



PROTECT

## Lancaster City Council

# District Emergency Plan

Emergency Call Centre

24-hour telephone  
contact number

**01524 67099**

**Version IV 3.5**

**Public Version**

**28<sup>th</sup> June 2017**

## Record of revisions

It is the Civil Contingencies Officer's (CCO) responsibility to update this plan and to maintain Version Control. Any suggested amendments must be notified to the CCO at Morecambe Town Hall. The plan will be formally reviewed on at least an annual basis, or after activation, whichever is the sooner.

Revision date and Version	Status	Outline of revisions	Made by	Approved by
February 2004	Obsolete	Base document	Claire Wardle	Mark Cullinan
November 2006	Obsolete	Limited changes based on previous revision:	Nick Howard	Peter Loker
November 2007 Version 2.0	Obsolete	Full Revision	Mark Bartlett	Peter Loker
October 2010 Version 3.0	Obsolete	Fully revised to reflect new (2010) Council structure	Mark Bartlett	Peter Loker
August 2011 Version 3.1	Obsolete	Minor revisions and updates.	Mark Bartlett	Suzanne Lodge
May 2012 Version 3.2	Obsolete	Update including arrangements for council response to public disorder and contact details	Mark Bartlett	Suzanne Lodge
May 2014 Version 3.3	Obsolete	Updates to Version 3.2 reflecting revised council structure, new procedures and learning from incidents and exercises.	Mark Bartlett	Suzanne Lodge
August 2016 V3.4	Obsolete	Updates to Version 3.3 including learning from debrief of Storm Desmond	Mark Bartlett	Suzanne Lodge
28 <sup>th</sup> July 2017 V3.5	Approved	Updates to Version 3.4 including references to revised logging system, JESIP and Community Emergency Plans	Mark Bartlett	Suzanne Lodge

## Record of tests

Whilst the District Emergency Plan hasn't been formally exercised as an individual plan elements have been tested by use at, most recently, Exercise Spitfire (COMAH site October 2013), Exercise Wenning (Flooding November 2013) and Exercise Conder (Heysham Power Station February 2014). It has also been reviewed and revised in the light of debriefing exercises and incidents, most notably Storm Desmond in December 2015

## **Circulation**

### **Corporate**

Chief Executive -1 copy  
Emergency Incident Officers (1 copy in the Duty Officer's bag)  
Emergency Call Centre – 1 copy  
District Emergency Control Centre - 3 copies  
Civil Contingencies Officer – 1 copy

### **Operational roles**

Environmental Health – 2 hard copies to be retained  
Engineering, Building Control and Council Housing  
Environmental Services – hard copy to be retained  
Senior Emergency Officers  
District Emergency Control Centre Managers

### **Support roles**

Communications section  
Information Services (user support section)

### **External organisations**

- Lancashire County Council Emergency Planning service
- Resilience Direct – Lancashire LRF File Store (for Cat 1 partner access)
- Heysham Power Stations (Emergency Preparedness Engineers).

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**Lancaster City Council**

**Map of District Council Area**



## Information

Under the Civil Contingencies Act, 2004, Lancaster City Council is a Category 1 Responder organisation<sup>1</sup> and as such intends to fulfil all its responsibilities under the Act<sup>2</sup> in terms of preparedness for and responding to emergencies<sup>3</sup>. As part of its commitment to communities the Council plays a full part as a member of the Lancashire Resilience Forum<sup>4</sup> (LRF) and supports the other member organisations.

This plan shows how the Council will respond to any Multi-Agency Emergency or Major Incident occurring in the Council area, or elsewhere where the Council is asked to assist a fellow LRF member. It details the Command and Control<sup>5</sup> arrangements of the Council's response and identifies the principal responsibilities of the various Council Services. As a generic plan it does not cover in detail all situations but is intended to provide a structure and procedures within which officers can make decisions on dynamic responses to emergencies. The plan also contains a list of contingency plans for use in specific emergency situations.

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<sup>1</sup> Category 1 responder organisations comprise the emergency services, health services, environment agency and local authorities.

<sup>2</sup> Responsibility to conduct risk assessments, business continuity, prepare emergency plans and arrangements to warn, inform and advise the public so that the Council can perform its functions effectively in an emergency

<sup>3</sup> An event or situation which threatens serious damage to human welfare, the environment or the security of a place in the UK

<sup>4</sup> The Lancashire Resilience Forum comprises all Category 1 responder organisations in Lancashire together with Category 2 responders – utility and transport companies

<sup>5</sup> Command and Control provides a structure to allocate different areas of responsibility to suitable officers both within the Council and also the wider multi-agency response to incidents.

## Intention

This plan has been produced to detail the Council's response to any multi-agency incident or emergency occurring in the City Council area, and includes the procedures for any event or occurrence whose impact necessitates a Major Incident being declared.

The Lancashire Community Risk Register is a public document and can be viewed at the Forum website [www.lancsresilience.org](http://www.lancsresilience.org). It details the various risks to Lancashire communities from many sources and also the generic and specific emergency plans that have been created to address them.

This District Emergency Plan (DEP) is a generic document, produced to address the emergency response to a variety of risks identified in the Community Risk Register. It complements specific contingency plans produced by both the Council and its partner agencies, some of which are listed at Appendix 'C'. The aim of the DEP is to enable the City Council's resources to be speedily mobilised to deal with any emergency, or to render assistance to the Lancashire Resilience Forum member agencies in dealing with a major incident.

It is essential that all officers involved in the co-ordination of an emergency maintain an accurate log of decisions made and action undertaken. The log should also include details of any expenditure authorised. The LANDIL logging system is available for these purposes and should be used from the outset of an incident. Proforma decision-making and action log sheets may be found at the back of this plan to record any decisions made when LANDIL is not readily available to the officer. These decisions should be copied to the LANDIL system when possible but the original records retained. (Appendix 'J' refers).

