

# Norfolk Emergency Response Guidance 2022

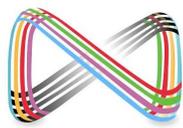
**In an emergency go straight to section 3 – response page 20**

## Considerations:

- Early activation of a coordination structure
- Initial coordination (at any level) with core responders (virtual or teleconference) to be held within 40 minutes of incident to develop shared situational awareness
- The first full meeting (of agreed level of coordination) must be held within two hours of incident occurring

**Red hyperlinks denote quick access links to information within this plan.**

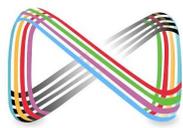
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## Norfolk Emergency Response Guidance

### Table of contents

<b>Heading</b>	<b>Page number</b>
Foreword and purpose	3
Section 1 - planning	4
Section 2 - communications	11
Call notification and cascade	12
Section 3 – response	20
Operational and Local level	20
Tactical level	21
Strategic level	22
Section 4 – Roles and responsibilities	27
Category 1 responders	27
Category 2 responders	37
Supporting organisations	40
Appendix 1 – Using the Agency Reporting function on Resilience Direct	44
Appendix 2 – The role of an operational commander	45
Appendix 3 – The role of the Local Coordination Group	46
Appendix 4 – The role of the Tactical Coordination Group	48
Appendix 5 – The role of the Strategic Coordination Group	54
Appendix 6 – Guide to using Microsoft Teams	60
Appendix 7 - Admin	63



## Norfolk Emergency Response Guidance

### Foreword

The purpose of this guidance is to outline the agreed procedures and arrangements for effective integrated multi-agency command, control and coordination when dealing with all phases of emergencies and major incidents in the County. Individual plans and procedures adopted by each of the emergency services, local authorities and other key agencies involved in the response are understandably devoted to the role of the service concerned; however, should reference this guidance and ensure they are dovetailed.

In preparing this document the authors have recognised that each emergency is different and has its own unique features. The guidance contained in this document is designed to offer a framework within which those responsible for the successful resolution of emergencies can work together with maximum efficiency. It follows the principles of the Civil Contingencies Act 2004 as documented within the non-statutory guidance “Emergency Response and Recovery” and the existing well-established Norfolk Resilience Forum approach to integrated emergency management.

The Norfolk Emergency Response Guidance will form the basis of integrated emergency management training and exercises undertaken within the County and will be reviewed annually. The principles outlined in this document provides commanders and lead officers, at the scene and elsewhere, with generic guidance on the actions they should take when responding to multi-agency incidents of any scale.

It is built on common principles ways of working through Joint Emergency Services Interoperability Principles (JESIP) and Joint Operational Learning. The principal doctrine seeks to inform, explain and ultimately guide. It should be embedded in individual organisation policies and procedures and in their training and exercise programmes, for all levels of response staff.

### Purpose

This document provides guidance to Norfolk Local Resilience Forum Responders, and other supporting organisations, of how Norfolk will generically respond to and recover from emergencies in the County.

Designed as an overarching doctrine of procedures, the Norfolk Emergency Response Guidance (NERG) gives a generic response to emergencies. Specific plans give greater detail and should be used in conjunction with the NERG. A list of the most used plans and their links can be found in **Appendix 7 - Admin Section 1.5**.

The objectives of this guidance are to:

- Augment the NRF introduction to local resilience & response e-learning.
- Assist the reader in gaining a wider understanding of the principles of dealing with a major incident, understand the process to get to that point and the legislative process they are working within.
- Provide a single multi-agency framework, outlining coordination arrangements for Norfolk, to which all Norfolk responding organisations have subscribed.
- Summarise the roles and responsibilities of Norfolk Category 1 and 2 Responders and other supporting agencies in Norfolk, including how they work collectively.
- Define triggers and call cascade for responding agencies.



## Norfolk Emergency Response Guidance

### Key assumptions

Category 1, 2 and supporting organisations already have a working knowledge of the National Concept of Operations, JESIP principles, Civil Contingencies Act, Command and Control arrangements within their organisations and Coordination arrangements for Norfolk.

### Section 1 - planning

Link to section	Page
<a href="#">1.1 Definitions</a>	4
<a href="#">1.2 Civil Contingencies Act</a>	7
<a href="#">1.3 Emergency Response Guidance</a>	7
<a href="#">1.4 Concept of Operations</a>	7
<a href="#">1.5 Norfolk Resilience Forum (NRF) structure</a>	8
<a href="#">1.6 National Resilience Standards for Local Resilience Forums (LRF's)</a>	10
<a href="#">1.7 Risk Management</a>	10
<a href="#">1.8 Security vetting</a>	11

#### 1.1 Definitions

##### *a. Major incident*

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

*It is vitally important that, when appropriate, a “major incident” is declared. This decision must be clear and communicated between all necessary agencies. See section 2.1 for declaration of a major incident.*

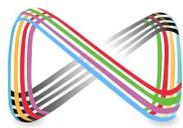
##### *b. Emergency*

An event or situation which threatens:

- Serious damage to human welfare
- Serious damage to the environment
- War or terrorism which threatens serious damage to security.

*Additionally, to constitute an emergency, an event or situation must also pose a considerable test for an organisation’s ability to perform its functions.*

*The common themes of emergencies are: the scale of the impact of the event or situation, the demands it is likely to make on local responders; and the exceptional deployment of resources.*



## Norfolk Emergency Response Guidance

### c. Response

- Encompasses the decisions and actions taken to deal with the immediate effects of an emergency.

*In most scenarios it is likely to be relatively short and to last a matter of hours – rapid implementation of arrangements for collaboration, coordination and communication, is vital. Response encompasses the effort to deal not only with the direct effects of the emergency itself (e.g. fighting fires, rescuing individuals) but also the indirect effects (e.g. disruption, media interest). It must be recognised that some emergencies can be protracted, lasting several days or even months. For example widespread flooding or outbreaks of animal or human diseases.*

### d. Command

Command is the exercise of vested authority that is associated with a role or rank within an organisation, to give direction in order to achieve defined objectives.

### e. Control

The application of authority, combined with the capability to manage resources, in order to achieve defined objectives.

### f. Coordination

- Co-ordination is the integration of multi-agency efforts and available capabilities which may be interdependent, in order to achieve defined objectives.

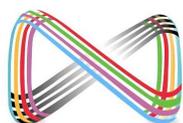
*This function is exercised through the pre-designated Strategic, Tactical and Local co-ordinating structures where agency representatives act as a conduit to individual agency command and control functions.*

### g. Recovery

- Recovery is defined as the process of rebuilding, restoring and rehabilitating the community following an emergency.

*Although distinct from the response phase, recovery should be addressed from the very beginning, as recovery actions taken during the response phase can influence the longer-term outcomes for a community.*

*In contrast, recovery may take months or even years to complete, as it seeks to support affected communities in the reconstruction of the physical infrastructure and restoration of emotional, social and physical well-being.*



## Norfolk Emergency Response Guidance

### *h. Category 1 responders*

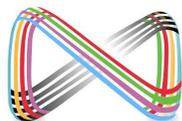
These are identified as the main agencies involved in most emergencies at the local level. The designation of Category 1 status also brings with it certain CCA obligations outside the scope of this document. See below for list of responders:

Emergency Services	Local Authorities	Health	Specialist
British Transport Police	Breckland Council	James Paget Hospital	Environment Agency
East of England Ambulance Service	Broadland & South Norfolk Councils	NHS England & Improvement	
Norfolk Constabulary	Borough Council of Kings Lynn & West Norfolk	Norfolk & Norwich University Hospital	
Norfolk Fire & Rescue Service	Great Yarmouth Borough Council	Norfolk & Suffolk Foundation Trust (not designated as a responder, but expected to perform the same duties)	
HM Coastguard	North Norfolk District Council	Queen Elizabeth Hospital	
	Norwich City Council	UK Health Security Agency	
	Norfolk County Council	Integrated Care Service (formerly CCG)	

### *i. Category 2 responders*

These are the organisations that are likely to be involved in some types of emergencies. If the emergency involves them, they will be expected to cooperate with the Category 1 responders at all stages. See below for list of responders.

Utilities and telecoms	Transport	Health	Specialist
Anglian Water	Associated British Ports	East Coast Community Healthcare	Health & Safety Executive
BT Worldwide Networks	East Midlands Trains	Norfolk Community Health & Care	Coal Authority
Cadent Gas	Govia Thameslink Railway		Met Office
Essex & Suffolk Water	Greater Anglia		
National Grid	Peel Ports		
UK Power Networks	National Highways		
	Network Rail		
	Norwich Airport		
	Wells Harbour		



## Norfolk Emergency Response Guidance

### *j. Supporting organisations*

These are organisations who provide valuable assistance during the planning, response and recovery phases of an emergency, but are not categorised under the CCA (2004).

- Military
- Voluntary Sector
- Community Groups
- Norfolk & Suffolk Foundation Trust

### 1.2 Civil Contingencies Act

The Civil Contingencies Act (2004) separates organisations into Category 1 responders and Category 2 responders, placing a number of legal duties upon them:



Figure 1 Category 1 duties

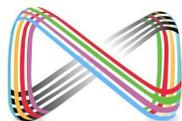
The Norfolk Resilience Forum brings together these Category 1 and 2 responders alongside other organisations to achieve the duties outlined above.

### 1.3 Emergency Response and Recovery Guidance

To support the CCA 2004, the [Emergency Response and Recovery Guidance](#) aims to establish good practice based on lessons identified from responding to and recovering from emergencies, both in the UK and internationally - it is designed to complement the [Emergency preparedness](#) guidance. 'Emergency Response and Recovery' is designed to complement which sets out how the duties under the Civil Contingencies Act (CCA) — 2004 and its supporting regulations should be implemented.

### 1.4 National Concept of Operations

These arrangements build on the roles of the Lead Government Department and the devolved administrations which, along with local responders, form the foundation of the response and recovery to any major emergency in the United Kingdom. Eight guiding principles have been developed to capture the core characteristics of effective emergency response and should be applied to the management of any emergency:



### Norfolk Emergency Response Guidance

1	<b>Preparedness:</b> All individuals and organisations that might have to respond to emergencies should be properly prepared, including having clarity of roles and responsibilities, specific and generic plans, and rehearsing response arrangements periodically;
2	<b>Continuity:</b> The response to emergencies should be grounded within organisations' existing functions and their familiar ways of working – although inevitably, actions will need to be carried out at greater speed, on a larger scale and during testing circumstances during the response to an incident;
3	<b>Subsidiarity:</b> Decisions should be taken at the lowest appropriate level, with coordination at the highest necessary level. Local responders should be the building block of response for an emergency of any scale;
4	<b>Direction:</b> Clarity of purpose should be delivered through an awareness of the strategic aims and supporting objectives for the response. These should be agreed and understood by all involved in managing the response to an incident in order to effectively prioritise and focus the response;
5	<b>Integration:</b> Effective coordination should be exercised between and within organisations and local, regional and national tiers of a response as well as timely access to appropriate guidance and appropriate support for the local, regional or national level;
6	<b>Communication:</b> Good two way communications are critical to an effective response. Reliable information must be passed correctly and without delay between those who need to know, including the public;
7	<b>Cooperation:</b> Positive engagement based on mutual trust and understanding will facilitate information sharing and deliver effective solutions to arising issues; and
8	<b>Anticipation:</b> In order to anticipate and manage the consequences of all kinds of emergencies, planners need to identify risks and develop an understanding of both the direct and indirect consequences in advance where possible.

#### 1.5 Norfolk Resilience Forum structure

Local Resilience Forums, based on Police boundary areas, are a requirement of the CCA 2004.

The Norfolk Resilience Forum (NRF) is the mechanism by which local responders routinely cooperate with each other to discharge their duties under the Civil Contingencies Act 2004 (CCA 2004).

The NRF is not a statutory body, nor does it have powers to direct its members; however, it is the agreed forum that coordinates multi-agency emergency preparedness, including risk assessment, contingency planning, training and exercise. It seeks to enhance Norfolk preparedness for emergencies through the principles of integrated emergency management by:

- Pre-planning for Very High and High risks identified in the Norfolk Community Risk Register. This is in addition to statutory contingency planning for certain installations.
- Encouraging organisations to embed emergency preparedness activity within their business arrangements.



### Norfolk Emergency Response Guidance

- Maintaining appropriately trained and equipped people to respond to incidents and to subsequently recover an incident scene.
- Exercising together at regular intervals to validate arrangements and ensure key people meet each other prior to emergencies.
- Maintaining flexible arrangements to ensure response and recovery can always be provided and adapted to suit unplanned situations.

