafficking.</td>
</tr>
<tr>
<td>Rest Centre</td>
<td>A building designated or taken over by the Local Authority for temporary accommodation of evacuees / homeless survivors, with basic overnight facilities. Practical and emotional support and assistance can be provided</td>
<td>Immediate</td>
<td>Local Authority, with contributions from the police, local health providers and the voluntary sector</td>
</tr>
<tr>
<td>Casualty Bureau</td>
<td>Initial point of contact for receiving / assessing information about victims, to:</td>
<td>Immediate</td>
<td>Police</td>
</tr>
<tr>
<td></td>
<td>- Inform the investigation</td>
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<td></td>
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<tr>
<td></td>
<td>- Trace and identify people</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>- Reconcile missing persons</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Collate accurate information for dissemination to appropriate parties</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Family and Friends Reception Centre</td>
<td>A building to help reunite family and friends with survivors – it will provide the capacity to register, interview and provide practical and emotional support and assistance</td>
<td>First 12 hours</td>
<td>Initially established by the police in consultation with the Local Authority, and staffed by these organisations and voluntary organisations</td>
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<td>-------------------------------------</td>
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</tr>
<tr>
<td>Humanitarian Assistance Centre</td>
<td>A location that acts as a focal point for information and assistance to bereaved families and friends of those missing, injured or killed, survivors and to all those directly affected by, and involved in, an emergency Enables those affected to benefit from appropriate information and assistance in a timely, co-ordinated manner Where necessary, facilitate the gathering of forensic samples in order to assist the identification process Offers access to – and guidance on – a range of agencies and services - allowing people to make informed choices according to their needs.</td>
<td>48 hours onwards</td>
<td>Local Authority in consultation with key responders. A Humanitarian Assistance Centre will always require a multi-agency management group</td>
</tr>
</tbody>
</table>
Ensure a seamless multi-agency approach to humanitarian assistance in emergencies that should minimise duplication and avoid gaps

| Temporary mortuary | A location providing additional post-mortem, identification and body storage facilities to support existing mortuary facilities. | As required | Local Authority on advice of HM Coroner |
4.4 Survivor Reception Centre

A Survivor Reception Centre is a building where survivors not requiring acute medical care can be taken in the immediate aftermath of an incident for:

- Immediate shelter and information
- First aid
- Immediate practical and emotional support and assistance
- An interim location whilst Rest Centres are opened or alternative accommodation is sought.
- Documentation of survivors for Police Casualty Bureau purposes
- A location for the police to interview survivors and begin evidence and forensic gathering

A Survivor Reception Centre might be established and run initially by the emergency services, using suitable locations close to the incident. Prior to opening a Survivor Reception Centre it might be appropriate and necessary to set up a Survivor Rendezvous Point. This could be a location at or near the scene where witnesses and casualties can be identified.

The police should consult with Portsmouth City Council about the location of the Survivor Reception Centre at an early stage, as the council will assume the lead role as soon as possible. The management of a Survivor Reception Centre is similar to a Rest Centre (see Rest Centre Plan).

4.5 Rest Centres

A Rest Centre is a building that can provide shelter and care to persons that are evacuated from, or are unable to return to, an area affected by an emergency. They typically provide support for 24-48 hours until people can return to their homes or alternative accommodation can be found.
A Rest Centre should provide:

- Temporary shelter and care to evacuees / survivors
- Immediate practical and emotional support and assistance
- Food and drink
- Blankets and clothing
- Non acute medical care, usually through a first aid post
- Documentation of evacuees / survivors through a registration process
- Overnight shelter if required
- Information to evacuees / survivors
- Identification and signposting of further needs

Rest Centres are pre-prepared locations supported by plans describing how to use and manage the facility. The lead organisation in opening and running a Rest Centre is Portsmouth City Council with support from the police, health providers and the Voluntary Sector. Portsmouth City Council has a dedicated Rest Centre team made up of council volunteers who can be called out to manage a centre (see Rest Centre Plan).