## Method

### Civil Contingencies Act responsibilities

The Civil Contingencies Act 2004, and regulations made under it, came into force in November 2005. These established a statutory framework for civil protection in the United Kingdom, replacing previous common law duties and discretionary roles and responsibilities. An updated definition of an emergency was provided focusing on the risks and consequences we face in the UK in the 21st century:

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

In respect of Emergency Planning the Council is defined as a 'Category 1 Responder'. For emergency planning the primary requirements are to:

- identify and assess foreseeable risks
- plan and prepare for emergency incidents
- coordinate the Council's role in multi-agency responses during incidents
- lead the clean-up and recovery from incidents
- maintain business continuity as far as possible until normality is restored
- warn and inform the public

However, through the Lancashire Resilience Forum the City Council has partnership arrangements with Lancashire County Council, which is also a Category 1 responder, and the County Council will continue to lead in several areas of emergency planning, namely:

- providing a single link for emergency incident notification between the emergency services and local authorities
- voluntary sector coordination
- management of rest centres
- management of temporary mortuaries
- preparation of emergency off-site plans for major chemical and nuclear sites under the COMAH<sup>1</sup> and REPPPIR<sup>2</sup> legislation

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<sup>1</sup> COMAH – Control of Major Accident Hazard Regulations

<sup>2</sup> REPPPIR – Radiation Emergency Preparedness and Public Information Regulations



## Multi-Agency Incident response

The Council will be expected to support the Emergency Services and other responding agencies in a variety of incidents that require an emergency response. Although these incidents may require considerable expertise and effort they may not in themselves be 'Major Incidents'. However, the Council will support the other responder agencies at any incident, initially through its Duty Emergency Incident Officer scheme. (See Page 14)

Where any request to attend an incident is notified to the Council during office hours the appropriate service will be expected to respond. Possible incidents (and the appropriate service) include:

Unsafe Buildings	Building Control – Regeneration and Planning
Flooding	Engineering - Regeneration and Planning
Environmental Protection	Environmental Health – Health and Housing
Food contamination	Environmental Health – Health and Housing
Homelessness	Strategic Housing - Health and Housing
Clean up, fallen trees & shoreline pollution	Environmental Services
Rest Centres	Salt Ayre Sports Centre – Sport and Leisure (H&H)
Community liaison	Partnerships - Regeneration and Planning

Out of hours requests will be passed to either a 'stand-by' officer from the service concerned or, if no such person is available, the Duty Emergency Incident Officer (DEIO).

## Major Incidents (or Major Emergencies)

A **Major Incident** or **Major Emergency** (the terms are interchangeable) is defined as:

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

**Source: Guidance on Emergency Procedures – HM Government 2005**

The use of this definition in this context seeks to clarify and scale the definition of an emergency under the Civil Contingencies Act 2004. It can be seen that it is the consequential impact of an event on responders rather than its cause that is the determining factor on whether it is declared a major incident or not.

## Declaration of a Major Incident by the Council

Any responder agency can declare an incident to be a Major Incident from that agency's point of view. Such a declaration emphasises to fellow

responder agencies that the incident will have a significant impact for that agency and facilitates access to support and mutual aid from other LRF members. Based on the information being received, particularly from the Council's Duty Emergency Incident Officer at the scene, if the Senior Emergency Officer considers there will be a significant impact on the Council's resources, ability to respond and/or ability to maintain critical services a major incident **must** be declared.

This should be done even if another agency has declared a major incident. Confirmation of the declaration should be passed to other responder organisations, usually through the FIM at Police Headquarters, and to Council officers and staff who are informed about the incident.

### **Major Incident – the City Council Services' Response**

A Major Incident will always require considerable Council resources and early activation of these is essential. During working hours this will be relatively easy to achieve but outside those times it may take a considerable period of time to activate staff who are not on call and early action is essential. Dependant on the type of incident the following may expect to be required:

**Resources – (Democratic Services)** Responsible for the District Emergency Control Centre (DECC), which is covered by their staff together with additional volunteers whose contact details are held in the Emergency Call Centre **(Customer Services)** Assist with the taking of calls from and supply of information to the public in liaison with the DECC, other agencies' call centres and council officers engaged on the incident.

**Environmental Services** – Manual staff, labourers and drivers together with vehicles and equipment. Required for any incident involving flooding, storm damage, clean up of materials, marine and beach pollution incidents or any other incident where manual labour is needed.

**Health and Housing (Environmental Health)** – Environmental Health Officers and support staff particularly for chemical incidents, any incident necessitating environmental protection and also food safety incidents. **(Sport & Leisure)** – Particular responsibility for the opening of a Rest Centre at Salt Ayre Sports Centre should such a facility be required.

**Regeneration and Planning (Communications)** Media and internal Communications staff to work in the DECC and also represent the Council at the scene or any press conferences. **(Engineering and Building Control)** Engineers are particularly required for flooding incidents and Building Control officers will be required for any incident affecting the safety and structure of buildings. **(Consultation & Engagement)** Particularly responsible for contact with appropriate community representatives in major incidents.

Full details of the role of all Council Services in any emergency incident are shown at Pages 14 to 18.

## **The Lancashire (Agencies) Response**

### **Lead responsibilities**

The **Lancashire Constabulary** coordinates the emergency response to any land based multi-agency emergencies in Lancashire. **HM Coastguard** will coordinate coastal incidents occurring below the high water mark.

Once the emergency response to any major incident has concluded however, **Lancaster City Council** is expected to lead and coordinate any recovery phase in the Council's area, or if the incident is more widespread, to play a key role in support of the (probable) County Council recovery lead (See Recovery Plan).

The Council is committed to the principle that a major incident for any LRF member is a major incident for all and will give support to other member agencies where appropriate but also call on the other agencies for a major incident within the council district. Any agency can declare a major incident (See Page 9 for the procedures for doing so in Lancaster City Council.)

The **Lancashire County Council** Emergency Planning Service, through their Duty Officer Scheme, supports the district councils of Lancashire. Whilst the majority of incidents will be dealt with entirely by the Police, Fire and Ambulance Services, any request for support in an emergency from Lancaster City Council will normally be made via the Lancashire County Council Duty Officer who will contact the City Council's Emergency Call Centre. They in turn will contact the Council's Duty Emergency Incident Officer.

The County Council will usually establish a Local Authority Co-ordinating Cell (LACC), the main purpose of which is to coordinate information and resources between Local Authorities involved in the incident. Participating authorities should send a representative as a liaison officer.