Each Local Resilience Forum is structured slightly differently; however, must have a chair and secretariat function. The NRF structure comprises working groups, based upon identified risks, that help Category 1 and 2 Responders fulfil their duties. The current NRF structure can be found below:

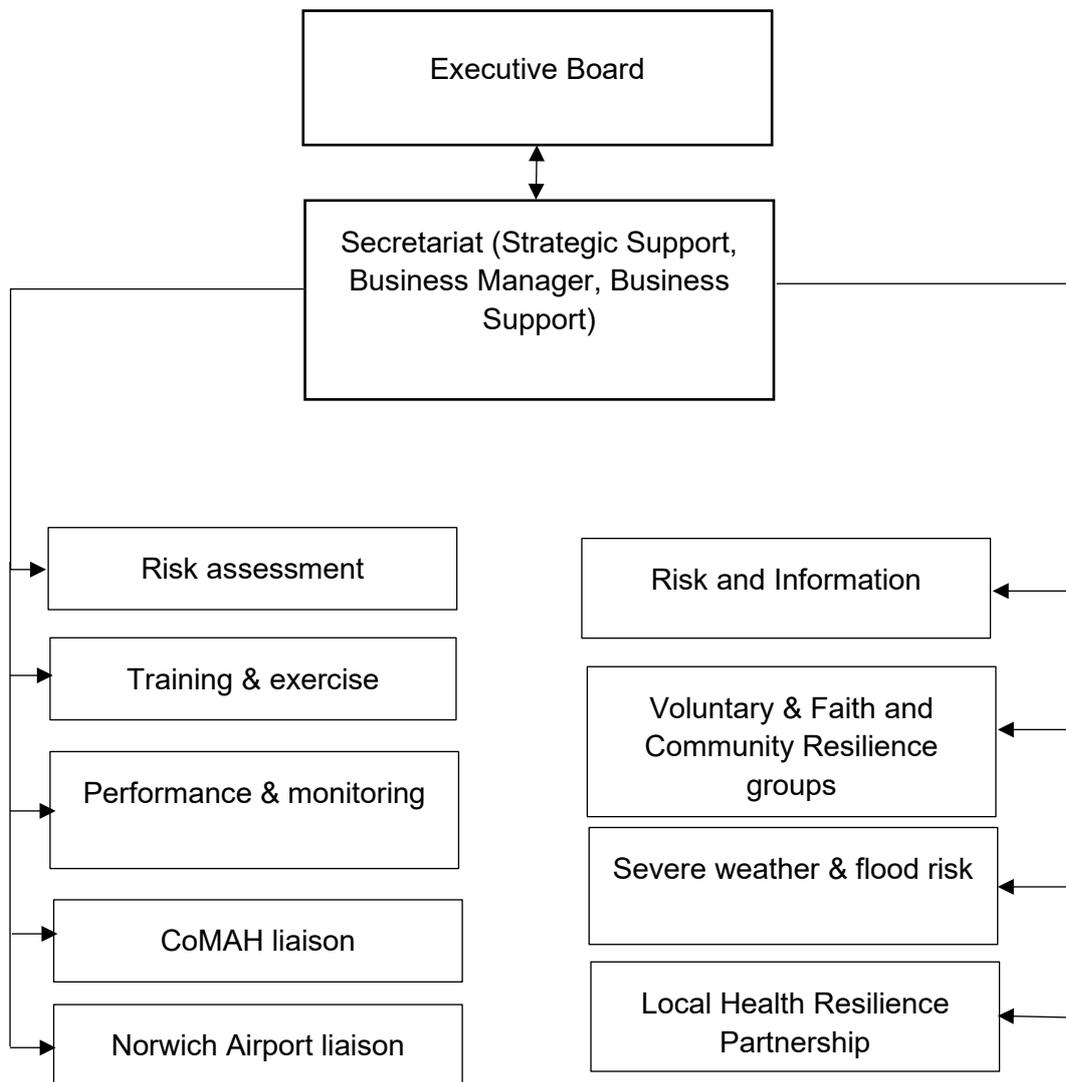
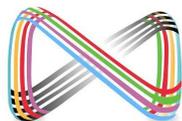


Figure 2: NRF business as usual structure (as of February 2022)



## Norfolk Emergency Response Guidance

### 1.6 National Resilience Standards

In collaboration with Government Departments, the Cabinet Office have produced a range of [National Resilience Standards](#) for Local Resilience Forums (LRF's). They reflect a broadly-based and consensus view of what good looks like and what LRF's should be looking to implement, achieve and demonstrate across a range of subjects such as governance, support and cyber.

### 1.7 Risk assessment and management

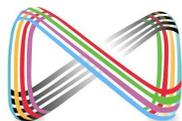
A key requirement of the Civil Contingencies Act (CCA) is that the Local Resilience Forum (LRF) should risk assess hazards within the LRF area, these hazards should be displayed in a [Community Risk Register](#) (CRR).

The National Security Risk Assessment (NSRA) identifies the major risks to the UK's national security and is the platform from which the local risk assessments are produced, once these are rated the CRR matrix is updated and displayed on [www.norfolkprepared.gov.uk](http://www.norfolkprepared.gov.uk).

The below summary of risks was correct at the time of this guidance being published:

<b>Low</b>	<ul style="list-style-type: none"> <li>➤ Explosion at a high pressure gas pipeline</li> <li>➤ Fire or explosion at a fuel distribution site</li> <li>➤ Fire or explosion at an onshore fuel pipeline</li> <li>➤ Reservoir / damn collapse</li> </ul>
<b>Medium</b>	<ul style="list-style-type: none"> <li>➤ Aviation crash</li> <li>➤ Large toxic chemical release</li> <li>➤ Maritime pollution</li> <li>➤ Low temperatures and heavy snow</li> <li>➤ Fire or explosion at a gas terminal or storage site</li> <li>➤ Accident involving high consequence dangerous goods</li> <li>➤ Drought</li> <li>➤ Storms</li> <li>➤ Outbreak of exotic notifiable disease in animals</li> <li>➤ Industrial action for fuel supply</li> <li>➤ Food supply contamination</li> <li>➤ Fires at waste sites or scrap yards</li> </ul>
<b>High</b>	<ul style="list-style-type: none"> <li>➤ Surface water flooding</li> <li>➤ Heatwave</li> </ul>
<b>Very high</b>	<ul style="list-style-type: none"> <li>➤ Influenza type pandemic</li> <li>➤ Coastal flooding</li> <li>➤ Fluvial flooding</li> </ul>

Figure 3 RAG rating of Norfolk risks



## Norfolk Emergency Response Guidance

### 1.8 Security vetting

There is no requirement for partners to undergo security vetting additional to Baseline Recruitment Vetting to take part in NRF business as usual activities; however, there may be some instances during response, when sensitive information is shared, where it would be advantageous for responders to have appropriate security clearance. It is down to each organisation to decide whether their staff should complete additional security clearance, but as previously mentioned it is not a requirement.

The NRF Security Vetting Policy, dated 2018, outlines the requirements for Tactical Coordination Group representatives, who may be required to physically attend the venue to undergo Non-Police Personnel Vetting Level 2. This Police only style of vetting allows the responders to have unsupervised access to the TCG location when attending.

## Section 2 - Communications

Contents:

Link to section	Page
<a href="#">2.1 Declaring a major incident</a>	11
<a href="#">2.2 multi-agency major incident call cascade</a>	12
<a href="#">2.3 Physical vs. virtual meetings</a>	14
<a href="#">2.4 Resilience Direct</a>	14
<a href="#">2.5 Joint Emergency Services Interoperability Principles (JESIP)</a>	15
<a href="#">2.6 Airwave &amp; MTPAS</a>	18
<a href="#">2.7 Working with the media</a>	19

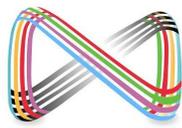
### 2.1 Declaring a major incident

See **[major incident definition](#)**.

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.

Any Category 1 Responder can declare a major incident, it is for each organisation to specify for itself the rank or roles to make this decision.

A Major Incident may only impact a single organisation; however it is more common to require a multi-agency response, in the form of partnership support to the lead responder. The severity of the consequences associated with a Major Incident are likely to constrain or complicate the ability of responders to resource and manage the emergency, 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.



## Norfolk Emergency Response Guidance

Norfolk has a call cascade set up (see figure 4) so that any agency via Emergency Control rooms, can alert all partners to make them aware of the incident without the need to physically call them all.

### 2.2 Multi-agency major incident call cascade

To initiate the call cascade, and take pressure off the reporting agency, a series of call pathways have been agreed. A call into any of the Emergency Services Control rooms can then be replicated across the agency partners. Figure 4 below outlines the agencies aligned to each service.

It is important to note that NRF plans, in particular site-specific plans, will have a bespoke call cascade system in place. You should refer to these individual plans for the detail.

The generic multi-agency major incident call cascade has been designed so that the Emergency Services Control Rooms and Norfolk County Council (NCC) Resilience Team Duty Officer (RTDO) are notified first (initial notification); each of these organisations have been given responsibility for alerting (cascade) the remaining organisations. See figure 4. Alongside the RTDO, NCC Resilience team support the NRF via an out of hours Duty Officer Role. See Section 4 Roles and Responsibilities.

#### A. Initial notification

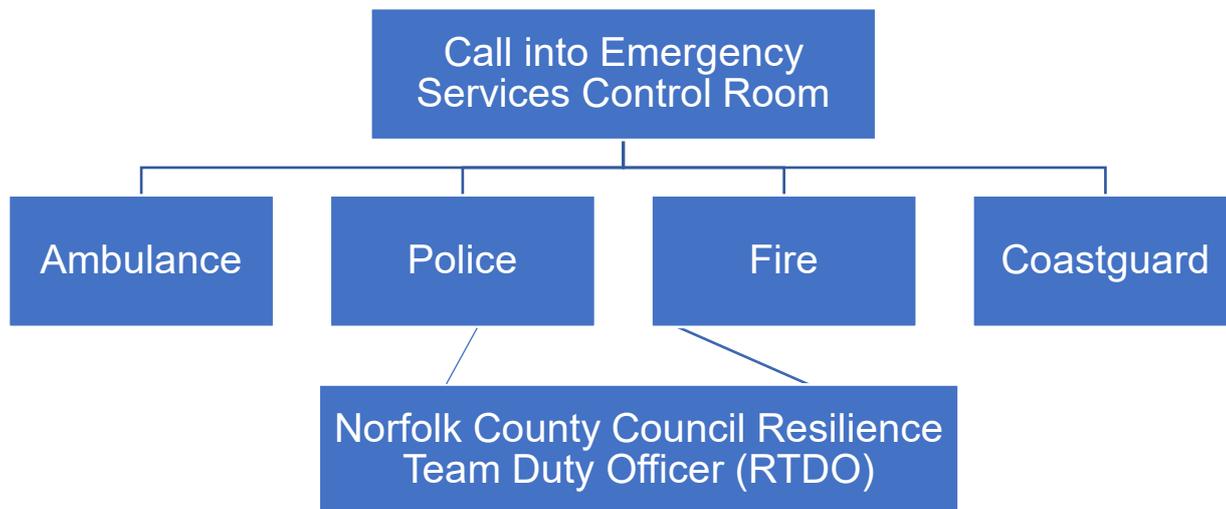
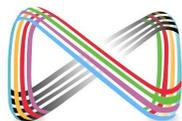


Figure 4: Initial notification cascade.



**Norfolk Emergency Response Guidance**

**B. Cascade notification**

The following tables denotes the cascade following the initial notification. The NRF Contacts Directory contains the contact numbers for each of the organisations.

<b>Ambulance</b>	<b>Police</b>	<b>Fire</b>
Emergency Services Control Rooms	Emergency Services Control Rooms	Emergency Services Control Rooms
NHS England & Improvement	British Transport Police	Environment Agency
UK Health Security Agency	NCC RTDO	NCC RTDO
Receiving Acute Hospital (as required)		

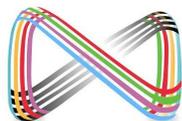
<b>HM Coastguard</b>	<b>Environment Agency</b>	<b>NCC RTDO</b>
Emergency Services Control Rooms	Water companies	Emergency Services Control Rooms
	Food Standards Agency	Local Authority Districts
	Health & Safety Executive	Integrated Care Boards (formerly CCG)
	Internal Drainage Boards	Military
		Utility companies
		National Highways
		Department for Levelling up Housing and Communities
		Met Office
		CoMAH sites
		Voluntary & Faith groups

Figure 5. cascade notification

**C. Communication across the border**

Depending on the type of incident or as the severity of an incident increases, it has the potential to require the notification of bordering counties, regions and up to a national level. The National Alert levels are outlined below in figure 6.

The NRF Contacts Directory contains contact details for neighbouring Counties, consideration should also be given to notifying the Resilience and Emergencies Department Duty Officer who may be able to provide some assistance with notification outside of the County.



## Norfolk Emergency Response Guidance

<b>Level 3; catastrophic, National</b>	An incident that requires central direction from COBR
<b>Level 2; significant County or Region</b>	A large-scale incident that crosses major geographic boundaries and requires coordinated response led by Lead Government Department from COBR,
<b>Level 1; major incident, cross organisation</b>	An incident that is beyond the resources of more than one agency/organisation for the response required (mutual aid required).
<b>Trigger Medium; major incident single organisation</b>	A large-scale incident that causes a single Category 1 organisation or agency to have low resources (mutual aid is required for that single organisations)
<b>Trigger low; local incident – single scene or organisation</b>	A small-scale incident where resources are at a manageable level. If incident is defined as critical by a specific organisation it could mean reputational issues for them.