A Survivor Reception Centre can also evolve into a Rest Centre. This will depend on the level of facilities in the Survivor Reception Centre and whether moving people to a new location is appropriate in the circumstances.

### 4.6 Casualty Bureau

A Casualty Bureau is a facility set up and run by the police to create a central contact and information point for all records and data relating to people who have, or are believed to have been, involved in an emergency or major incident.

This removes the need for call centres and hospitals from having to deal with telephone enquiries from the public regarding people they are concerned about and provides a single location for the public to make their enquiries.
Emergency telephone numbers released to the public following emergencies connect to these bureaux.

A Casualty Bureau has 3 main tasks:

- To obtain relevant information on the people involved, or potentially involved, and to process that information.
- To provide accurate information to relatives and friends
- To provide accurate information to the Senior Investigating Officer and HM Coroner

A Casualty Bureau takes information from hospitals, the scene of the incident and telephone enquiries from the public. The lead for establishing a Casualty Bureau is the police.

### 4.7 Families and Friends Reception Centre

A Family and Friends Reception Centre is a building or location established in the aftermath of an emergency to act as a focal point for the family and friends of people affected by an incident.

A Families and Friends Reception Centre should provide a safe area where:

- Families and friends are able to register their concerns for people who may have been involved in the emergency
- Immediate practical and emotional support and assistance is provided
- Details of missing persons are recorded and relayed to the Casualty Bureau
- Police interviews and initial investigation can be instigated.
- Forensic samples are taken
- Information is provided on processes and actions that follow
- Family and friends are reunited with survivors in a private, secure environment
A Family and Friends Reception Centre may be established after 12 hours or so from the emergency. If there are a large number of fatalities or casualties then a Family and Friends Reception Centre may be established without delay. The lead organisation would be the police, in consultation with Portsmouth City Council and supported by voluntary organisations.

### 4.8 Temporary Mortuary

A Temporary Mortuary is a location providing additional post-mortem, identification and body storage facilities to support existing mortuary facilities in the event of mass fatalities from a major incident. It may be a conversion of an existing structure or it could be located in a temporary (demountable) structure.

The lead for establishing a Temporary Mortuary is Portsmouth City Council at the request of HM Coroner. The council is a member of a consortium of local authorities in Hampshire and the Isle of Wight who pay a retainer to a commercial provider for emergency mortuary services.

### 4.9 Humanitarian Assistance Centre

A Humanitarian Assistance Centre is a facility where bereaved families, survivors and anyone else affected by an emergency can receive information and appropriate support from all the relevant agencies in a single location.

A Humanitarian Assistance Centre is a ‘one stop shop’ providing:

- A focal point where information and assistance is given
- A private interview area
- Telephone and internet areas
- Welfare area
- Food and refreshments
- Childcare facilities
- First aid provision
- Police Casualty Bureau liaison desk
- Police family and survivor liaison desk
- Local Authority services such as
  - Adult and Children’s Social Care
  - Housing
  - Benefits
  - Trading Standards
- Transport desk
- Finance desk
- Coroners representative
- Voluntary services
- Interpreters
- Victim support
- Information on criminal injuries compensation

Other services may be included dependant upon the requirements of the individuals affected.

The lead in establishing a Humanitarian Assistance Centre is Portsmouth City Council supported by a wide range of service providers and the voluntary sector. Once established, a Humanitarian Assistance Centre may run for days, weeks or possibly much longer dependant upon the needs identified following an emergency.

The set up, ongoing management and staffing of a centre can be quite complex and the presence of organisations will vary considerably throughout the period. Further details in relation to establishing and running a Humanitarian Assistance Centre can be found in the Hampshire and Isle of Wight Local Resilience Forum’s Humanitarian Assistance Guidance.
4.10 Support for evacuated people

The aim of providing support to evacuees is to enable people to function themselves. Creating dependency can be as debilitating as the initial emergency, hamper long-term wellbeing and absorb limited resources.