### **Other Lancashire authorities**

A long standing emergency mutual aid agreement between the local authorities of Lancashire was updated in 2016 and signed by all Chief Executives (except Hyndburn and Ribble Valley). Lancaster City Council will endeavour to respond to any requests for assistance from Lancashire districts dealing with an emergency and could call on such assistance if required.

## **Role of Agencies in a Major Incident or Major Emergency**

### **Joint Emergency Services Interoperability Programme (JESIP)**

All Cat 1 and Cat 2 agencies responding to a major emergency need to comply with the JESIP Doctrine that ensures agencies collaborate, share information and make

decisions based on joint understanding of risk and the situation. The City Council is expected to contribute to the process at all levels.

The five principles of interoperability are:

1. Co-location: Usually achieved by the Council attending the Forward Command Post near the scene but also includes representation at Strategic Coordinating Group meetings at Hutton where required.
2. Communication: Sharing of information, free of acronyms, across agency boundaries.
3. Co-ordination: Integration of multi-agency efforts and available capabilities, which may be interdependent, to achieve defined objectives.
4. Joint understanding of risk: A process by which commanders work towards a common understanding of threats, hazards and their likelihood to inform deployment decisions and risk control measures.
5. Shared situational awareness: Common understanding of circumstances and immediate consequences of the emergency and an appreciation of available capabilities and other agencies' priorities.

### Joint Decision Model (JDM)

The JDM is a process to establish shared situational awareness.



Joint decisions must be made with reference to the primary aim of any emergency response: **to save lives and reduce harm.**

### Police – Lancashire Constabulary

The Police are responsible for the overall coordination of all the agencies that respond to any major incident. In addition they have specific responsibilities for cordons, traffic and crowd control, investigation of any suspected criminal activity, establishing a Casualty Bureau (casualty identification and notification of relatives), safeguarding property and information.

The **British Transport Police**, working closely with the Lancashire Constabulary, will cover any incident on the railway network.

### **Fire – Lancashire Fire & Rescue Service**

The Fire Service is responsible for fire fighting and rescue. They take a lead role in the initial response to incidents involving chemicals and other hazardous substances and will assist the Ambulance Service with any requirement for mass decontamination of people. They are comprehensively equipped with search and rescue equipment, including specialist equipment for rescue from collapsed buildings. They also have access to high volume pumping equipment and may be asked to assist in flooding incidents.

### **Ambulance – North West Ambulance Service**

The Ambulance Service has a primary responsibility for providing First Aid to casualties at the scene of any major incident and transport of casualties to hospital. At any multi-agency incident the Ambulance Service should be viewed as the **‘gateway’** organisation to the wider National Health Service.

### **HM Coastguard**

The Coastguard Service co-ordinate all incidents below the high water mark, including search and rescue, transportation of casualties and survivors either by helicopter or surface craft. They are the **‘gateway’** organisation to the RNLI, Bay Rescue and RAF Search & Rescue helicopters. These resources may also assist in inland emergencies such as widespread flooding.

**Because the sea and the inter-tidal area are so dangerous the Coastguards must be informed of and consulted about any coastal or maritime incident. There are no exceptions to this instruction.**

## **National Health Service**

### **Hospitals**

The University Hospitals of Morecambe Bay NHS Trust has a comprehensive plan for the treatment of casualties, at local hospitals. This includes the deployment of a Hospital Mobile Emergency Team. The Health Service officially classifies a “Major Incident” as being one with more than 20 serious casualties but other circumstances may cause a major incident to be declared with fewer casualty numbers.

**NHS England** is a national organisation with direct links to the Secretary of State for Health. It operates corporately at a national level, but with a regional (North) tier, and with Local Area Teams (e.g. Lancashire). NHS England is responsible for performance management of NHS commissioning and will also commission some services directly, and also independent contractors (general practices, pharmacists, dentists and optometrists - small businesses that are in contract with the NHS for almost all of their activity). Each Area Team has an Emergency Preparedness Resilience Response (EPRR) responsibility, taking on much of the functions of the old Primary Care Trust in

terms of leading and managing emergency planning and response in the NHS across the county.

**Clinical Commissioning Groups (CCGs)** – These are the local voice of the National Health Service, and are responsible for the health of the population within their boundaries and for the commissioning for the majority of healthcare for that population. CCGs are responsible for ensuring that NHS service providers have robust and comprehensive incident plans and deliver against those plans when appropriate.

### **Environment Agency**

The Environment Agency has a particular responsibility for flooding forecast and warning and the identification of flood risk areas. See separate **Flooding plan** for more detail about the warning systems and the Council's response.

### **Met Office**

The Met Office provides weather forecasts and a National Severe Weather Warning Service. Regional meteorologists are available to give advice to responders on a 24/7 basis. See separate **Severe Weather plan** for more detail about the warning systems and the Council's response.

### **Voluntary Agencies**

The following organisations offer their various skills to the communities of Lancashire in times of emergency:

- St. John Ambulance
- Salvation Army
- British Red Cross
- WRVS
- Salvation Army
- RSPCA
- Raynet (Radio Amateurs)
- Faith Groups

Voluntary organisations in Lancashire are coordinated by the County Emergency Planning Service and the initial contact point for any of the above organisations must be the Duty County Emergency Planning Officer.

### **Mountain Rescue Team (Bowland and Pennine)**

Although there are three Mountain Rescue Teams (MRT) serving Lancashire the Bowland and Pennine team, based near Garstang, have responsibility for the Lancaster area. Members are trained in wide area search techniques on all types of terrain. Contact for the MRT is via the Force Incident Manager at Lancashire Constabulary HQ.

### **Bay Search and Rescue**

Voluntary organisation with equipment that can be used for transport over rough terrain or in hazardous conditions. Mobilised through the Force Incident Manager at Lancashire Constabulary HQ or via HM Coastguard Ops Centre.

## **Role of the City Council**

Most of the Council's senior management and Services have a role to play in a Major Incident or Major Emergency situation, as detailed below:

### **Major Emergency Command Chain**

When a Major Incident or Major Emergency is declared the following command chain will be deployed and take over the deployment and diversion of resources from the day-to-day management structure. Services will be notified when this has been activated and when it is stood down.