Figure 6, National Alerting Levels

### 2.3 Virtual vs. physical meetings

The ability to call a virtual meeting, either as a way to decide the level of response, or whether subsequent meetings will be virtual or physical has been greatly increased recently.

Microsoft Teams is the preferred option for most organisations when hosting and attending virtual meetings, however it should be noted that not all organisations may have the ability to join this platform and alternatives, such as a dial in option, should be provided and communicated at the time.

Physical venues for Local, Tactical and Strategic Coordination meetings have been identified and have the relevant infrastructure in place.

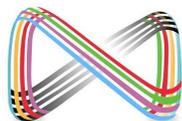
**Section 3 - response** provides examples of coordination structures that could be implemented. Some site-specific plans may detail pre-designed coordination structure. The coordination structure is flexible in that elements can be operated physically and elements virtually at the same time.

Please see **APPENDICES 3, 4 and 5** for Agendas and Aide Memoires.

### 2.4 Resilience Direct

Resilience Direct is used to share information during the planning and response phases of an emergency. This secure, web-based system is the single platform that will be used in Norfolk during a response to a multi-agency incident.

Organisations should consider how they will access and update the system during an incident. This requires named individuals within the organisation having access and appropriate permissions to public agency situation reports. **Appendix 1 – resilience direct agency reports** details agency situation reports and how to complete them.



## Norfolk Emergency Response Guidance

### 2.5 JESIP principles

Normally Fire and Rescue, Police and Ambulance services will be the first responders at the scene.

The JESIP programme developed a series of products that enabled 'shared situation awareness' between responding organisations; METHANE reporting and the Joint Decision Model (see next page for more detail).

5 principles for joint working were developed:

#### **Co-locate**

- Co-locate with Commanders as soon as practicably possible at a single, safe and easily identified location near to the scene.

#### **Communicate**

- Communicate clearly using plain English.

#### **Co-ordinate**

- Co-ordinate by agreeing the lead service, identify priorities, resources and capabilities for an effective response, including the timing of further meetings.

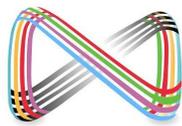
#### **Jointly understanding risk**

- Jointly understanding risk by sharing information about the likelihood and potential impact of threats and hazards to agree potential control measures.

#### **Shared situational awareness**

- Shared situational awareness established using METHANE and the Joint Decision Model.

Figure 7, JESIP principles



## Norfolk Emergency Response Guidance

### A. METHANE

The METHANE model is an established reporting framework that provides a common structure for responders and their control rooms to share information. For incidents falling below the major incident threshold, ETHANE should be used.

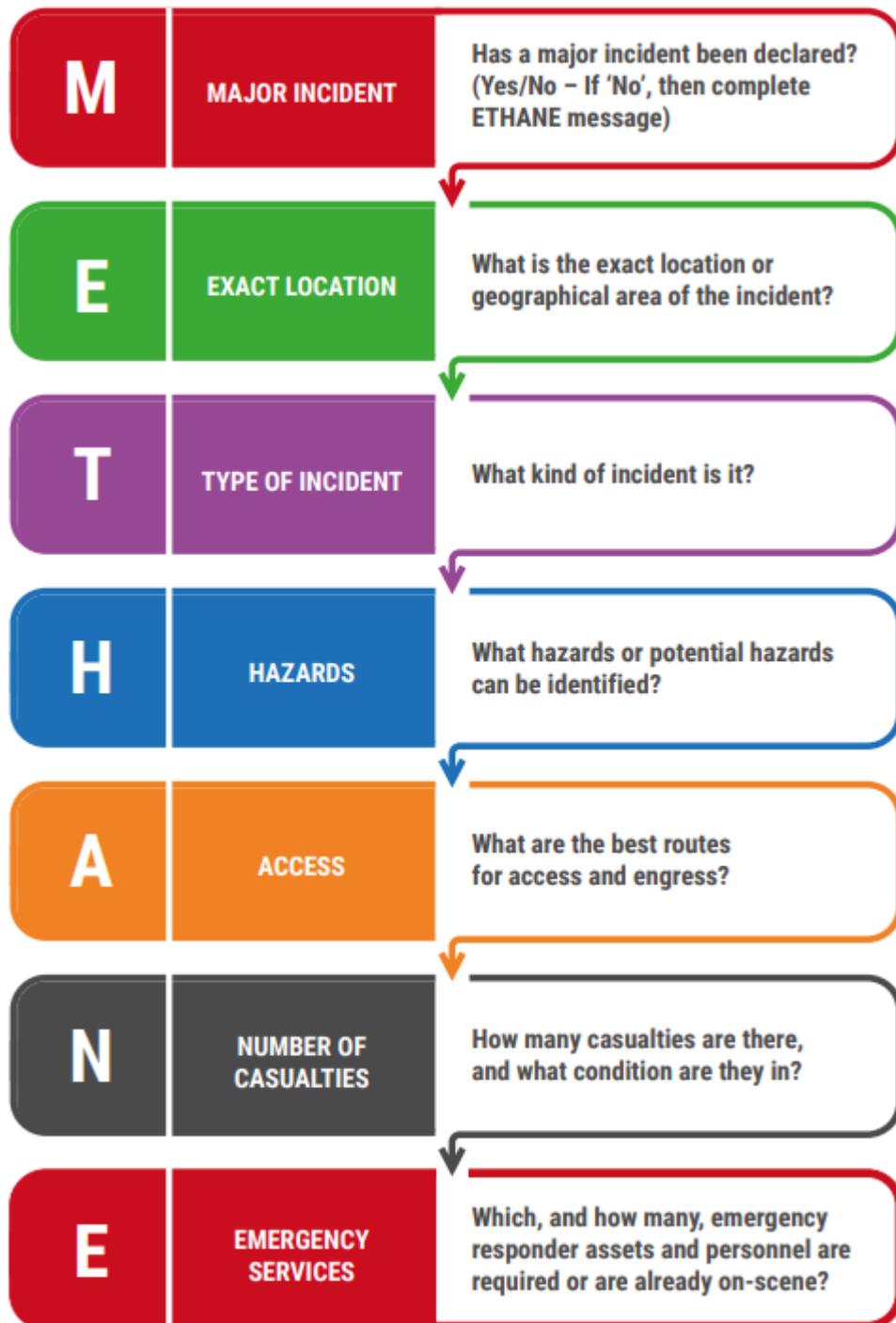
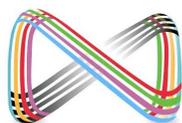


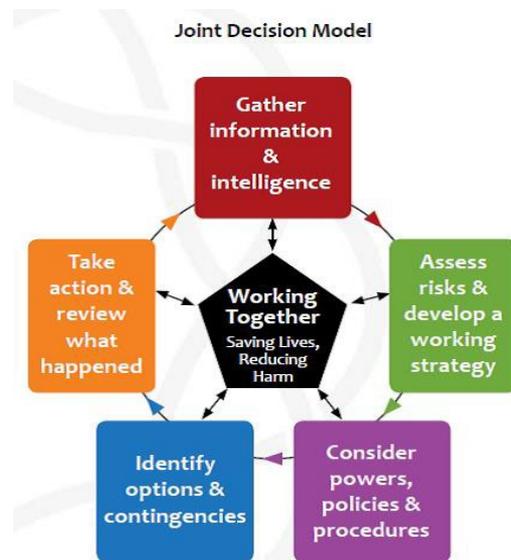
Figure 8, METHANE model



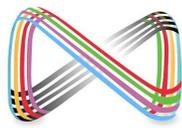
## Norfolk Emergency Response Guidance

### B. Joint Decision Making Model

Similarly, to METHANE, the Joint Decision Model (JDM) helps responders bring together the available information, reconcile potential differing priorities and then make effective decisions together.



Stage	Stage Name	Explanation
1	Gather information & intelligence	<ul style="list-style-type: none"> <li>• What is happening?</li> <li>• What are the impacts?</li> <li>• What are the risks?</li> <li>• What might happen?</li> <li>• What is being done about it?</li> </ul> *refer to METHANE where necessary
2	Assess risks & develop a working strategy	Commanders to ensure they have reviewed and understood all risks so that appropriate control measures can be put in place.
3	Consider powers, policies & procedures	Ensure Commanders have considered the following when planning their joint response: <ul style="list-style-type: none"> <li>• What relevant laws, standard operating procedures and policies apply?</li> <li>• How do these influence joint decisions?</li> <li>• How do they constrain joint decisions?</li> </ul>
4	Identify options & contingencies	Reminder for Commanders to consider all potential options when planning the joint response. For every potential option or contingency, commanders should consider: <ul style="list-style-type: none"> <li>• Sustainability</li> <li>• Feasibility</li> <li>• Acceptability</li> </ul>
5	Take action and review what happened	Review what has taken place and, if required, re-evaluate and amend plans.



## Norfolk Emergency Response Guidance

### 2.6 Airwave and MTPAS

#### A. Airwave

Police, Fire and Rescue Service and Ambulance Service all utilise Airwave, a digital communications system. The NRF Airwave Interoperability Standard Operating Procedures (located in the [Norfolk Resilience Forum Telecommunications Plan](#)) have been developed to ensure continuity of operations.

If necessary, Norfolk Constabulary can deploy a number of Airwave terminals for use by other responders.

#### B. Mobile Telecommunications Privileged Access Scheme (MTPAS)

In the aftermath of an emergency the mobile networks can become overwhelmed with a high concentration of calls. To ensure that responding agencies are able to maintain access to these networks, the MTPAS has been designed.

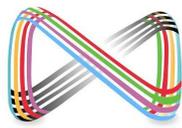
To invoke MTPAS, and following an agreed protocol, the Police Gold Commander advises all network operators that a major emergency has been declared. This notification will prompt the invocation of MTPAS. Handsets installed with the special SIM card will have a much higher likelihood of being able to connect to their network and make calls than other customers.

Police Gold Commanders must be aware that a decision to invoke MTPAS may have unforeseen consequences by inhibiting data links for Category 1 Responders. Therefore, careful consideration and consultation must be made before taking this action, and the invocation of MTPAS is not viewed as a matter of course for all emergencies.

#### C. Emergency Services Network (ESN)

The Emergency Services Mobile Communication programme team, within the Home Office, is leading a cross-government programme to deliver the new Emergency Services Network (ESN) critical communications system. This will replace the current Airwave service used by the emergency services in Great Britain (England, Wales and Scotland) and transform how they operate – a confirmed date for ESN to go live is not yet confirmed.

Users for ESN include the police, fire and rescue and ambulance services as well as other users stretching from local authorities and utility services to first responders like inshore rescue.



## Norfolk Emergency Response Guidance

### 2.7 Working with the media

One of the early considerations in any emergency is the need to identify the extent of the information that needs to be given to the public. This may include messages to evacuate or take shelter (“Go In, Stay In, Tune In”).

The media are an ideal conduit to get these messages to a wide audience using local radio and TV stations, as well as trusted organisations social media sites. The NRF Media Cell are best placed to produce and coordinate messaging across partner organisations, reporting into the highest level of coordination.

During any emergency the media pressure for information will be immediate and sustained. It is essential that press officers from the responding agencies liaise and consult effectively with each other, whilst dealing with the needs of their individual organisations. The Media Cell are also in the position, whilst monitoring various media and social media feeds, of potentially obtaining information pertinent to the response that should be shared with the Multi-Agency Information Cell to ensure it is communicated with the appropriate levels of coordination.

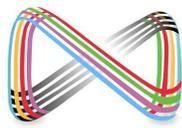
There will be considerable pressure to produce a Holding Statement at an early stage; therefore the coordinating agency will produce one that is agreed by all responders. Sample holding statements are provided within the [NRF Multi-Agency Major Incident Communications Plan](#).

If the emergency is on a large scale and is likely to attract media attention for a protracted period, consideration will be given to setting up a Media Centre. This will provide journalists with a base from which to operate, shelter and access welfare facilities. The benefits of this are improved communications and rapid organisation of press briefings and interviews.

Depending on the nature of the emergency and likely public demand an early decision to set up a call centre must be made. The NRF Media Cell will be responsible for creating a briefing for call centre operators and agreeing a set of FAQs specific to the event, to be used within the call centre. Protocols will need to be agreed if the Police Casualty Bureau is also activated.

‘Connecting in a Crisis’ is a BBC initiative that seeks to help meet the public demand for information in the event of an emergency. It is about warning and informing in the interests of public safety and concentrating on delivering essential information quickly.

Preparatory work undertaken ensures there are close links between responders and BBC local broadcasters on both radio and television, so that in the event of an emergency, there is a means to provide essential information, warnings, advice and reassurance in the first few hours.