The objectives of support are to:

- Provide informed choices about services and options available
- Provide services based on individual needs assessments and future vulnerabilities
- Develop independence in evacuees as quickly as possible

Initial emergency response

Evacuated residents will be accommodated as an emergency measure in a Rest Centre. Rest Centres normally operate for a limited period (24-48 hours) as conditions are basic and not suitable for longer periods of time. The Civil Contingencies Unit manages Rest Centres using council volunteers and voluntary sector resources.

There will also be residents who choose to stay with family or friends during the evacuation. In most cases their needs are around information about the situation, but they should be considered as part of the evacuated population.

Longer-term support

Residents who cannot return to their homes in the foreseeable future (24-48 hours) become homeless and the responsibility of Housing Options for temporary accommodation. In addition, evacuated residents may have multiple social and health needs and require formal support during their enforced absence from home and their eventual return.
At this point a co-ordinated response to welfare support is required and the nominated director in charge of the recovery should consider the requirement for a Welfare Team. The Welfare Team will comprise an officer from Social Care, Housing Options and other specialist support as required.

The main role of the Welfare Team is to carry out initial needs assessment for evacuees. The assessment will determine vulnerabilities and risk factors, allowing people to be placed and supported appropriately. It is essential assessments take place before evacuees are placed in accommodation to ensure that any risk to themselves or others is identified. The process will take place at the Rest Centre.

The needs assessment process should filter people towards existing services and client groups. The Welfare Team should identify when other agencies need to be involved in, or assume responsibility for, an evacuee’s support.

It is important residents receive continuity of support in their dealings with the council. If possible the Welfare Team should be the same individuals throughout the process, and they should be released from their normal roles when needed. This may not always be possible and the Welfare Team will often act as a virtual team. The amount of time officers may need to be released from normal role will vary depending on the vulnerability and needs of the evacuees.

**Role of the Welfare Team**

The role of the team is to co-ordinate welfare support to evacuated residents:

- Carrying out an initial needs assessment and regular reviews.
- Provision of appropriate accommodation
- Co-ordinating council, partner agencies and voluntary sector welfare support
- Facilitating advice on financial distress
- Regular communications with evacuees
- Liaison with the main recovery team
- Management of the return home
- Maintenance of team records and costs

Welfare needs

<table>
<thead>
<tr>
<th>Topic</th>
<th>Examples</th>
<th>Sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health</td>
<td>Medication, glasses, hearing aids, mobility aids</td>
<td>During the day refer to GP or pharmacist. Out of hours via duty director for NHS Wessex. Social Care support for vulnerable people. St John Ambulance and BRC for wheelchairs</td>
</tr>
<tr>
<td>Accommodation</td>
<td>Evacuee’s family and friends if able. Hotels, B&amp;B’s, vacant student accommodation.</td>
<td>Housing Options to source accommodation for those unable to stay with families and friends.</td>
</tr>
<tr>
<td>Personal Needs</td>
<td>Sanitary products, nappies, baby food. Pets Mobile phone chargers</td>
<td>Purchase items from supermarket. Possible support from the Salvation Army. Local pet boarding agencies, RSPCA. Some people may need to return to properties on a regular basis to feed cats/birds/rabbits/fish/reptiles</td>
</tr>
<tr>
<td>Clothing</td>
<td>Clothes, laundry facilities to wash clothes</td>
<td>Purchase items from supermarket. Possible support from the Salvation Army. Housing Management for communal laundry facilities.</td>
</tr>
<tr>
<td>Communication</td>
<td>Dedicated phone number for information. Group meetings. Phone, email and leaflet updates. TV and radio appeals</td>
<td>A single point of contact should be nominated by the Welfare Team to liaise with residents. Advertise numbers in press, radio and TV to reach people who have self-evacuated and may be unknown to the council</td>
</tr>
<tr>
<td>Food</td>
<td>Meals, cooking facilities, food provision</td>
<td>Consider temporary accommodation with meals provided or cooking facilities. The Salvation Army may be able to provide meals (charged to the council). Food Bank for tinned and</td>
</tr>
<tr>
<td></td>
<td>dried food donations.</td>
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</tr>
<tr>
<td>Transport</td>
<td>To any evacuated accommodation and back again to include moves in-between. Coaches, minibuses and taxis</td>
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<td></td>
<td>To be sourced through the council Fleet Manager through call off framework and co-ordinated by the Welfare Team.</td>
<td></td>
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<tr>
<td>Financial</td>
<td>Hardship loans / grants</td>
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<td></td>
<td>Revenues and Benefits may be able to facilitate advice on financial distress.</td>
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<tr>
<td>Return Home</td>
<td>Information pack containing utilities contacts, waste collection, contact details for any insurance claims.</td>
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<tr>
<td></td>
<td>Provide information to support them in their return home. Basic food provisions may be available from the Food Bank. Consider asking local supermarkets for a donation</td>
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</table>