### **Emergency Incident Officers (BRONZE/OPERATIONAL)**

These officers are drawn from a pool of Council officers who have been trained in the principles of major incident response and to operate safely at the scene of a multi-agency incident or a declared Major Incident. They operate on a 'stand by' rota and will act as the Council's first representative at the Forward Command Point (FCP) that the Emergency Services will establish near the scene of the incident. The Emergency Call Centre will contact the Duty Emergency Incident Officer (DEIO) whose role is to:

- Attend any incident where they are requested by the Emergency Services, assess the situation and determine where the Council either may be able to assist or has a duty to respond.
- In a Major Incident, or one likely to have a significant impact on the Council, brief the Senior Emergency Officer (SEO) on the situation.
- With the SEO, assess the likely impact on the Council and initiate appropriate notifications to personnel and activation of resources and facilities.

Although only one Emergency Incident Officer is on 'stand by' at any time they form a pool of eight trained officers plus reserves, details of whom are retained in the Emergency Call Centre. For larger incidents it will be appropriate to request other Emergency Incident Officers to assist and, in particular, one should accompany the SEO to the Strategic Coordination Centre, at Police HQ, and act as a Staff Officer with a second assisting the appointed District Emergency Controller in the DECC. (See Appendix 'F') There may also be a requirement for a Council liaison officer at the police Silver Control and an Emergency Incident Officer, if available, may be the most suitable person to act in this role.

See also Appendix 'B' for a checklist for Emergency Incident Officers who are required to attend the scene of a major incident.

## **Senior Emergency Officers**

Ten senior officers of the Council (backed up by Reserves) provide cover on the Senior Emergency Officer (SEO) rota. Their role is to act on behalf of the Chief Executive and support the DEIO in dealing with the more serious incidents and also to perform three distinct functions:

1. If significant direct expenditure and/or the mobilising of significant council resources is required, to authorise that and document the details and the reasons for it.
2. To initiate the opening and staffing of the District Emergency Control Centre for serious or widespread incidents and lead the Council response in the role of District Emergency Controller.
3. To represent the Council at the Strategic Coordinating Centre at Police Headquarters if this is opened for a major incident.

## **District Emergency Controller (SILVER/TACTICAL)**

These are senior Council officers who will coordinate the Council's response to a major incident or widespread emergency. In the first instance the District Emergency Controller role will be a SEO (see above) who will:

- Ensure that the Council's DEIO is deployed to the Forward Command Point at the incident scene.
- Assess the situation and the likely impact on Council resources.
- Take initial responsibility for the Council's response including early mobilisation and coordination of Council resources.
- Brief other senior Council officers about the scale and nature of the incident and liaise with them about appropriate responses.
- Arrange for the development of coordinated information about the incident to the public, press and internal staff through the Communications Officer and Customer Services Team Leader.
- Activate the District Emergency Control Centre and nominate a suitable senior Council officer to the role of District Emergency Controller.

## **Strategic Coordinating Centre representative (GOLD/STRATEGIC)**

- Take overall responsibility for the Council response including provision, mobilisation and coordination of Council and/or other resources.
- Ensure that the Council's Duty Emergency Incident Officer is deployed to the Forward Command Point and a senior Council officer has been



nominated as District Emergency Controller and is activating the District Emergency Control Centre.

- Attend the Strategic Coordinating Centre as a member of the Strategic Coordinating Group (See Page 20).
- Co-ordinate the information being received by and passed out through the Council's Media Communications, Internal Communications Services and Customer Services.
- Request mutual aid including activating MACA (Military Aid to Civil Authorities) if necessary.
- Liaise with Chief Officers as necessary.
- Liaise with the political leadership of the Council.
- Ensure the Council leads, or is adequately represented, on any Recovery Advisory Group that is established in the Emergency phase.
- Ensure the Council leads, or is adequately represented, on any Strategic Recovery Coordinating Group. (Community Recovery Plan).

### **Supporting Officers and Services**

During a Major Incident or Major Emergency situation any of the Senior Emergency Officers may be called upon to support the command chain as previously set out and will support the duty Senior Emergency Officer in the roles outlined previously and deputise for him/her where necessary.

They will specifically also arrange for appropriate support where necessary from Services including Council staff and resources as requested by the District Emergency Controller. A Financial Services officer must support the DECC in monitoring and recording all financial expenditure commitments.

### **Council Services**

#### **Environmental Services**

- Provide council vehicles, plant, specialist equipment and machinery as requested by the District Emergency Controller, particularly in respect of clean up and clearance operations.
- Provide specialist and general operational staff where appropriate.
- Take the lead role for the Council in any coastal pollution incident and provide a trained 'Beachmaster' to supervise the clean up operation.

#### **Health and Housing**

- Maintain the DEIO and SEO rotas, training and exercise programme and the emergency response equipment.

- Provide an emergency 24-hour telephone line within the Emergency Call Centre and initiate first contact/turn out of the DEIO.
- Provide a facilities manager for the establishment of the Rest Centre at Salt Ayre Sports Centre, in conjunction with Lancashire County Council Adult Services Emergency Team.
- Initiate call out of Council staff when requested by the Senior Emergency Officer
- Provide a Public Protection Service to the scene of any major incident if requested.
- Provide a Homelessness Service as required to assist people affected by the incident or emergency situation.
- Coordinate corporate emergency and business continuity planning.
- Support Council tenants directly affected by the incident.
- Maintain and regularly review the District Emergency Plan and internal Business Continuity plans.
- Provide specialist and general operational staff where appropriate.

### **Governance**

- Maintain, open when necessary and manage the District Emergency Control Centre (DECC).
- Ensure emergency and decision-making logs are maintained on the iModus system throughout the emergency.
- Maintain a DECC evacuation store.
- Oversee and monitor the welfare of Council staff during and after the incident providing access to appropriate support where necessary.
- Provide specialist and general operational staff where appropriate including those necessary for the efficient operation of the DECC.

### **Financial Services**

- Provide support to the DECC as required including advice, appropriate forms for recording purposes and financial information.
- Ensure that an accurate record of expenditure is maintained and financial resources are allocated where necessary.
- Ensure that, where appropriate, the Bellwin Scheme is activated and government resources sought for any major incident.
- Provide specialist and general operational staff where appropriate.
- Administer any relief or memorial funds established after an incident.