## Norfolk Emergency Response Guidance

### Section 3 - response

Contents:

Link to section	Page
<a href="#">3.1 Operational level</a>	20
<a href="#">3.2 Local Coordination</a>	20
<a href="#">3.3 Tactical Coordination</a>	21
<a href="#">3.4 Strategic Coordination</a>	22
<a href="#">3.5 Cabinet Office Briefing Rooms (COBR)</a>	22
<a href="#">3.6 Military Aid</a>	23

See [Multi-agency Call Cascade](#) for information on alerting and notifying organisation of an incident or attendance at coordination meetings.

#### 3.1 Operational level

At this level, hands on work is undertaken at the site (s) of the emergency or other associated areas. Operational Commanders or Managers will concentrate their effort and resources on the specific tasks within their areas of responsibility, liaising with on scene partners as necessary in line with JESIP and integrated response arrangements. They will act on delegated responsibility from their organisations until higher levels of co-ordination are established (if required).

These arrangements will usually be adequate to deal with most events or situations, but if events demand greater planning or resources, additional tiers of co-ordination may be necessary. A key function of a lead operational responder will be to consider whether circumstances warrant a tactical level of response

#### 3.2 Local coordination

**This level of coordination is specific to Norfolk.**

Local Coordination Groups (LCG) are task, or geographically focused group(s) coordinating local assets and arrangements based on the priorities and resources.

**A multi-agency response maybe working within the LCG and there maybe several LCG's set up across the County all operating independently under the direction of their District Local Authority.**

Local Coordinating Groups may not be required for every emergency and smaller incidents may only require this level of management. It should be noted that tactical decisions should not be made at this level.

Where the demands on the incident/tasks cannot be dealt with by the LCG then a Tactical Co-ordinating Group will be set up for oversight across the county.

Each District has a pre-designated venue with appropriate infrastructure; however, it is highly likely that meetings will be hosted virtually using Microsoft Teams.



## Norfolk Emergency Response Guidance

### A. Activation

The decision to activate an LCG is usually taken by the District Local Authority, however any organisation who finds itself operating at critical level, or requiring a lower level of coordination, is empowered to contact the District Local Authority to identify whether an LCG would be required.

During most incidents, District Local Authorities have the responsibility for identifying when an LCG is likely to be required e.g. weather warnings, flood warnings or as a result of an incident.

### B. Membership

Membership will vary depending on the type of incident. Those organisations not required to respond at the scene, or who may not have the correct Personal Protective Equipment (PPE) to respond to the scene are likely to be requested to sit at the LCG.

## 3.2 Tactical Coordination

The Tactical Co-ordinating Group (TCG) ensures that the actions taken by the operational and local levels are coordinated, coherent and integrated, in order to achieve maximum effectiveness and efficiency.

The pre-designated venue for a physical TCG is Norfolk Constabulary HQ, OCC, Wymondham with the Resilience Hub at Scottow Enterprise Park as a back-up. It is likely that the first, if not all, TCG meetings will be hosted virtually via Microsoft Teams.

The role of the TCG is to:



Act as a single point of focus for multi-agency tactical coordination



Obtain additional resources, if required



Fulfil strategic aim & objectives through development of a tactical plan



Plan and coordinate how and when tasks will be undertaken (tactical plan)



Keep Strategic and Local levels of coordination informed (if sitting)



Assess significant risks and use this to inform the tasking of operational commanders



Determine priorities for allocating available resources



Ensure the health & safety of the public and personnel

**Appendix 4 - Tactical coordination aide memoire** provides further details about the role of a Tactical Commander and supporting documentation.



## Norfolk Emergency Response Guidance

### A. Activation

A TCG could be activated when:

- the incident can no longer be managed at the Operational level
- or a multi-agency plan states it should be automatically activated.

It should be noted that some site-specific plans include detailed triggers for when a TCG should be activated for example CoMAH.

Should the physical location require activation, then this should be communicated to Norfolk Constabulary via their Contact & Control Room (CCR).

### B. Membership

Multi-agency tactical commanders will have specific and differing organisational responsibilities and priorities. The tactical function will usually comprise relevant tactical representatives from Category 1 and 2 Responders, however it may be appropriate to extend the membership to supporting or other organisations such as the Military, Met Office or subject matter experts. It is important to understand that the position of the tactical representative is role specific and not rank related.

For most incidents you would expect to see attendance from the Emergency Services, County and/or District Authority and Environment Agency.

## 3.3 Strategic Coordination

The Strategic Coordination Group (SCG) establishes the strategy and framework within which the Operational and Tactical Representatives will work in.

Physical meetings will take place at the Resilience Hub, Scottow Enterprise Park, Badersfield however like with LCG and TCG meetings it is likely these will also be held virtually via Microsoft Teams.

The first meeting of SCG will be virtual hosted on a platform and activated by Norfolk County Council through the Resilience Team Duty Officer. Physical meetings will take place at agreed venue following initial virtual meeting if required.

### A. Activation

The SCG should be activated when an event or situation has an especially significant impact, substantial resource implications, involves a large number of organisations or lasts for an extended duration of time. Strategic representatives have a role before, during and after an emergency

### B. Membership

It will usually comprise relevant strategic representatives from Category 1 and 2 Responder Organisations and other relevant organisations.

## 3.4 Cabinet Office Briefing Rooms (COBR)

Where the emergency warrants it, the SCG will report to the MHCLG Resilience and Emergencies Division (RED) and Operations Centre through the Government Liaison Officer (GLO), who in turn will



## Norfolk Emergency Response Guidance

report to Government via the COBR.

It is highly likely that during the event, information will be required at a national level to allow for wider communications, planning and support activities to be undertaken. Reporting can take various forms: single agency via emergency responder Co-ordination Centres or Lead Government Departments or multi-agency via MHCLG Resilience and Emergencies Division (RED) to COBR.

At Central Government level, the response and recovery may be overseen by the Prime Minister and/or other Ministers sitting at COBR. Multi-LRF coordination (Response Coordination Group – ResCG) through RED will be established if an incident has the potential to impact more than one SCG area. The request for this additional layer of coordination is through the SCG Chairs in the affected areas into the GLO.

### 3.5 Military Aid

Military Aid to the Civil Authorities (MACA) can be sought when there is an urgent need to help to deal with an emergency arising from a natural disaster or major incident. The SCG will consider early in the response to every significant incident whether there is, or may later be, a role for the armed forces. The Joint Regional Liaison Officer (JRLO) from the Army Regional Point of Command (RPOC) Brigade Headquarters will advise on the capabilities that may be available to support the response and should be contacted in the first instance.

### 3.5 Support cells / functions

#### *A. Scientific Advisory Group for Emergencies (SAGE)*

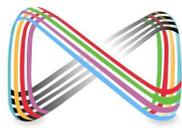
At UK level, the Scientific Advisory Group for Emergencies (SAGE) is responsible for co-ordinating and peer reviewing, as far as possible, scientific and technical advice to inform decision-making. Its aim is to ensure that coordinated, timely scientific and/or technical advice is made available to decision makers to support UK cross-government decision in COBR.

#### *B. Air quality cell*

An Air Quality Cell (AQC) may be established during a major incident involving air quality, where there is the potential for significant risk to public health. The Environment Agency will contact partner organisations; Health Professionals, Food Standards Agency, Met Office and Health and Safety Laboratory on activation.

The AQC will:

- Deploy monitoring teams to sensitive e.g. hospitals, schools, nursing homes to collect real-time data. This data directly informs the public health risk assessment
- Carry out air dispersion modelling to forecast the nature and scale of the plume and its potential impact on the public at large. Key messages on sheltering, evacuation and wash/peel foodstuffs will be communicated via a regular Summary Report sent directly to the TCG, or the Science and Technical Advice Cell (STAC), for the SCG
- Be operational during the response phase of the incident which is normally up to 3 days
- Coordinate air quality data, including monitoring and modelling during the recovery phase will be handed over to the Recovery Coordinating Group (RCG).



## Norfolk Emergency Response Guidance

### C. Vulnerable people

During any emergency, responders must be aware that a proportion of those involved may be more vulnerable to the incident than others. The accepted meaning for 'vulnerable' in this context is *'those that are less able to help themselves in the circumstances of the emergency.'*

There are easily identifiable establishments such as care and rest homes, hospitals and schools. However, there are likely to be people living in the community that are vulnerable for example the elderly, frail and people with temporary medical conditions.

During the Covid Pandemic there was a greater ability to share information around those directly affected, the information must be managed and comply with GDPR regs. MAIC/MAFG to contact relevant heads of departments to get info released.

It is accepted that there is not a single data source of vulnerable people; therefore, a range of sources must be considered to create what is termed a 'list of lists'. These include:

- Category 1 and 2 responders' plans
- Community NHS Trusts
- Community Emergency Plans supported by local knowledge
- Norfolk County Council has a mapping browser system which could provide information relating to care homes within the county
- Norfolk County Council - Safeguarding Teams, Adult Social Services, Children's Services
- Care Quality commission Website

District Councils will hold information through Housing, Sheltered Housing, Local Neighbourhood Teams and Revenues & Benefits.

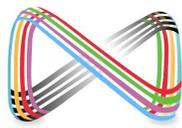
Organisations should be aware of data sharing protocols when compiling this information. If time allows and circumstances are appropriate, a cell should be established to collate and distribute information to the appropriate responders, reporting into the evacuation cell.

### D. Places of safety and rest centres

Shelter includes buildings, humanitarian assistance and support for individuals. It may be required for a few hours, through to several weeks. A calculation should be undertaken prior to any shelter being used and any health restriction guidelines followed to determine how many shelters are required. It is unlikely that the whole population will require shelter, those that are able and willing to make their own provision should be encouraged to do so. For others accommodation in the form of Rest Centres will be provided.

The responsibility for organising, staffing and providing logistical support for these Rest Centres (and Survivor Reception Centres) rests with the relevant Borough / City / District Council. However, they are dependant also on support from other organisations, such as the Voluntary and Faith Sector and the NHS.

Within Norfolk a number of locations have been identified as potential Rest Centres. These satisfy the required criteria and detailed plans for each location have been prepared. It is important therefore that the appropriate Borough / City / District Council is fully engaged in the response at an early stage.



## Norfolk Emergency Response Guidance

People that are being evacuated should be advised on timings, where to go, what transport arrangements there are and what to take with them. Some information regarding potential emergencies and emergency kits can be found in Community Emergency Plans and leaflets available on the Norfolk Prepared web site: [www.norfolkprepared.gov.uk](http://www.norfolkprepared.gov.uk)

The long term housing needs of those made homeless by an emergency, or those who need to be evacuated for long periods of time, is also the responsibility of the Borough / City / District Council.

### *E. Humanitarian Assistance Centres*

In the aftermath of an emergency, the immediate humanitarian concerns will be dealt with by the establishment of Rest Centres, Family and Friends Reception Centres and associated facilities. The arrival of family and friends may reduce the capacity of any rest centre to deal with those effected by the incident. Capacity of each centre will be reduced during any health crisis due to space and PPE requirements.

However, it is important to consider the humanitarian requirements over a longer period. If it is decided that there is a need to provide a wider range of practical and emotional support services than Reception Centres can offer, the SCG can authorise the activation of a Humanitarian Assistance Centre (HAC).

The composition and location of the HAC will be emergency specific.

Key functions of the HAC can be summarised as:

- A focal point for information and assistance to families and friends of those missing, injured or killed, survivors, and to all those directly affected by, and involved in, the emergency
- Enable those affected to benefit from appropriate information and assistance in a timely, coordinated manner
- Where necessary, facilitate the gathering of forensic samples in a timely manner, to assist the identification process
- Offer access to, and guidance on a range of agencies and services, allowing people to make informed choices according to their needs
- Ensure a seamless multi-agency approach to humanitarian assistance in emergencies that should minimise duplication and avoid gaps
- Full details of this process in Norfolk are contained in the [NRF Humanitarian Assistance Plan](#).
- Convergent Volunteers who will take responsibility.

### *F. Multi-Agency Information Cell*

The multi-agency information cell (MAIC) framework is currently being written and will be included in this document in due course.



## Norfolk Emergency Response Guidance

### *G. Voluntary & Faith Coordination Cell*

The Voluntary & Faith Coordination Cell (VFCC) is a team that coordinates the deployment of member organisations in the event of an emergency. This cell will prioritise the need for and if necessary call upon their resources as required locally, regionally or nationally. Voluntary and Faith Coordination Cell as part of Norfolk's integrated emergency management.

In the event of an emergency in which the tactical level is established and the VF sector is required, the coordination of the sector will be established via two elements;

- The representation of the VF sector at the TCG alongside emergency service and other responding partners,
- The establishment of the VFCC.

Note: As per the MOU nothing precludes individual agencies activating Voluntary and Faith group members directly. This protocol deals with coordination of the Voluntary and Faith group as a whole.

The VFCC will act as a coordination cell and will be tasked by the TCG to contact, inform and task the wider voluntary and faith sector to directly help with the emergency. The VFCC will use the NRF Voluntary and Faith Capabilities Directory document.