**4.11 Care and treatment of animals and pets in an emergency**

Whilst pets remain the responsibility of their owners there may be times when they need to be evacuated or supported at home. The key issues for pets during emergencies are rescue, shelter and treatment. The council will act with its partners to assist as far as is practicable and safe.

**Rescue**

The rescue of pets should only be undertaken when it is safe to do so. In general the emergency services will be responsible for rescues and collections within cordoned or evacuated areas, supported by the RSPCA, Hampshire County Council’s Animal Health and Welfare Officer and the city council’s Dog Warden Service. Any rescue plans should include:

- RVP for handover and collections out of the cordoned area
- Collection and transport assets
- Identified safe areas for shelter. These may be boarding kennels, council dog kennels, animal welfare charities. In the event of very large numbers of pets then a temporary holding area may need to be established
- Specialist support for large and exotic animals. Pet fancy organisations and pet shops may be able to help with reptiles/insects/fish.
- Information point where owners can register a lost animal and see details of found animals. The council can establish this service.
- Cost recovery. In general costs should only be recovered from owners for the transport and boarding costs incurred by an organisation.

Hampshire Trading Standards provide animal health and welfare inspection cover for the city, for cattle, sheep, pigs, goats, horses and poultry. They are also responsible for domestic dogs, cats and other small pet animals that may have been brought into the country illegally.

**Shelter**

Pets can be accepted into Rest Centres with the building owner’s permission. Pets are considered to be:

- Domestic dogs and cats
- Small 'pet' mammals, such as mice, rats, hamsters, guinea pigs, gerbils, ferrets.
- Reptiles and insects

We do not accept cattle, sheep, pigs, goats, horses or poultry into Rest Centres.

*See Rest Centre Plan* for full policy and management.

Supporting pets left alone in their homes is problematic and cannot be guaranteed. Such support will depend on safety, accessibility and resources and will always be less of a priority than looking after people. People should be encouraged to evacuate with their pets.
Treatment

There are several sources of emergency treatment for injured and ill pets:

- If known, the animal’s vet
- 24 hour animal hospitals
- Vet contacts through the city council’s Dog Warden service and Hampshire County Council’s Animal Health Inspector
- In an emergency, the RSPCA

Owners are responsible for the cost of treatment.

Wild animals

The ability of responders to support the welfare of wild animals will be limited and depend on the hazard to which the animals are exposed. There are 2 areas where intervention is more likely to be undertaken:

- Beached or stranded sea mammals
- Birds affected by oil or chemical pollution.

These interventions require a planned and co-ordinated approach. Specialist technical advice should be sought through DEFRA and the RSPCA on rescue, treatment and disposal issues.
# Part 5
**Maritime and shoreline response**

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5.1 Introduction

Portsmouth is a coastal city with a busy commercial port, a large MOD maritime harbour and recreational coastline. Whilst maritime emergencies may be contained at sea they will often have potential consequences for land-based agencies, such as the provision of welfare facilities for rescued people, the clean up of the shoreline pollution or salvage issues.