### **Information and Communication Services (ICT)**

- Ensure that in times of emergency the Council's communication systems are fully operational or the necessary Continuity arrangements are activated, including support for the DECC.
- Ensure that systems support is given when required during an emergency situation.
- Ensure that there is an adequate Disaster Recovery Plan in operation, to protect the Council's various essential telephone and IT systems.
- Provide specialist and general operational staff where appropriate.

### **Regeneration and Planning Services**

- Supply a Building Control Officer or contractor where appropriate and advise on the condition of any potentially unsafe buildings.
- Mobilise Environmental Services distribution of sand bags and storm boards for flooding.
- Monitor weather conditions where appropriate and advise the District Emergency Controller of any anticipated problems.
- Provide Communications officer(s) to:
  - Liaise with other responding agencies and coordinate media releases (*Note that in a nuclear emergency all press releases are coordinated at the Strategic Coordinating Centre*).
  - Produce press releases and organise press conferences.
  - Produce internal briefings for Council staff.
  - Produce community information, particularly about any disruption to Council services.
- Multi-Agency Problem Solving Team and 'gateway' to Local Strategic Partnership and Thematic Groups.
- Establish good links with key community representatives.
- Provide specialist and general operational staff where appropriate.

### **Property Group**

- Provide specialist and general operational staff (including the possible use of parking contractor wardens) where appropriate.
- Where Council premises are affected by the incident provide support to the Business Recovery Group in arranging preventative measures, repairs and/or alternative accommodation for critical services.

## **Command and Control**

### **Strategic Coordinating Centre (Gold Control)**

In a major incident the Lancashire Constabulary will usually establish a Strategic Coordinating Centre (SCC), often known as Gold Control, at Constabulary Headquarters, Hutton near Preston. If the SCC is opened for an incident in the Lancaster district there will be an expectation that a representative, who can make decisions on behalf of the Council and commit Council resources without further reference (preferably a Management Team Member but if not another Senior Emergency Officer), will attend and join the Strategic Coordinating Group. Early consideration must be given to whether a senior officer should attend and who is best placed to fulfil this task in the circumstances. An Emergency Incident Officer should collect the lap top computer kept for this purpose in the Civil Contingencies Office at MTH and then act as staff officer to the Mgt Team Member at the SCC.

### **Other Control Centres**

It can also be anticipated that the police will establish a Silver Control. For fixed site incidents (such as the power station) this will be at Hutton Police Headquarters but for dynamic incidents (Flooding) it may be sited locally. In either case there will be a requirement for a Council liaison officer to attend. If available, an Emergency Incident Officer is best suited to performing this role.

Lancashire County Council may open a control centre at Marsh Lane, Preston. If this is the case it will be beneficial to send a liaison officer there. Alternatively, they may deploy a County Emergency Planning Officer to the District Emergency Control Centre.

The role of the liaison officer in either of these control centres is to identify issues that are pertinent to the City Council and feed them back promptly to the District Emergency Control Centre and also to raise issues from the City Council with the police or county control centre managers.

### **District Emergency Control Centre (DECC)**

This is situated in Lancaster Town Hall. The offices are normally used for other purposes and the room is not kept in a state of readiness for emergencies.

The DECC directs and coordinates the Council's response to any Major Incident. Calls for Council assistance will be received here, considered by the District Emergency Controller and, if appropriate, directed to Council services.

### **Activation of the District Emergency Control Centre**

Because the room is not kept in a state of readiness it is essential that, where the DECC may be needed, the earliest possible notification is given so that set up can begin. It is better to give that early notification and rescind it later than delay the notification of the room manager.

However, activation can only be done with the authority of the Senior Emergency Officer, who will take account of circumstances, initiate staff notification or call out via the Emergency Call Centre and may attend in person to take control of the incident from the facility. See Appendix 'F' for information about the operation of the DECC.

### **Information from operational staff**

Operational council staff can provide useful information from the scene(s) of incidents and the District Controller should consider making deployments of suitable staff who can provide situation reports from various locations.

### **Contacting Council staff outside office hours**

Staff contact details are not shown anywhere in this plan but are retained confidentially in the Emergency Call Centre as are the rotas of officers formally on Stand-by. Staff who are not on 'stand by' should not be contacted out of office hours other than in an emergency such as outlined in this plan. Even then, if such a person who is contacted is unable to attend work they should not be pressured to do so.

### **Emergency Rest Centres**

There are five main Emergency Rest Centres in the Lancaster City Council area. However, activation of Rest Centres for evacuated persons is covered in

a Lancashire Resilience Forum contingency plan, copies of which are held in the DECC.

A number of smaller centres, such as village halls, are available for smaller scale evacuations in rural areas. Details of the available buildings and keyholders are available from the County Emergency Planning Officer. Some of these village halls are covered by specific community emergency plans and in these cases local people will turn out to staff the facilities and provide support in an emergency.

Any decision to evacuate will be taken by the Emergency Services at the Forward Control Point. The need for a Rest Centre will be communicated to the County Council Duty Emergency Planning Officer and if the decision is taken to use Salt Ayre for any incident the Emergency Call Centre will be contacted to call out the Duty Manager.

### **Community Emergency Groups**

Following the Storm Desmond flooding and power blackout a number of community emergency planning groups have been established in various parts of the district. These groups have or are preparing plans to provide a community response to wide area incidents affecting their respective communities, including establishing local emergency centres in their village halls and community centres. Completed plans, with Community Contact information, are held by the DEIO, SEOs and also available in the DECC and should be referred to for any incident affecting those areas. Established groups as at June 2017 include:

Borwick & Priest Hutton  
Carnforth\*  
Caton & North Quernmore\*  
Halton with Aughton\*  
Nether Kellett\*  
Over Kellett  
Ridge Community Centre  
Silverdale  
Slyne with Hest\*  
St. Thomas' Church Lancaster  
Warton\*

*\* = Community Emergency Plan published*

## Administration

### Finance

The Lancashire Chief Financial Officers' Association, at their meeting on the 5<sup>th</sup> January 1975, considered the financial arrangements for a major emergency and recommended that costs should be allowed to lie where they fall i.e. County and District Councils should bear their own costs. Therefore, District Councils are responsible for their own costs incurred during an emergency, a power conferred by Section 138 of the Local Gov't Act, 1972.