### *H. Communications Cell*

The Media Co-ordination function will, if possible be co-located with the MAIC as the media, in particular social media is a source of real time information that may be useful to the response planning and therefore needs to keep the information cell updated with relevant issues. It is also a good measure of public perception which needs to be considered and managed accordingly.

### *I. Recovery*

Recovery should be considered as soon as the response phases starts; if a SCG is sitting then consideration should be given to establishing a Recovery Coordination Group (RCG) to act as the strategic decision-making body for the recovery phase. It may be sufficient to nominate an SCG individual to consider recovery issues and establish the RCG in due course. Further information can be found in the NRF Recovery Guidance document.



## Norfolk Emergency Response Guidance

### Section 4 – roles and responsibilities

Contents:

Link to section	Page number
<a href="#">4.1 Category 1 responders</a>	27
<a href="#">4.2 Category 2 responders</a>	37
<a href="#">4.3 Supporting organisations</a>	40

The JESIP principles state that the best placed organisation should take the lead for coordinating major incidents. The following are general principles:

- The Police are likely to lead the coordination of sudden, impact emergencies and weather-related incidents such as flooding.
- Norfolk County Council are likely to lead the coordination of severe weather-related incidents.
- The Maritime and Coastguard Agency (MCA) and Local Authorities lead co-ordination of maritime pollution emergencies
- The Maritime and Coastguard Agency (MCA) are the lead co-ordinating agency for search and rescue operations on the cliffs and shoreline of the UK
- Public Health England, in conjunction with NHS England and Improvement leads for public health outbreaks
- The Animal and Plant Health Agency (APHA) leads for animal health outbreaks

#### 4.1 Category 1 responders

##### *a) Norfolk Constabulary*

When responding to an emergency, the Police objectives are:

- Saving and protecting human life,
- Maintaining public order and the rule of law,
- Preventing, deterring and detecting crime,
- Securing the scene,
- Coordinating the multi-agency response,
- Containing the emergency (limiting its escalation or spread),
- Providing warnings, advice and information,



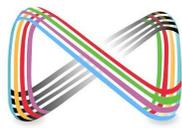
## **Norfolk Emergency Response Guidance**

- Managing the media,
- Facilitating investigations and inquiries,
- Protecting the health and safety of responding personnel,
- Protecting property,
- Maintaining or restoring critical activities,
- Maintaining normal services at an appropriate level,
- Managing traffic arrangements,
- Clarifying the role and responsibilities of other investigative agencies,
- Supporting HM Coroner,
- Safeguarding the environment,
- Facilitating the Recovery process to restore and rebuild the community,
- Evaluating the Response phase,
- Identifying and taking action to implement lessons learned.

### ***b) Norfolk Fire & Rescue Service (NFRS)***

The primary areas of Fire & Rescue Service responsibility at a major incident are:

- Lifesaving through search and rescue and the release of trapped casualties
- Preventing further escalation of the incident by tackling fires, dealing with released chemicals and other hazardous situations (including information retrieval)
- Information gathering and hazard assessment to give advice to the police and enable them to advise the public to shelter or evacuate
- Liaison with the police regarding the provision of a cordon around the immediate hazard area to enable the Fire and Rescue Service to exercise control
- Safety management of all personnel within the inner cordon (except in terrorist or firearms-related incidents)
- Liaison with the Ambulance Incident Commander and the Medical Incident Commander (if present) with regard to providing assistance at ambulance loading points and the priority evacuation of injured casualties
- Detection, identification, monitoring and management of hazardous materials (including information retrieval)
- Protecting the environment



### **Norfolk Emergency Response Guidance**

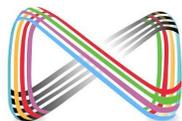
- Salvage and damage control
- Participating in investigations as appropriate and preparing reports and evidence for inquiries
- Stand-by during the non-emergency phases to ensure the continued safety of personnel and the site, if necessary.

#### ***c) East of England Ambulance Service NHS Trust (EEAST)***

The Ambulance Service acts as the gatekeeper into wider NHS Services when a major incident involved immediate casualties. EEAST are likely to be the first NHS responding organisation on scene and will decide where casualties should be taken, provide immediate triage, treatment and transport, and will provide on-site coordinated communications for all NHS disciplines.

The key strategic responsibilities of East of England Ambulance Service Trust are to: -

- Save life, in conjunction with the other Emergency Services
- Instigate a health command and control structure
- Protect the health, safety and welfare of all Health Service personnel on site
- Coordinate the NHS communications on site and to alert the receiving hospitals for receipt of the injured
- Carry out a Health Service assessment for the incident and alert the wider NHS of the incident (including advance notification to the National Blood Service of any likelihood of increased demands for blood)
- Instigate an effective triage process to determine the priority evacuation and treatment needs of those injured
- Treat casualties
- Transport casualties to hospital
- Provide clinical decontamination of casualties, if required, and to support mass decontamination
- Mobilise the UK national reserve stock, as appropriate
- Alert and coordinate the work of the third sector and private ambulances, enabling them to provide support services as appropriate
- Maintain adequate emergency cover throughout other parts of the Ambulance Service area
- Reduce to a minimum, the disruption of the normal work of the Service.



## Norfolk Emergency Response Guidance

### d) Integrated Care Boards (formerly CCG)

- Fulfil the relevant duties under the CCA 2004 and the requirements in respect of emergencies within the NHS Act 2006 and the Health and Care Act 2022.
- Establish a mechanism to provide NHS strategic and tactical leadership and support structures to effectively manage and coordinate the NHS response to, and recovery from, incidents and emergencies 24/7. This will include representing the NHS at Strategic Coordinating Groups and Tactical Coordinating Groups.
- Support NHS England in discharging their EPRR functions and duties locally, including supporting ICS tactical coordination during incidents (level 2–4 incidents).
- Ensure robust escalation procedures are in place to respond to disruption to delivery of patient services.
- Support NHS organisations in coordination of rapid discharge of acute patients into community-based organisations where it is safe to do so to create bed capacity for patients from the incident if required
- Support the commissioning of appropriate support services (e.g. mental health assistance) for medium- and long-term patient management if required.
- Develop and maintain incident response arrangements in collaboration with all NHS funded organisations and partner organisations.
- Ensure that there is an effective process for the identification, recording, implementation and sharing of lessons identified through response to incidents and emergencies and participation in exercises and debrief events.

### e) HM Coastguard (HMC)

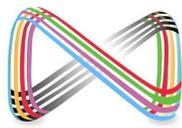
HM Coastguard is an on-call emergency organisation responsible for the initiation and coordination of all civilian maritime search and rescue within the UK Maritime Search and Rescue Region. This includes the mobilisation, organisation and tasking of adequate resources to respond to persons either in distress at sea or to persons at risk of injury or death on the cliffs or shoreline of the UK.

The objectives of HM Coastguard are to:

- Respond to requests for assistance from, or for, vessels or persons in distress or potential distress, including those vessels or persons missing at sea or on the coastline
- Respond in conjunction with the MCA's Counter Pollution and Response Branch to reports of actual or potential threats of maritime pollution
- Use the skills and experience of Coastguard Officers in an accident prevention capacity by providing safety education for professional and recreational mariners, as well as students and children in colleges and schools.

### f) British Transport Police (BTP)

BTP is the specialist police force for the railways. BTP officers are given enhanced training in key aspects of the railway industry and understand the importance of working in partnership with the railway industry.



### **Norfolk Emergency Response Guidance**

Agreement on responsibilities between BTP and the local Home Office police force will be subject to negotiation with all relevant local police forces at the outset of any major incident. Whilst most incidents on the railway fall within BTP's jurisdiction, the Chief Constable for the police area where the incident occurs will always retain responsibility for their geographical area and local community. The agreement will be flexible, in that a smaller local police force may not be able to utilise the same resources as a larger metropolitan local police force, and BTP Chief Officers should liaise with their corresponding counterparts from the local Home Office police force, in order that an effective police response is provided.

Generally, in relation to uniform response, BTP will lead on matters within the inner cordon and on railway property, and the local Home Office police force will assist with the outer cordons and matters off railway property. BTP and the local police force will reach clear agreement on who is responsible for what functions relating to the major incident and discuss mutual aid dependent upon the circumstances.

Terrorist matters will have separate arrangements and defined lists of roles and responsibilities. Once an incident has been declared CT, it is likely that the regional Counter Terrorism Investigative Units (CTIUs) and the Metropolitan Police Service's Counter Terrorism Command (CTC, also referred to as SO15) will be significantly involved.

BTP's strategic priorities at a major incident are:

- In conjunction with other agencies the saving and protection of life
- To secure, protect and preserve the scene to safeguard evidence for subsequent enquiries or criminal proceedings
- In incidents on the jurisdiction of BTP, the coordination of the emergency services, local authorities and other organisations acting in support at the scene of the emergency
- In conjunction with other emergency services in response to incidents on the jurisdiction of BTP, control access to the emergency location through maintenance of cordons at appropriate distances (where cordons are relevant to the emergency)
- Coordinate land based search activities for survivors and casualties in the immediate vicinity of a major incident, where necessary using support from other emergency services, the armed Forces or volunteers in the response to incidents on the jurisdiction of BTP
- Process casualty information and take responsibility for identifying the arranging the removal of fatalities on behalf of HM Coroner
- The investigation of the emergency and obtaining and securing of evidence in conjunction with other investigative bodies where applicable (Health & Safety Executive, Air, Rail or Marine Accident Investigation Branches)
- Provide a Police input into the recovery process.



## Norfolk Emergency Response Guidance

### g) Norfolk County Council (NCC)

- Provide support to the emergency services both during and in the immediate aftermath of an emergency.
- Operate a 24/7 duty rota both for NCC and activation of NRF coordination structures – through the Resilience Team. NRF secretariat & Duty Officer

The NRF secretariat team play a coordination role during the initial stages of an emergency; if this happens out of hours the NRF Duty Officer (provided by NCC Resilience Team) will perform this function. Activities include:

- Alerting and/or notifying organisations of an incident
  - Administering the invitation process for coordination groups
  - Establishing a Resilience Direct response page and updating
  - Providing support and guidance to chairs of coordination groups
  - Responding to queries from Government departments
- 
- Coordinate local authority response where the incident affects multiple districts.
  - Coordinate local authority Recovery phase of emergency where multiple districts are involved
  - Lead on Recovery for the NRF, which is likely to carry on for a considerable time and is likely to involve many organisations that are not ordinarily involved with emergency response
  - Assist in warning and informing of the public, ensuring regular communication across various channels including social media and websites. (NCC AND FIRE)
  - NCC Elected Member liaison
  - Participate in the management of disaster funds
  - With partner organisations, coordinate the response of the Voluntary Sector
  - With district colleagues, and where practicable, continue to provide support for the local and wider community through any disruptions
  - Norfolk County Council also has some specialist roles:
    - Provide emergency and post incident highways management
    - Co-ordination of the provision of transport to support community safety actions e.g., evacuation
    - Coordinate marine pollution response, in accordance with the Norfolk Resilience Forum Coastal Pollution Plan including provision of the COPO
    - Responsibilities as lead local flood authority (LLFAs) as defined in the Flood and Water Management Act 2010. Usually during recovery phase
    - Lead on animal disease control, food safety incidents (Trading Standards)



### **Norfolk Emergency Response Guidance**

- Waste management (in conjunction with district authorities)
- Attend the 'Mass Fatalities Pathway Co-ordination Group' (Democratic Services), assess and decide on provision of additional emergency mortuary capacity where existing mortuary capacity is likely to be exceeded or result in additional business continuity issues
- Support for schools (children services) including Deploy Critical Incident Team to provide support in schools and settings for children suffering psychological trauma as the result of a major incident
- Lead in managing / coordinating the provision of social care and mental health care for vulnerable adults who are affected by the incident (adults / Children's social care)
- Take the lead for looking after children who cannot be cared for by their parents (e.g., if orphaned). (Children's services)
- The Director of Public Health (DPH) has a pivotal role in protecting the health of its population. They are responsible for the Local Authority's contribution to health protection matters, including their role in planning for, and leading response to incidents that present a threat to the public's health working with UKSHA, NHS England Local Area Teams, Clinical Commissioning Groups, and other agencies to ensure that there is effective communication with local communities.

#### ***h) District, Borough and City Councils***

- Provide support to the emergency services both during and in the immediate aftermath of an emergency
- Participate in cascade alert procedures appropriate to the incident
- Continue to provide support for the local and wider community through any disruptions
- Assist in warning and informing of the general public, ensuring regular communication across various channels including social media and websites.
- Waste management issues
- Coordinate the response of the Voluntary Sector.