Key features of Portsmouth’s coastline are:

- 44 kms of shoreline. Portsmouth City Council is directly responsible for 23 km of the coast.
- Statutory nature conservation designations:
  - Portsmouth Harbour Special Protection Area
  - Portsmouth Harbour Ramsar Site
  - Chichester and Langstone Harbour Ramsar Site
  - Solent Maritime Special Area of Conservation
  - Solent and Isle of Wight Lagoons Special Area of Conservation
- Large naval base
- International commercial port
- Isle of Wight ferry/hovercraft/catamaran operations
- Location on international shipping and recreational waterways of the Solent and the Channel
5.2 Portsmouth International Port

Portsmouth International Port is a freight and passenger port owned by the council. It is the largest municipal port in the country.

The port, in conjunction with its key customers, has response plans covering a range of emergencies. A major exercise takes place every 12-18 months. The port has its own crisis management team on call 24/7 and a permanent crisis management facility.

5.3 Plans

Solfire is a multi-agency contingency plan developed to deal with any marine emergency or non-routine incident occurring within the dockyard port of Portsmouth, the port of Southampton and the wider Solent coastguard coordination area. For the purposes of the plan Portsmouth is the Solfire East sector.

The plan will be initiated by Solent Coastguard, Harbour Master Southampton, and Queen’s Harbour Master Portsmouth.

The location of the Marine Response Centre or TCG for Solfire East is Semaphore Tower in Portsmouth Naval Base.

The response to an incident is classified according to whether the incident can be dealt with at sea or if where there is a potential impact for land based authorities:

- **Class A** – an incident that can be dealt with by harbour and coastguard authorities with little or no impact on land based agencies
- **Class B** – an incident that can be dealt with by harbour and coastguard authorities but land based agencies should be on alert to provide assistance.
- **Class C** – an incident with significant impact on land based agencies
requiring tactical co-ordination at the Marine Response Centre (TCG).

- **Class D** – an incident requiring a full response with activation of the National Maritime Contingency Plan and strategic elements.

Likely requests for local authority support will be:

- Response to chemical or oil pollution of the coastline and commercial port area
- Reception centres and welfare support to survivors

**Chemical and Oil Spill Plan**

The *Chemical and Oil Spill Plan* is a Portsmouth City Council plan outlining actions in the event of pollution coming ashore in Portsmouth. Portsmouth International Port has its own arrangements for pollution incidents.

### 5.4 Command and control arrangements

**Maritime and Coastguard Agency (MCA)**

The MCA coordinates the ‘at sea’ response through the following groups:

- **Maritime Rescue Co-ordination Centre** - responsible for alerting, tasking and coordinating the search and rescue response.

- **Marine Rescue Centre** – responsible for coordinating the ‘at sea’ response to a pollution incident requiring a national level of intervention

- **Salvage Control Unit** – responsible for co-ordination of salvage activities

- **Secretary of State’s Representative (SOSREP)** - responsible for any action related to vessels necessary to protect the environment and
overall responsibility for salvage. Coordination is exercised through the Salvage Control Unit.

- Environment Group – responsible for environmental and public health vice. Should work closely with, or integrated with, the land-based Science and Technical Advice Cell

- Receiver of Wreck – responsible for the processing of reports of non-polluting wreckage and cargo

**Strategic Coordination Group (SCG)**

The SCG (or tactical level for minor incidents) coordinates the 'on shore' multi-agency response. The lead will be police or local authority.
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6.1 Introduction

Emergencies disrupt communities and create a range of physical, psychological and economic issues that outlast the immediate response operation. Recovery is an integral element of emergency management and whilst it is distinct from incident response, it is a complementary and concurrent activity.

Recovery may be more than the simple replacement of what has been destroyed and the rehabilitation of those affected. The aftermath of an emergency can present the opportunity to regenerate a community or location. Recovery activity may be the initial steps towards longer-term and more ambitious regeneration projects.