However the 'Bellwin Scheme' provides a route for grant application whereby local authorities can apply to have any costs associated with unforeseen catastrophes met from a central fund. Under the provisions of that scheme the Council would be required to meet the first £31,274, which is 0.2% of the expected 2017/18 net revenue budget of £15.637M. Grant is normally paid at 85% of eligible expenditure above this threshold<sup>1</sup>.

The Council's Financial Regulations<sup>2</sup> contain this provision (text reproduced verbatim) relevant to expenditure and financial control during emergencies:

*"Nothing in these rules and regulations shall prevent the Cabinet and/or the Chief Executive from incurring expenditure essential to meet any immediate needs created by an emergency threatening life and limb or related to major structural damage threatening the fabric of a building. If such a situation arises, the Cabinet and/or the Chief Executive must report to the next full Council meeting, including details of the emergency, remedial action taken, costs and proposals for their financing."*

The authorisation of expenditure during response to and recovery from an emergency incident is subject to the approval of the Council's District Emergency Controller during that incident.

When discharging accounting and reporting requirements following an incident where expenditure is incurred, the Chief Executive will require from all parties their accurate logs and receipts recording all incurred expenditure, deployment of resources and equipment, sourcing and use of materials. This reinforces the need to have a finance officer appointed at the early stages of any major incident.

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<sup>1</sup> [www.local.odpm.gov.uk/finance/bellwin.htm](http://www.local.odpm.gov.uk/finance/bellwin.htm)

<sup>2</sup> Lancaster City Council Financial Regulations & Procedures Part A, paragraph 1.11.F.

## **Recovery Phase**

As time moves on from the initial incident the operation moves from the Emergency Response phase to Recovery, which may be described as the process of restoring and rebuilding the community in the aftermath of an incident. Lancaster City Council will normally be expected to take the lead role in the Recovery Phase after any major incident in the City Council area.

The move from Response to Recovery is usually formalised through the Strategic Coordinating Group but it can always be anticipated and a Recovery Advisory Group may be established during the Emergency phase. Council planning and preparations for taking on this lead responsibility must start almost immediately after the incident.

**The City Council Community Recovery Plan** is based on the National Recovery Guidance Document, drawing on best practice from many recent major incidents around the UK. Copies of this plan are kept in the DECC and it will be followed for any Recovery Phase that is led by Lancaster City Council. The County Council Recovery Plan is a broadly similar document and includes roles for the District Council to perform even when the County Council is leading the Recovery.

## **Recovery Liaison Group**

To ensure there is no duplication of effort, and that no important requirements are overlooked, agencies need to be brought together to discuss priorities for action. The Council will establish a Strategic Recovery Coordinating Group, under the chair of a suitable senior Council officer, to identify priorities. The group will probably comprise utilities, private companies, voluntary agencies and community representatives as required by circumstances.

## **Council Services – Business Continuity**

If Council buildings and/or services are affected then the Council's Business Continuity plans will be implemented and a Business Recovery Group established to oversee and support the restoration of critical services. (See separate Business Continuity plans).

## **Rebuilding the Community**

Any physical reconstruction and restoration of services needs to be managed effectively and coordinated by the Recovery Liaison Group. As time moves on from the immediate aftermath of a major incident public pressure for the return to normality will increase. Planning Services will need to be proactive and flexible with landowners and building proprietors securing their cooperation in reconstruction. The appearance of the affected area may be the public's only measure of Council activity so it is important that restoration proceeds as quickly as possible. Damage caused by an incident can of course bring opportunities to improve local facilities or create new ones.

Lessons from previous incidents emphasise the importance of involving the local community fully in its own recovery.

### **VIP visits**

VIP visits are inevitable after serious incidents. They can present opportunities for raising awareness, reinforcing messages and speeding up some aspects of recovery. Although they usually take place in the Response Phase local MPs and other dignitaries will need regular updates and may return to the area to review progress.

### **Memorials and Anniversaries**

The level of media interest and community reaction to an incident will be determined by its severity and impact. The Council may well become a focus for establishing memorials or other remembrance services and should take on this role whilst the demand remains. Anniversaries provide reminders and the Council should consider the impact of such events on the community ensuring that the necessary welfare support is available. Lancashire County Council Adult and Community Services have social workers who are trained to assist in these circumstances.

### **Disaster relief – public appeals and donations**

In many major incidents the public make contributions to organised appeals and at an early stage the Council should take a decision on whether a local authority led appeal is appropriate or whether another suitable organisation should undertake this function.

Details of the **British Red Cross Appeal Scheme** are available in the DECC and this may be a suitable option. Alternatively, the **Community Foundation for Lancashire and Merseyside (CFLM)** ran a very successful Lancashire Flooding Appeal following the winter storms in 2015/16 and may be able to establish another similar appeal to support the district following an emergency. Again, contact details for CFLM are retained in the DECC.

If the Council accepts leadership of an appeal then early planning by the Head of Financial Services is essential to deal with the many complex issues that arise from the management of appeal funds. Financial probity is essential and an officer must be appointed to manage the account. Trustees will also need to be appointed to oversee the distribution of funds.



## Communications

A number of emergency communication methods are available to the Council. In any situation where key communications have failed, where there is a risk that they may be affected or even overwhelmed the advice of a member of the LRF Telecommunications Sub-group (TSG) should be sought. During office hours this will be via the LRF Secretary (01772 xxxxx). If a major incident is declared a TSG advisor will be automatically appointed to advise all responder agencies.

**Landline telephony:** The Council has a dedicated number for the District Emergency Control Centre via the Council switchboard and in reserve two independent British Telecom telephone lines.

**Mobile telephony:** All Emergency Incident Officers, District Emergency Controllers and Management Team members are allocated mobile telephones, and the numbers of these are retained in the Emergency Call Centre. Several phones have been registered under the MTPAS scheme giving a preference to these over ordinary phones should the mobile telephony systems be overwhelmed at the scene of an incident.

**Satellite telephone:** The Council has a satellite telephone for emergency purposes. It is kept in the DECC and ICT staff are trained to use it.

**Airwave radios:** The Council is equipped with a number of Airwave radios. These are equipped with two talk groups allocated solely to the Council and Interoperability talk groups enabling dialogue with other emergency services, principally in Lancashire the police and fire services.