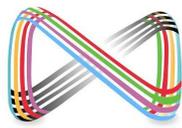


## Norfolk Emergency Response Guidance

### *i) NHS England and Improvement (NHSE&I)*

The role of NHS England in a Major Incident is to: Lead and co-ordinate the NHS emergency response, when more than one NHS provider is involved

- Mobilise NHS resources across organisational boundaries, as necessary, in support of the response – this includes ensuring healthcare support for evacuees and other vulnerable groups affected by the incident, including replacement medications
- Assess the health impact of an incident on the wider community; lead provider organisations in mitigation of that impact
- Represent the NHS at Strategic Co-ordinating Group meetings and ensure appropriate NHS representation at Tactical Co-ordinating Group meetings
- Co-ordinate communications with other emergency responder organisations
- Escalate to a regional or national response as necessary
- An NHS England Incident Director (National) (ID(N)) is appointed and fully briefed.
- National strategic priorities are established, in addition to those in the IRP(N), and these are communicated throughout the organisation and the NHS.
- Maintain the capacity and capability to direct and coordinate the regional NHS response to an incident 24/7
- Discharge the local NHS England EPRR duties as a Category 1 responder under the CCA 2004.
- Ensure integration of plans across the region to deliver a unified NHS response to incidents, including ensuring the provision of surge capacity
- Seek assurance through the local LHRP and commissioners that the Core Standards are met and that each local health economy can effectively respond to and recover from incidents
- Mutual aid and the mobilisation of national assets are coordinated.
- Any cross boarder mutual aid or military aid requests are coordinated with the Department of Health and Social Care.
- Briefing is provided to the Department of Health and Social Care to support central Government arrangements as required.
- Briefing arrangements for NHS England and NHS Improvement senior staff are established.



## Norfolk Emergency Response Guidance

### *j) Acute Hospitals*

The primary areas of responsibility for Acute Hospitals Trusts during a major incident are to:

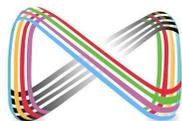
- Receive and triage casualties in Accident & Emergency if designated as a receiving Hospital
- Back-up facilities in the rest of the hospital
- Support any designated receiving hospital
- Identify patients requiring transfer to specialist centres, e.g. burns and paediatrics units as appropriate and liaison with those units
- Communicate with family and friends of existing patients and those from the incident, the local community, the media and VIPs
- Provide specialist support at the scene of an incident, only if specifically requested
- Counsel, advise and support, in partnership with other agencies
- Ensure that the hospital continues its entire essential functions and the maintenance, as far as possible, of normal acute health services.

The Trust may be called upon to assist in receiving and treating large numbers of repatriated Military casualties.

### *k) UK Health Security Agency (UKHSA)*

UKHSA is responsible for:

- Making the public healthier by encouraging discussions, advising Government and supporting action by local government, the NHS and other people and organisations
- Supporting the public so they can protect and improve their own health
- Protecting the nation's health through the national health protection service, and preparing for public health emergencies
- Sharing information and expertise with Local Authorities, industry and the NHS, to help make improvements in the public's health
- Researching, collecting and analysing data to improve understanding of health and come up with answers to public health problems
- Reporting on improvements in the public's health so everyone can understand the challenge and the next steps
- Helping Local Authorities and the NHS to develop the public health system and its specialist workforce.



## Norfolk Emergency Response Guidance

### *l) Norfolk & Suffolk Foundation Trust*

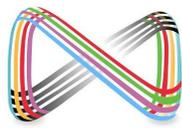
Whilst NSFT are not a recognised Category 1 responder under the Civil Contingencies Act (CCA) (2004), Mental Health Trusts are compelled to act as Category 1 responders in accordance with the requirements of the NHS England Emergency Preparedness Resilience & Response Framework 2015.

- Link with Clinical Commissioning Groups, Acute NHS Trusts and other NHS services to co-ordinate services, response and provide mutual aid.
- Assist with the identification of 'vulnerable' persons – people located in the affected area, who for reasons of physical or mental ill health may require additional emergency responder support
- Support the multi-agency/ 'health' communications response
- Co-ordinate and provide mental health support to all persons affected by the incident, including responders
- Make sure the needs of mental health service users involved in the incident are met and that they are discharged home with suitable support
- Assist with mutual aid where required – staff/ premises/ transport etc.

### *m). Environment Agency (EA)*

The Environment Agency plays an important role in preparing for and supporting the response to emergencies in England and Wales. In a flood incident the main roles of the EA are to:

- Issue warnings to those likely to be affected
- Operate flood defences on certain rivers and coastlines
- Advise the emergency services on the expected level of flooding
- Provide specialist environmental advice
- Monitor the effects of, and the response to an incident, to minimise the impact on the environment
- Work with the Health Authorities to provide them with advice on environmental impacts, which will assist in their formulation of health advice
- Provide air quality data and advice during a major incident, if necessary activating a National Air Quality Cell to co-ordinate air quality data and provide fast effective public health advice to those managing the incident.



## Norfolk Emergency Response Guidance

### 4.2 Category 2 responders

#### *a) Water sewerage services*

Responsible for the supply and treatment of water for domestic and commercial use, in Norfolk Anglian Water Services and Essex and Suffolk Water provide these services. Roles and responsibilities in an emergency include:

- Adjustment of water supply systems to increase the flow of water available to the Fire and Rescue Service
- Provision of scientific support regarding water quality
- Temporary water supplies
- The provision, operation and maintenance of public sewers
- The collection, treatment and disposal of wastewater
- Liaison with the Emergency Services, Environment Agency and Local Authorities during water-based contamination events involving the disposal of water
- Liaison with health agencies on appropriate measures to mitigate risks to public health
- Scientific support relating to wastewater quality

#### *b) Telecommunications Services*

Cooperate and share information with Category 1 and 2 Responders across the UK during the planning and response phase of emergency situations that impact or have the potential to impact BT Group (Brand, Networks, People or Customers).

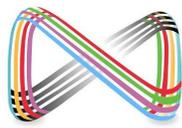
#### *c) Electricity Distribution*

UK Power Networks has an obligation to cooperate with Category 1 responders to plan for emergencies and meet the needs of those who may be vulnerable in emergencies. UK Power Networks is an electricity distribution network operator and responsible for operating the electricity network of overhead lines, underground cables, poles, pylons and substations. They also have a statutory requirement to co-operate with Local Authorities in planning for an emergency incident on the High-Pressure pipeline network that feeds the low-pressure end user network. They are responsible for operating and maintaining the underground pipeline networks and Above Ground Installations (AGI's), throughout Norfolk.

#### *d) Gas Distribution*

National Grid are responsible for the gas transmission system.

Cadent have an obligation to co-operate with Category 1 responders to plan for emergencies and meet the needs of those who may be vulnerable in emergencies. They also have a statutory requirement to co-operate with Local Authorities in planning for an emergency incident gas distribution system that feeds the



### **Norfolk Emergency Response Guidance**

low pressure end user network. They are responsible for operating and maintaining the underground pipeline networks and Above Ground Installations (AGI's), throughout Norfolk.

#### ***e) Network Rail***

Network Rail owns and operates the rail infrastructure of Great Britain. Maintenance is the core activity of the network operator and its main responsibilities are:

- Responsible for the operation of the railway network
- Provides the focal point of liaison at all rail incidents (Rail Incident Officer)
- Responsible for providing technical and safety advice and information for the responding agencies at a rail incident
- Assist and advise on the establishment of a safe system of work for incidents on the railway infrastructure
- To conduct investigations into incidents on the Network Rail infrastructure where appropriate

#### ***f) Train Operating Companies (TOC)***

Train Operating Companies that operate within Norfolk are:

- Greater Anglia
- East Midland Trains
- Greater Northern Railways

A Train Operating Company will:

- Be responsible for passengers and their families in the aftermath of a rail accident
- Provide specialist information and advice for any of their trains involved in an accident
- Liaise with the Emergency Services with regards to support the Survivor Reception Centres and Family and Friends Reception Centres
- Liaise with the Local Authority with regards to the supporting the Rest Centre
- Provide response staff throughout the area concerned

#### ***g) Norwich Airport***

- To liaise with Category 1 and 2 responders in the planning, response and recovery phases to an incident at Norwich Airport.
- To ensure Norwich Airport can fulfil the task required on behalf of the aircraft operators to maximum effect, during a major incident.



## Norfolk Emergency Response Guidance

### *h) National Highways*

National Highways operates, maintains, improves, and further develops England's motorways and major A roads which includes monitoring traffic flow on our strategic road network 24/7, and where appropriate:

- Responding to incidents, providing traffic management, and implementing diversion routes when roads are closed;
- Removing debris and broken-down vehicles from our network; and,
- Providing information to our customers via the Variable Message Signs (VMS) and social media.

### *i) Health and Safety Executive (HSE)*

The Health and Safety Executive will:

- Provide specialist advice in respect of the health and safety risks to responders and others as a result of an emergency
- Provide specialist advice about appropriate control measures to prevent or reduce the risks of exposure, including engineering controls and personal protective equipment
- Inspection of plant, equipment and processes in industry
- Instigation of statutory investigations post incident as to cause and possible future preventative measures
- Monitoring all safety aspects at industrial sites
- Offer advice to Emergency Services
- Liaison with Police to prevent removal of plant or other material, which may be required at a later date
- In conjunction with surveyors and site personnel, determine when on-site buildings and other parts of the site, together with off-site areas if they have been affected, may be safe to re-enter

### *j) Ports and Harbours*

Norfolk has two main ports – Peel ports at Gt Yarmouth and ABP at King's Lynn. Both handle a variety of goods and have both emergency, pollution and security plans in place. We also have several smaller harbours around the coast that have pleasure, fishing and commercial activity associated with them (Wells, Blakeney, Brancaster Staithe are the most notable.)

### *k) Community Healthcare Providers*

Whilst Community Trusts are not a explicitly recognised Category 1 responder under the Civil Contingencies Act (CCA) (2004), they are compelled to act as Category 1 responders in accordance with the requirements of the NHS England Emergency Preparedness Resilience & Response Framework 2015.



## Norfolk Emergency Response Guidance

- Link with Clinical Commissioning Groups, Acute NHS Trusts and other NHS services to coordinate services, response and provide mutual aid
- Assist with the identification of 'vulnerable' persons – people located in the affected area, who for reasons of physical health may require additional emergency responder support
- Support the multi-agency / 'health' communications response
- Make sure the needs of service users involved in the incident are met and that they are discharged home with suitable support
- Assist with mutual aid where required – staff/ premises/ transport etc
- Co-ordinate / assist with specialist wider response work (e.g. vaccination clinics)

### *1) Met Office*

Included as category 2 responder as part of the CCA review.

The Met Office is the UK's weather service provider. The weather can be the cause of an emergency and – or have a major influence on its impact, such as in chemical releases, nuclear incidents, large fires or biological hazards, including Foot and Mouth Disease. Legislation supporting the Civil Contingencies Act 2004 states that Category 1 Responders must have regard to the Met Office's duty to warn the public and provide information and advice, if an emergency is likely to occur or has taken place. The Met Office's Public Weather Service (PWS) provides a number of services to help authorities prepare for and respond to emergencies. These services include the National Severe Weather Warnings Service (NSWWS) and the Met Office (Civil Contingencies) Advisors. This information and guidance assist with decision making of day-to-day activities, to optimise or mitigate the impact the weather may have – and contribute to the protection of life, property and basic infrastructure.

## 4.3 Supporting organisations

### *a) Animal and Plant health Agency (APHA)*

Animal and Plant Health Agency (APHA) is an executive agency working on behalf of the Department for the Environment, Food and Rural Affairs (Defra), Scottish Government and Welsh Government. Their role is to safeguard animal health and welfare as well as public health, protect the economy and enhance food security through research, surveillance and inspection.

In terms of major incidents and in the event of confirmation of an exotic notifiable animal disease, APHA would work closely with DEFRA and take the lead in the operational aspects of controlling the outbreak. There would be a coordinated approach to disease control and eradication with close working between each country's administration and operational partners.

APHA/Defra will aim to:

- Protect public health and safety
- Eradicate the disease and regain disease free status
- Safeguard the health and safety of those involved in controlling the outbreak
- Minimise the burden on the taxpayer and public as well as the economic impact on the agricultural industry



### **Norfolk Emergency Response Guidance**

- Keep to a minimum the number of animals that have to be destroyed, either for disease control purposes or to safeguard animal welfare
- Ensure that if animals do have to be destroyed it is carried out humanely
- Minimise the adverse impacts on animal welfare, the rural and wider economy, the public, rural communities and the environment

#### ***b) Broads Authority***

- Provide a range of waterborne craft and 4x4 vehicles with staff trained in their use
- Conserve and enhance the natural beauty, wildlife and cultural heritage of the Norfolk and Suffolk Broads
- Protect the interests of navigation, including management of vessels during an incident and responsibility for responding to oil spills within the Broads area.

#### ***c) Voluntary Organisations***

Where incidents cause NRF Partners to experience logistics challenges exceeding regular business continuity planning, a cell will be established through the NRF Voluntary, Faith and Community Resilience Group to provide support. Coordination is deliverable through:

- VFCG- Volunteer and Faith Coordinating Group (*membership - British Red Cross, Voluntary Norfolk and Community Action Norfolk*).
  - Overall coordination of the Volunteer and Faith community.
- VFCC – Voluntary and Faith Coordinating Cell (*lead by British Red Cross*)
  - Task and finish coordinating cell, assigning and tracking additional logistical provisions to support activities in Norfolk.
  - The NRF Duty Officer will collaborate closely and may co-locate with the VFCG and VFCC whilst they are operational.