The National Recovery Guidance provides comprehensive advice on dealing with the recovery phase of an emergency. This chapter of the Emergency Response Plan contains a summary of the main points in the guidance. Officers involved in recovery activity should refer to the full document.

The Local Authority will usually lead the recovery process. In very specific cases (for example the outbreak of an animal or human disease) the relevant technical agency may assume responsibility.

The principles and organisation in this chapter describe a management process, which can be applied to a major incident involving many agencies or a smaller scale situation where activity is limited to the council.

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2 Published by the Cabinet Office and available on the UK Resilience website.
6.2 Purpose of recovery

The purpose of providing recovery support is to assist the affected community towards the management of its own recovery. It recognizes that when a community experiences an emergency, there is a need to supplement the personal, family and community structures that have been disrupted.

There are 4 components of recovery:

- Humanitarian assistance
- Economic issues
- Environment issues
- Infrastructure restoration

6.3 Recovery strategy

Effective recovery activity requires a clear and agreed strategy. Suggested objectives include:

- Produce an Impact Assessment and update on a regular basis
- Produce a concise, balanced and affordable Action Plan
- Bring utilities and transport networks back into use as soon as possible
- Involve and work with the affected community
- Produce a pro-active and integrated framework of support to businesses
- Set agreed standards for levels of restoration
- Co-ordinate environmental protection and recovery issues
- Produce a co-ordinated public information and media management strategy
- Set protocols for political involvement and liaison
6.4 Recovery targets

The recovery strategy should also include agreed targets so progress can be measured and reviewed. Suggested milestones include:

- Displaced people returned to permanent accommodation
- Public services returned to agreed levels
- Utilities functioning at normal capacity
- Transport infrastructure available and running normally
- Local businesses trading at normal levels
- Tourism re-established

6.5 Management structures

A suggested structure for managing the recovery is shown below. It may not be necessary to establish all the sub-groups: this will be determined by the exact nature of the emergency, its impact and priorities.
• Terms of reference, membership and issues for consideration can be found in the National Recovery Guidance.

• In the initial stages of an emergency it is recommended to ‘start big and then scale down’.

6.6 Activation of the Recovery Co-ordinating Group

The Local Authority will activate the Recovery Co-ordinating Group (RCG), normally at the request of the Strategic Co-ordinating Group (SCG). It needs to form as early as possible in order to ensure decisions made by the SCG do not compromise long term recovery.

The Chair of the RCG, or nominated deputy, needs to sit on the SCG to aid joint working and the flow of information.

A suggested agenda for the first meeting of the Recovery Co-ordinating Group is in the National Recovery Guidance.

In the early stages of the recovery phase when the SCG and RCG are running in parallel it should be possible for the 2 groups to be co-located. Once the response phase is complete and the SCG has stood down, then the Local Authority may need to find an alternative location to ensure the continuity of recovery activity during this second period.

Recovery will be a public activity, and the RCG should ensure that a record of its activity, including decisions, actions and expenditure are recorded and publicly accessible for subsequent inquiries or litigation.

Resources to support the establishment of an RCG and sub-groups are stored in the shared area of the ‘W’ Drive, Emergencies/Recovery. The folders contain:
6.7 **Handover from response to recovery phase**

The criteria and process for the handover from response to recovery phases should be established at an early stage in the emergency. Considerations should include:

- The criteria to assess when the handover from SCG to RCG can take place. Suggested criteria are in the *National Recovery Guidance*.

- Handover process. A handover certificate can be found in the *National Recovery Guidance*.