Two radios are allocated permanently to the DECC and another to the Duty Emergency Incident Officer. Other radios are kept securely. In an emergency the ECC or the Civil Contingencies Officer will be able to advise on 'out of hours' access to these unallocated radios. It is important, as part of the Airwave licence agreement, that radios are correctly booked out and can be accounted for and are not used by untrained staff or for inappropriate purposes.

As the Council is a registered Airwave user it is permissible in a widespread emergency to request the loan of further radio handsets from another user organisation such as the police. In fact the Lancashire Constabulary maintains a small stock of handsets for this purpose, known as the IBIS radios. The Council has borrowed these previously for pre-planned events (e.g. Fireworks) and they should be requested in emergency circumstances too.

RAYNET (Amateur Radio) organisation may be able to provide additional Communications (radio and telephony) during a major incident. Telephone numbers for North Lancashire branch officers shown at Appendix 'I'

### **Media Communications**

The role of the Communications officers in a major incident is to provide media statements and press releases in conjunction with their counterparts in the lead agency and other responders. They will also monitor and record media sources for information and ensure this is fed to the DECC manager for onward communication and dissemination. The overall aim is to provide media and communications support to the Council to allow it to meet its obligations as a Category 1 Responder agency.

Consider how messages and information will be passed to the public. **The Bay radio station** performed a very useful public service broadcasting function during the Storm Desmond flooding and blackout. Contact should be made with The Bay and there is an open invitation for a Council officer to work from the Lancaster studio during an emergency. If an officer is deployed they should be given an Airwave radio so that contact can be maintained with the DECC and the most up to date information passed for broadcasting.

In many emergencies it can be expected that **BBC Radio Lancashire** will cease normal programme transmissions and move into its public service broadcasting role of providing information to the public, known as “Connecting in a Crisis”. It is essential therefore that available local newspaper and media organisations are used to pass up to date information messages on a frequent and regular basis.

**Appendix 'A'**

**List of abbreviations**

<b>AAIB</b>	Air Accident Investigation Branch
<b>BTP</b>	British Transport Police
<b>CBRN</b>	Chemical, Biological, Radiological and Nuclear terrorism
<b>CCO</b>	Civil Contingencies Officer
<b>COMAH</b>	Control of Major Accident Hazards – legislation controlling major chemical sites and similar facilities – e.g. SRM, Heysham.
<b>DCLG</b>	Department for Communities and Local Government
<b>DECC</b>	District Emergency Control Centre – established in Democratic Services in Lancaster Town Hall.  In Heysham Power Station exercises/incidents DECC may also be a reference to the (Government) Department for Energy and Climate Change.
<b>DEIO</b>	Duty Emergency Incident Officer
<b>DEP</b>	District Emergency Plan
<b>ECC</b>	Emergency Call Centre (Cable Street Council Housing offices)
<b>EIO</b>	Emergency Incident Officer
<b>EOD</b>	Explosives Ordnance Disposal (Army bomb disposal)
<b>FCP</b>	Forward Command Point – established by the Emergency Services in a safe location near to the scene of the incident.
<b>FIM</b>	Force Incident Manager (Lancashire Constabulary HQ)
<b>FSA</b>	Food Standards Agency
<b>GDS</b>	Government Decontamination Service
<b>HSE</b>	Health & Safety Executive
<b>LRF</b>	Local or Lancashire Resilience Forum – multi-agency group responsible for preparing contingency plans for Lancashire
<b>LFRS</b>	Lancashire Fire and Rescue Service

<b>MAIB</b>	Marine Accident Investigation Branch
<b>MCGA</b>	Maritime and Coastguard Agency
<b>MRT</b>	Mountain Rescue Team – used for any open/wide area searches
<b>NWAA</b>	North West Air Ambulance (sometimes known as Helimed)
<b>NWAS</b>	North West Ambulance Service
<b>ONR</b>	Office of the Nuclear Regulator (Inspection and licensing of nuclear sites).
<b>RAG</b>	Recovery Advisory Group – advising the SCG on Recovery issues during the emergency phase.
<b>RAIB</b>	Rail Accident Investigation Branch
<b>REPIR</b>	Radiological Emergency Preparedness and Public Information Regulations – legislation governing nuclear sites and transport
<b>RVP</b>	Rendezvous Point – established by the Emergency Services as a reporting point for agencies responding to a major incident.
<b>SCC</b>	Strategic Coordinating Centre – situated at Police HQ, Hutton
<b>SCG</b>	Strategic Coordinating Group – Executive level decision making group based in the SCC – often known as Gold Control.
<b>SEO</b>	Senior Emergency Officer – ‘Duty’ senior City Council officer.
<b>SIM</b>	Senior Identification Manager – the police officer in charge of the operation to identify victims of any disaster.
<b>SIO</b>	Senior Investigating Officer – the police officer in charge of the investigation into possible criminal aspects of any incident.
<b>SRCG</b>	Strategic Recovery Coordinating Group – coordinating all aspects of the Recovery phase of the incident.

## Appendix 'B'

### Checklist for Emergency Incident Officer

#### Before turn out:

Check location of Forward Command Point and (if established) any Rendezvous Point. Who should the EIO report to?

Check if there are any known hazards at or around the incident site that should be particularly noted before arrival. Is personal protective equipment (PPE) necessary at the scene?

Check all necessary equipment is with you including computer, emergency plans, contact numbers, mobile telephone, Airwave Radio, photographic identification pass, weatherproof comfortable clothing and PPE including the Incident Officer tabard.

#### At the scene:

Ascertain and follow all cordon controls and any Health and Safety instructions. Be prepared to produce your photographic identification to gain access through cordons.

Report immediately to the Forward Command Point and liaise with the emergency services officers in command of the incident. Clarify what is expected of the Council – are expectations reasonable?

Although you will probably not be the first responder at the scene use the METHANE mnemonic to assess the situation and, if necessary, report to the Senior Emergency Officer.

- M Major Incident declared?
- E Exact location
- T Type of incident
- H Hazards present or suspected
- A Access – routes that are safe to use
- N Number, type, severity of casualties
- E Emergency services present and those required

Consider which Council Services may be needed to assist with the incident response. Be prepared to pass the necessary information about the incident to the representatives of those Services.