Requests to activate the Voluntary & Faith Coordination Cell should be through existing channels i.e. County or District Local Authority into British Red Cross. A framework for the cell is currently in development.



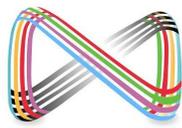
## Norfolk Emergency Response Guidance

### d) *Military*

The Armed Forces contribute to UK resilience through providing specialist capabilities (such as explosive ordnance disposal) and by assisting civil authorities and structures when the need exceeds civil capability or capacity. The Forces do this in response to specific requests for a planned response or to a crisis, but military aid is not guaranteed.

Nevertheless, a 'forward-leaning' approach is encouraged. Civil authorities' proactive, early consideration of military capabilities civil authorities should be reflected in local planning arrangements. The central Government view is that:

- The military should be closely involved in planning and training for emergencies at the local level, through existing liaison arrangements.
- Military support should cost less, in agreed circumstances – marginal rather than full costs.
- Civil responders should consider whether there is, or may later be, a role for the armed forces early in the response to every significant incident – military advice on capabilities that may be available to support the response is quickly and easily available.

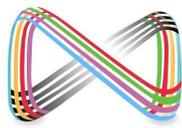


## Norfolk Emergency Response Guidance

### APPENDICES

Contents:

<a href="#">Appendix 1 – Resilience Direct Agency Reports</a>	44
<a href="#">Appendix 2 – The role of an Operational Commander</a>	45
<a href="#">Appendix 3 – Local Coordination Aide Memoire</a>	46
<a href="#">Appendix 3 – Tactical Coordination Aide Memoire</a>	48
<a href="#">Appendix 4 – Strategic Coordination Aide Memoire</a>	54
<a href="#">Appendix 5 - Admin</a>	63



## Norfolk Emergency Response Guidance

### Appendix 1 – Resilience Direct agency reports

The Agency Situation Report is broken up into two main sections:

- Situation report (further broken up into situation, response and forward look)
- Escalation (further broken up into TCG and SCG)

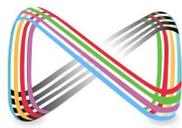
Each section should be RAG rated as an honest assessment of the overall situation by the agency submitting the report.

The bulk of detail regarding the incident/emergency should be captured within situation report element. Any specific points to be raised at TCG or SCG should be included in the appropriate escalation box. Information included in here is automatically pulled across into the TCG or SCG situation report presented at the beginning of each meeting.

This escalation section of the report should include the following:

- Direct and wider impacts
- The operational response
- Significant risks, emerging issues
- Assumptions and critical uncertainties
- Forward look
- Other resilience issues arising
- RAG status explanation
- Point of contact and time/date of last update/check of the information.

Sitreps can be found on [Resilience Direct](#) but an example SCG Sitrep can be found on the [JESIP pages](#).

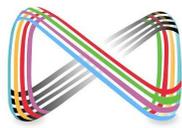


## Norfolk Emergency Response Guidance

### Appendix 2 – The role of an operational commander

The overarching aim of the Operational Commander is to ensure rapid and effective actions are implemented that save life, minimise harm to people and mitigate the incident. To achieve this you will need to:

- Make an initial assessment of the situation and ensure appropriate resources are requested and where appropriate, a declaration of a major incident takes place.
- Have an understanding of the role of each agency in the effective management and coordination of victims, survivors and relatives.
- Establish Shared Situational Awareness by agreeing a common view of the situation, its consequences and potential outcomes and the actions required for its resolution.
- Carry out a briefing at the earliest opportunity. Ensure the message is clear and commonly understood, at regular intervals.
- Convene meetings to share and coordinate information, intelligence and operational plans, to ensure multi-agency compatibility and clear understanding of the initial tactical priorities and on-going tactics.
- Maintain shared situational awareness by effective communication to all multi-agency organisations, to assist in the implementation of the operational plan.
- Construct a joint action plan and priorities necessary for its execution in sufficient detail for each service to have a clear understanding of the other responders' future activities by nature, location and time.
- Understand all the multi-agency operational commander roles, core responsibilities, requirements and capabilities (including gaps).
- Identify and agree the triggers, signals and arrangements for the emergency evacuation of the scene or area within it, or similar urgent control measures.
- Conduct, record and share on-going dynamic risk assessments, putting in place appropriate control measures with appropriate actioning and review.
- Understand how continually changing hazards/risks affect each organisation and work with your multi-agency colleagues to action these issues.
- Ensure your legal and statutory responsibilities are met and action them in relation to the health, safety and welfare of individuals from your organisation during the response.
- Make and share decisions within their agreed level of responsibility, being cognisant of consequence management and disseminate these decisions for action to multi-agency colleagues.
- Identify and action the challenges their organisation's operational plan may cause multi-agency partners.
- Determine whether the situation requires the activation of the next level of command support (Local Coordinating Group or Tactical Coordinating Group (TCG)) and make appropriate recommendation.
- Update the Tactical Commander on any changes including any variation in agreed multi-agency tactics within their geographical/functional area of responsibility.
- Ensure that all operational decisions made are recorded, to ensure that a clear audit trail exists.
- Consider organisational post-incident procedures.



## Norfolk Emergency Response Guidance

### Appendix 3 - Local Coordination Group Aide Memoire

#### 1.1 Attending an LCG

It is likely that LCG meetings are facilitated virtually by Microsoft Teams; however if physical attendance is required the location will be communicated at the time depending on the District area.

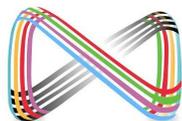
#### 1.2 Role of A Local Coordination representative

##### Before the emergency:

- Be aware of, and understand the emergency planning, response and recovery plans & protocols for your organisation and Local Resilience Forum.
- Ensure you, and your support staff, are appropriately trained for the role.
- Make contact and maintain lines of communication with emergency planning representatives to keep up to date with current practices.
- Attend internal and multi-agency training and exercise events.
- Ensure access to and familiarise yourself with the Resilience Direct platform and how the planning, response and mapping functions are utilised.

##### During the emergency:

- Be aware of, and understand the multi-agency command and coordination structure, commander roles, responsibilities, requirements and capabilities (including any gaps) and monitor the operational level.
- Ensure you have all items needed to fulfil your role for either a virtual or physical attendance.
- Maintain a detailed log of significant actions and events for use in subsequent debriefings and any official inquiries related to the emergency.
- Establish a common view of the situation by building shared situational awareness – see METHANE and Joint Decision-Making Model for more information.
- Ensure regular communication with operational and tactical representatives.
- Determine whether the situation warrants the activation of the strategic or tactical levels of coordination (if not already activated) and recommend accordingly.
- At regular intervals, assess and disseminate information through the appropriate communication links to evaluate threat, vulnerabilities and risk.
- Ensure your organisations legal and statutory duties are met, and doctrine considered in relation to the health, safety, human rights, data protection and welfare of individuals from your organisation during the response.
- Liaise with other organisations to address the longer-term priorities of restoring essential services and help to facilitate the recovery of affected communities.



## Norfolk Emergency Response Guidance

### After the emergency:

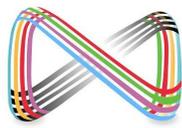
- Ensure a hot debrief, and internal debrief is conducted.
- Feed into, and/or attend if appropriate, the multi-agency lessons identified and debrief process.
- Ensure that any training needs are addressed for your role and support staff.
- Compile and archive incident logs as they may be required during the debrief or inquiry.

### 1.3 Suggested agenda

Local Coordination Group (LCG) Agenda	
<b>Nomination of Chair and Loggist</b>	All
<b>Introduction of attendees, roles and responsibilities</b> <i>Identification of any other agencies who need to be represented at meetings.</i>	Chair
<b>Declaration of items for urgent attention</b>	All
<b>Decisions on items for urgent attention</b>	Chair
<b>Update on situation from individual organisations and TCG feedback (if stood up)</b>	All
<b>Agree &amp; allocate actions</b>	Chair
<b>Support required</b>	All
<b>Additional information such as ability to respond</b>	All
<b>Media situation, agree messaging</b>	Chair
<b>Reporting Schedule/Battle Rhythm</b>	Chair
<b>Any other business</b>	Chair
<b>Date, Time and Location of next meeting (Ensure clear stand down when relevant)</b>	Chair

### 1.4 Considerations

- The Chair of the group does not necessarily need to be the lead agency to the emergency but the person who has the necessary skillset to manage the local multi-agency response and understand the limits of the group.
- If this has been called before a TCG above it make sure that the meetings don't take on the role of a TCG i.e. start to consider wider issues that might need fuller multi-agency support. If the members feel this is occurring, then a TCG should be requested.
- Be mindful that if a TCG is sitting then the LCG should **not** be making local decisions that the TCG is established to make – resources might be committed that are required elsewhere.



## Norfolk Emergency Response Guidance

### Appendix 4 - Tactical coordination aide memoire

#### 1.1 Attending TCG

If a TCG is required, responders are encouraged to get together as soon as possible. In the first instance the coordination meeting will be held via Teams, it is likely that the Norfolk County Council Resilience Team Duty Officer will coordinate the invitations. During the initial discussions, it may be decided that a physical co-location is required, in this instance responders should co-locate at the agreed Tactical Coordination Centre for the County.

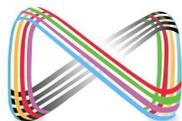
#### 1.2 role of a tactical coordination group representative

##### Before the emergency:

- Be aware of, and understand the emergency planning, response and recovery plans & protocols for your organisation and Local Resilience Forum.
- Ensure you, and your support staff, are appropriately trained for the role. See National Occupational Standard for tactical (silver) level.
- Make contact and maintain lines of communication with emergency planning representatives, and tactical commanders within other NRF partner organisations.
- Attend internal and multi-agency training and exercise events.
- Ensure you are vetted to Non-Police Personnel Vetting Level 2 to allow under supervised, physical access to the TCG location.
- Ensure access to and familiarise yourself with the Resilience Direct platform and how the planning, response and mapping functions are utilised.

##### During the emergency:

- Be aware of, and understand the multi-agency command and coordination structure, commander roles, responsibilities, requirements and capabilities (including any gaps) and monitor the operational level.
- Ensure you have all items needed to fulfil your role for either a virtual or physical attendance.
- Maintain a detailed log of significant actions and events for use in subsequent debriefings and any official inquiries related to the emergency.
- Establish a common view of the situation by building shared situational awareness – see METHANE and Joint Decision-Making Model for more information.
- Understand how continually changing hazards or risks affect each organisation and work with tactical commanders to conduct a joint assessment of risk, putting in place appropriate mitigation and management arrangements to continually monitor and respond.
- Determine whether the situation warrants the activation of the strategic or local levels of coordination (if not already activated) and recommend accordingly.
- At regular intervals, assess and disseminate information through the appropriate communication links to evaluate threat, vulnerabilities, and risk.



### Norfolk Emergency Response Guidance

- Ensure your organisations legal and statutory duties are met, and doctrine considered in relation to the health, safety, human rights, data protection and welfare of individuals from your organisation during the response.
- Liaise with other organisations to address the longer-term priorities of restoring essential services and help to facilitate the recovery of affected communities.

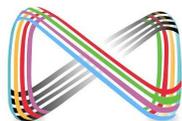
#### After the emergency:

- Ensure a hot debrief, and internal debrief is conducted.
- Feed into, and/or attend if appropriate, the multi-agency lessons identified and debrief process.
- Ensure that any training needs are addressed for your role and support staff.
- Compile and archive incident logs as they may be required during the debrief or inquiry.