- Communication strategy.
## 6.8 Recovery issues

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<thead>
<tr>
<th><strong>Generic</strong></th>
<th><strong>Humanitarian</strong></th>
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<td>Housing</td>
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6.9 **Role of elected members**

Elected members have an important role in the recovery process. They can feed back areas of concern to the recovery groups and disseminate credible advice and information back to the community. Often they are involved with many other aspects of community life and can be a valuable source of help and specialist advice. Key roles include:

- A focus for community concerns
- Identifying problems and vulnerabilities that may require priority attention
- Support to recovery teams working in their area
- Enhancing community liaison
- Visiting affected people
- Consultation on rebuilding and restoration work
- Assisting with VIP visits
- Focal point for messages to the public and media
- Liaising with other elected members (MPs, MEPs)
- Assisting with public meetings and consultations
- Scrutiny process

### 6.10 Funding of recovery activity

In the event of an exceptional emergency, individual government departments may consider providing financial support for aspects of the recovery effort, in line with the following principles:

- The appointment of a Lead Government Department for recovery will not necessarily trigger the activation of recovery funding.

- Costs of funding recovery in a particular sector will fall to the department responsible for that sector, regardless of which department is designated as the Lead Government Department.

- Departments will not pay for recovery costs that are insurable – with exception of damage to roads.

- Activation of funding arrangements will be at ministerial discretion and not automatic. Activation by one department will not necessarily trigger activation in other departments but will depend on the impact of the emergency.

- There will be no automatic entitlement to financial assistance even if arrangements are activated. Local authorities will be required to demonstrate need against criteria determined by the department running a particular scheme.
• Government departments will not normally pay out against costs relating to areas where there is already a government spending programme in place, or where existing programme spend can be re-prioritised. Local authorities will need to confirm that they are unable to claim funding for damage repairs from any other source.

6.11 Stand down of the Recovery Co-ordinating Group

The length of time that the RCG needs to meet will vary according to the nature and scale of the recovery activity required to mitigate the impact of the emergency. For example, some emergencies will have long-term issues to consider, such as re-construction works and health monitoring. In general the RCG will close once there is no longer the need for regular multi-agency co-ordination, and the remaining work can be dealt with by individual agencies as part of normal business.

6.12 Debriefs

Progress against milestones should be a continuous process in order to evaluate recovery activity, identify issues and resolve as necessary. The RCG should also seek the views of the affected community to ensure that an accurate picture of progress can be achieved.

The RCG should produce a final debrief report for the Local Resilience Forum. It should identify any further action required, including issues of regional and national significance.

6.13 Coordination of council recovery activity in smaller incidents

Small scale incidents may have longer-term consequences requiring direction and management, especially if residents are evacuated from their homes for longer than 24 hours. Once the initial emergency response has been
achieved a nominated director or head of service will assume responsibility for managing the recovery phase, supported by:

- Services involved in recovery activity
- Corporate Communications
- Finance
- Legal
- Tactical advisor (Civil Contingencies Unit)

At this stage the Civil Contingencies Unit will handover responsibility for recovery activity to the recovery team. A member of the unit will remain as advisor. In most cases the handover point will be when evacuated people move from a Rest Centre to temporary housing under Housing Options.

**Role of the Recovery Team**

The role of the Recovery Team is to direct and co-ordinate council activities. This will include close liaison with any other organisations involved such as the emergency services and health organisations. In many cases the council will be dependent on the activities of others and react accordingly. A prime example is when an incident site is also a crime scene, and the speed of the investigation will determine how and when the council can act.

The Recovery Team should identify at an early stage an exit strategy and successful outcomes (for example, residents back in homes, road closures and diversions lifted, environmental health issues addressed).

Recovery activity will focus around people and place, for example:

- Support to evacuated and affected residents, including longer term support when evacuees return home
- Work on any incident site(s), such as making safe, clean up, road and pavement repairs
- Road and bus diversions
- Environmental health issues
- Advice to affected businesses
- Internal and external communications
- Provision of liaison officers to affected sites

Depending on the focus and extent of the incident it may be necessary to establish sub-teams to manage a particular issue. If evacuated residents are placed in temporary accommodation then a Welfare Team is to be established to provide support (see Part 4).

The Recovery Team should meet daily or more if required, until the situation has stabilised and can be handled by individual services.