Make a record of all necessary information about the incident including actions taken, briefing of senior officers, decisions, expenditure. If the recording of this information becomes onerous request the assistance of another EIO to support.

Continue to provide regular updates by telephone to the Emergency Call Centre and or Customer Services or by radio to the District Emergency Control Centre having particular regard to the messages that may need to be passed to the public through the media.

Convey as much information as possible to the District Controller or the DECC to allow the full implications of the incident to be considered and the appropriate support resources to be activated.

Be prepared to organise and direct Council resources attending the scene, including Environmental Services staff and specialist officers.

**Appendix 'C'**

**List of electronic Emergency Plans held by Senior Emergency Officers and Duty Emergency Incident Officer (June 2017)**

***Confidential List***

## **Appendix 'D'**

### **Inventory of Council owned and other Resources**

#### **Vehicles**

The Council maintains a fleet of over 150 vehicles. These are mainly small commercial vehicles – car-derived and Transit type vans – but also include larger and more specialised vehicles including road sweepers, tractors, refuse collection lorries, a gully cleaner, tipper trucks, mowing machines and a minibus.

These vehicles are allocated various Services and kept at different locations although the primary depot and maintenance centre is at White Lund.

An up to date list of fleet vehicles and their allocation is available in the DECC and maintained by:

**Fleet Manager**  
**Lancaster City Council**

#### **Equipment**

An up to date list of Council owned specialist and other equipment that may be of use in a major incident is available in the DECC and maintained by:

**Administration Manager**  
**Lancaster City Council**

Government Office for the North West has also compiled a list of contractors who will be able to assist with heavy equipment for site and rubble clearance. Up to date copies of this list are kept in the DECC at Lancaster Town Hall and the Civil Contingencies Office at Morecambe Town Hall.



**Terrorist incidents**

**Appendix 'E'**

**Confidential appendix**

## Appendix 'F'

### District Emergency Control Centre (DECC)

The DECC comprises an Operations Room, Conference Room and kitchen. It will normally be staffed by a senior officer(s) and trained volunteers comprising:

- District Emergency Controller
- Emergency Incident Officer as Staff Officer
- District Emergency Control Centre Room Manager
- Financial Services Officer
- Call-takers/Support Officers (3)
- GIS and Systems Support Officer
- Media and Communications Officer
- Action Officers (3)  
(Drawn from Environmental Services, Engineers, Environmental Health, Building Control, Housing or Council Housing as required)

Representatives from other organisations and agencies may be invited to attend as required.

The DECC is equipped with all internal and external emergency plans, communications and reserve communications, food, contact information, computers, mapping and GIS, resource lists, media monitoring, emergency lighting and logging systems. The iModus logging system is used to record incoming information, decisions and actions (with a paper back up should Internet access be unavailable). The DECC can be expanded to use other rooms as necessary as the incident dictates. The DECC is clearly signposted and can be accessed out of hours using keys available from the ECC at Cable Street. The ECC also holds telephone numbers for the volunteer operators.

In the event that Lancaster Town Hall is not useable a reserve DECC will be created in the Civil Contingencies Office at Morecambe Town Hall (and if further space is required one of the Committee Rooms at this location).

	To be used for all incoming calls, calls diverted from Customer Access Centre, Emergency Call Centre and City Council Officers and may be given to the public.
	To be used for all incoming e-mails, e-mails diverted from Customer Access Centre, Emergency Call Centre and City Council Officers and may be given to the public.

	To be used for all faxes.  Fax machine not permanently connected to this number but installed as required.
--	--

	Reserve line for incoming calls not for public use.
	Reserve line not for public use.

The DECC is maintained and co-ordinated by:

**Governance**

**Tel.**

**Fax.**

**E-mail**

Other Governance officers who can open the room if required are:

## **Appendix 'G'**

### **Notification of incidents to Duty Emergency Incident Officer**

#### **Checklist for New Progress Emergency Call Centre staff**

##### **During Office Hours**

- Record details of notifying agency, the person passing information and a contact telephone number where further information can be obtained.
- Record details of the incident and whether the Council has been requested to attend or if the contact is just for information purposes.
- Ascertain and note the location where the Council officer should attend.
- Ascertain and record any hazards at the location, any safe approach routes and details (if known) of the officer in charge at the scene.
- Where the incident clearly relates to one particular service, pass details to that service and confirm that an officer is attending:
  - Unsafe buildings – Building Control Services.
  - Flooding – Engineering Services.
  - Clean up requests – Environmental Services.
  - Environmental Protection – Environmental Health.
- For any other incident, or if the operator is unsure of the appropriate service, pass details to the Duty Emergency Incident Officer.
- Remain available to support the DEIO with issues such as contacting other Council services, senior officers or specialist staff.
- Use the Airwave radio for further communication with the DEIO if the officer is turning out.
- Do not 'close' the incident until this has been confirmed by the DEIO.

##### **Outside office hours**

- Record details of notifying agency, the person passing information and a contact telephone number where further information can be obtained.
- Record details of the nature of the incident and whether the Council has been asked to attend or the contact is just for information purposes
- Ascertain and note the location where the Council officer should attend

- Ascertain and record any hazards at the location, any safe approach routes and details (if known) of the officer in charge at the scene
- Contact the DEIO and convey the above details
- Remain available to support the DEIO with issues such as contacting other Council services, senior officers or specialist staff.
- Continue to monitor the situation and do not 'close' the incident until this has been confirmed by the DEIO.

## **Appendix H**

**Checklist of possible actions in response to public disturbance.**

**Confidential information**

## **Appendix I**

**Contact Numbers (correct at June 2017)** Unless otherwise stated these numbers must be treated as confidential and not released to the public.

*Confidential Information*

**Appendix 'J'**

Decision making and policy log –to record decisions if LANDIL system is not readily available. Log decisions to be put on LANDIL system later but original record must also be retained by officer.

**DECISION REF No:**

**DATE OF DECISION.....**

.....  
**OFFICER MAKING POLICY DECISION**

**TIME OF DECISION.....**

**ROLE.....**

**DECISION.....**

**POLICY**

**REASON(S)**

OFFICER MAKING ENTRY (if different)  
POLICY

SIGNATURE OF OFFICER MAKING

.....  
**Date & Time**

.....  
**Date & Time**