#### 1.3 Tactical coordination group agenda (initial meeting)

##### Initial TCG meeting agenda

Initial TCG meeting agenda		
1	<b>Nomination / confirmation of lead agency and TCG chair</b>	
2	<b>Introduction of attendees</b> <ul style="list-style-type: none"> <li>• <i>Identify any additional organisations required to attend</i></li> </ul>	
3	<b>Declarations of items for urgent attention</b>	
3a.	<b>Decision of items for urgent attention (if required)</b>	
4.	<b>Situation report</b> <ul style="list-style-type: none"> <li>• <i>What has happened? What is happening now? What is being done about it?</i></li> </ul>	Multi-Agency Information Cell
4a.	<b>Additional information</b> <ul style="list-style-type: none"> <li>• <i>Strategic Coordination Group update</i></li> <li>• <i>Local Coordination Group updates</i></li> <li>• <i>Support cells updates</i></li> <li>• <i>Individual organisations updates</i></li> </ul>	Chairs / reps
5.	<b>Communications update</b>	Comms reps
6.	<b>Develop and agree tactical plan</b> <ul style="list-style-type: none"> <li>• <i>Review SCG strategy (if available) and develop TCG objectives.</i></li> <li>• <i>Consider which multi-agency plans required activating.</i></li> <li>• <i>Consider which support cells required activation.</i></li> <li>• <i>Consider if additional coordination levels are required.</i></li> </ul>	Chair
7.	<b>Consideration of mutual aid requests, and/or Military support</b>	All
8.	<b>Emergency plans / supporting information</b> <i>Which <a href="#">Emergency Plans</a>, procedures, risk-specific information or other supporting information are we working to? (e.g. Multi Agency Flood Plan; COMAH Plan)</i>	All
9.	<b>Agree items for escalation to SCG</b>	All
10.	<b>Allocation of actions</b>	Note taker
11.	<b>Meeting battle rhythm</b>	All



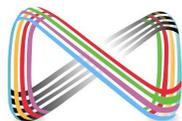
**Norfolk Emergency Response Guidance**

11.	<b>Any other business</b>	All
12.	<b>Confirm next meeting</b>	All

**1.4 Tactical Coordination Group Agenda (subsequent meetings)**

**Subsequent TCG meeting agenda**

1.	<b>Welcome &amp; review of attendees</b> <ul style="list-style-type: none"> <li>Identify any additional organisations required to attend</li> <li>Confirmation that Chair &amp; lead organisation are still appropriate</li> </ul>	Chair
2.	<b>Declarations of items for urgent attention</b>	All
2a.	<b>Decision of items for urgent attention (if required)</b>	All
3.	<b>Situation report</b> <ul style="list-style-type: none"> <li>What has happened? What is happening now? What is being done about it?</li> </ul>	Multi-Agency Information Cell
3a.	<b>Review actions</b>	
3b.	<b>Additional information</b> <ul style="list-style-type: none"> <li>Strategic Coordination Group update.</li> <li>Local Coordination Group updates.</li> <li>Support cells updates.</li> <li>Individual organisations updates.</li> </ul>	Chairs / reps
4.	<b>Communications update</b>	Comms reps
5.	<b>Review tactical plan</b> <ul style="list-style-type: none"> <li>Review SCG strategy and develop TCG objectives.</li> <li>Consider which multi-agency plans required activating.</li> <li>Consider which support cells required activation.</li> </ul>	Chair
6.	<b>Consideration of mutual aid requests, and/or Military support</b>	All
7.	<b>Emergency plans / supporting information</b> <i>Which <a href="#">Emergency Plans</a>, procedures, risk-specific information or other supporting information are we working to? (e.g. Multi Agency Flood Plan; COMAH Plan)</i>	All
8.	<b>Allocation of actions</b>	Note taker
9.	<b>Meeting battle rhythm</b>	All
10.	<b>Agree items for escalation to SCG</b>	All
11.	<b>Any other business</b>	All
12.	<b>Confirm next meeting</b>	All



## Norfolk Emergency Response Guidance

### 1.5 Developing tactical objectives / plan

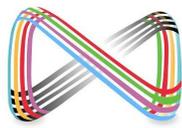
The strategy (set by SCG if they are sitting) sets the aims and objectives for the incident, the tactical objectives or plan identifies how these objectives will be achieved. It will require reviewing as the incident progresses and should be discussed at each TCG meeting. The objectives should be informed by the JESIP Joint Decision-Making Model and will be dependent on the incident.

Each organisation should develop their own tactical plan, aligning the objectives to the multi-agency strategy or intent.

Consideration should be given to an operational plan, produced by each LCG if sitting, that provides further detail as to how the tactical objectives will be executed on the ground.

Example tactical objectives:

Strategic objectives	Tactical objectives
Save life and protect human suffering	Assign an appropriate and proportionate level of resource as identified by Operational commanders, escalate to strategic where demand is expected to exceed this level.
As far as reasonably practicable, ensure the safety and wellbeing of the public and all responders	Regularly review the multi-agency joint understanding of risk with partners and action any new safety critical concerns.
Ensure an auditable account is maintained by all levels of command	All decisions and rationale will be recorded in a suitable incident log, an incident loggist will be assigned to support this function.



## Norfolk Emergency Response Guidance

### 1.6 tactical considerations

#### Initial considerations:

Serial.	Consideration	✓
1.	Early conversation as soon as possible, followed by a full TCG within 2 hours	
2.	Nominate a chair and deputy and ensure secretariat in place	
3.	Ensure JESIP principles are in operational at all levels of coordination	
4.	Confirm if single agency major incident, or multi-agency major incident declared	
5.	Consider activating support cells: - MAIC to develop shared situational awareness picture - Communications cell to ensure consistent messaging	
6.	Is incident likely to require Local or Strategic coordination? Appraise commanders as necessary.	
7.	Is incident likely to be prolonged? Remind TCG representatives re staff welfare and put staffing rotas in place.	
8.	If SCG sitting, review SCG strategy and start to develop Tactical Objectives (Tactical Plan). Link in with LCG's (if sitting) to develop local/operational plans	
9.	Review likelihood for concurrent incidents	
10.	Establish Resilience Direct page to share information and activate RD maps	
11.	Will incident impact neighbouring Counties? How is information being shared cross-border?	

#### The Operational Response

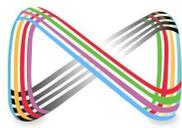
- Resources currently deployed
- Access and specific plans relevant to the situation
- Further resources require (Local / Mutual aid, other voluntary and faith groups)
- Planning for extended response (future shifts are all agencies able to support 24/7)

#### Assumptions and critical uncertainties

Hypothesise anything that may have an adverse effect or positive effect on the current situation with likely outcomes look to agree Reasonable Worst-Case Scenario and manage back from that. Concurrent events and current restrictions ie Covid

#### Forward look

Is the situation likely to develop and get worse/ stay the same or improve. Consider an estimated timeline where possible. Use of Scientific advise services/Weather.



## **Norfolk Emergency Response Guidance**

### Other resilience issues arising

Identify any other issues that may have a significant impact upon current situation and response. Areas to consider (this list is not exhaustive other considerations may apply, alternatively not all areas listed may be applicable to the current circumstances):

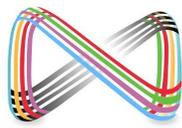
- Weather conditions
- Time day
- Public perception/understanding (e.g. people not evacuating)
- Compound/Linked risks/hazards
- Legislative issues/powers
- Business continuity implications
- Other events etc ongoing –Consideration of possible staffing implications, safety of attendees, consideration of cancellation, possible impacts on transport etc
- Political requirements
- Vulnerable people/communities
- Recovery issues

### RAG Status

As per the SIT REP form do you have a complete picture across all the responders/coordination groups as to what their status and where it is likely to be over the next 24/72 hours?. See **Appendix 1 – resilience direct agency reports.**

### Point of contact and time / date of last update / check of information

Provide contact details, time of report and date and time of last update that this sit rep is based upon.



## Norfolk Emergency Response Guidance

# Appendix 5 - Strategic coordination aide memoire (OFFICIAL-SENSITIVE)

## 1.1 Attending physical SCG

Meetings are likely to be facilitated virtually via Microsoft Teams and not require a physical attendance. If agreed that co-location of responders is necessary, please do not arrive at the Resilience Hub until confirmation it has been activated.

Venue information removed for public version.

## 1.2 Role of a SCG representative

### Before an Emergency:

- Ensure emergency planning is embedded at all relevant levels within your organisation
- Ensure plans and procedures are up to date, fit for purpose and those arrangements are tested rigorously through effective simulation exercises with NRF partners
- Ensure you and your support staff are trained for their role. See [respond to emergencies at the strategic \(gold\) level National Occupational Standard](#).
- Identify specialist/senior leads to support project-based work of the NRF to ensure capabilities can be delivered
- Ensure Vetting obtained for the correct level.

### During an Emergency:

- Provide support and encouragement for the efforts of staff of all departments involved in the response to an emergency
- Under CCA Cat 1 should be able to deliver critical service during an emergency
- Maintain close links with local communities and ensure their views are taken into consideration
- Maintain a detailed log of significant actions and events for use in subsequent debriefings and any official inquiries related to the emergency.
- Ensure regular briefings from their own tactical personnel to maintain close links with what is happening on the ground
- Plan for the recovery phase
- Provide guidance to partners on emerging issues such as Critical Staffing levels in your organisation
- Identify your substitute and arrange work patterns to allow cover where necessary
- Emergency Planners used to disseminate information from plans

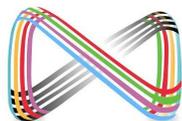
### After an Emergency:

- A key source of strength, inspiration and leadership for the local community in the recovery phase



### **Norfolk Emergency Response Guidance**

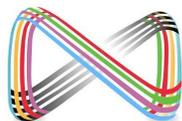
- Attend any memorial / remembrance service as appropriate.
- Attend any debriefs (single and multi-agency) as requested
- Ensure that the lessons learnt are incorporated into updated and reviewed emergency plans and procedures.



## Norfolk Emergency Response Guidance

### 1.3 SCG agenda (initial meeting)

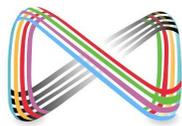
<b>Strategic Coordination Group (SCG) agenda – initial meeting</b>		
1.	<b>Nomination / confirmation of lead agency and Chair</b>	
2.	<b>Introduction of attendees</b> <ul style="list-style-type: none"><li>Identify additional organisations required to attend</li></ul>	All
3.	<b>Declaration of items for urgent business</b>	All
3a.	<b>Decision of items for urgent attention</b> (if required)	All
4.	<b>Situation report</b> <ul style="list-style-type: none"><li>What has happened? What is happening now? What is being done about it?</li></ul>	MAIC
4a.	<b>Updates (by exception) from TCG and responding organisations</b>	All
5.	<b>Agree strategy, priorities and options</b> <ul style="list-style-type: none"><li>Are any additional support cells required?</li><li>Allocate responsibility for agreed priorities and options</li></ul>	Chair
6.	<b>Review communications strategy</b>	Comms
7.	<b>Develop Community Impact Assessment</b>	Chair
8.	<b>Any other business</b>	All
9.	<b>Allocated actions</b>	Note taker
10.	<b>Battle rhythm</b>	Chair



**Norfolk Emergency Response Guidance**

**1.4 SCG agenda (subsequent meetings)**

<b>Strategic Coordination Group (SCG) agenda – subsequent meeting</b>		
<b>2.</b>	<b>Introduction of attendees</b> <ul style="list-style-type: none"> <li>• Identify additional organisations required to attend</li> <li>• Confirm Chair and lead agency still appropriate</li> </ul>	All
<b>3.</b>	<b>Declaration of items for urgent business</b>	All
<b>3a.</b>	<b>Decision of items for urgent attention</b> (if required)	All
<b>4.</b>	<b>Review of previous actions</b>	All
<b>5.</b>	<b>Situation report</b> <ul style="list-style-type: none"> <li>• What has happened? What is happening now? What is being done about it?</li> </ul>	MAIC
<b>5a.</b>	<b>Updates (by exception) from TCG and responding organisations</b>	All
<b>6.</b>	<b>Review strategy, priorities and options</b> <ul style="list-style-type: none"> <li>• Are any additional support cells required?</li> <li>• Allocate responsibility for agreed priorities and options</li> </ul>	Chair
<b>7.</b>	<b>Review communications strategy</b>	Comms
<b>8.</b>	<b>Review Community Impact Assessment</b>	Chair
<b>9.</b>	<b>Any other business</b>	All
<b>10.</b>	<b>Allocated actions</b>	Note taker
<b>11.</b>	<b>Battle rhythm</b>	Chair



## Norfolk Emergency Response Guidance

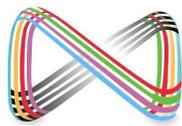
### 1.5 Suggested SCG strategy

The SCG strategy must be dynamic and capable of being reassessed as information and intelligence changes throughout the course of an incident. Silver and tactical commanders should be able to make justifiable decisions and implement tactical options that meet the overall strategy which acts as an enabler for commanders.

The strategy must be based on all the information available at the time, all revisions/amendments should be recorded as part of an audit trail. To avoid confusion, it is essential to use plain language.

Specific Strategic aims will vary according to the scenario; the example below provides a set of generic objectives that can be applied to most incidents:

- Save and protect human life
- Relieve suffering
- Contain the emergency – limit escalation / spread
- Protect health and safety of personnel
- Safeguard the environment
- Protect property, as far as practicable
- Maintain and restore critical services
- Maintain normal services at an appropriate level
- Promote and facilitate community self-help
- Facilitate community recovery (physical, social, economic and psychological)
- Facilitate investigations and inquiries (preserve the scene and manage records)
- Evaluate and identify lessons.



## Norfolk Emergency Response Guidance

### 1.6 Strategic issues to consider

Serial.	Consideration	✓
1.	Early conversation as soon as possible, followed by a full TCG within 3 hours	
2.	Nominate a chair and deputy and ensure secretariat in place	
3.	Receive update from Multi-Agency Information Cell	
4.	Gauge public sentiment, and press interest, to understand possible adverse response as a result of reaction / over reaction	
5.	What are the impacts to the general population or community? Local workforce? Immediate neighbours?	
6.	If possible risk to neighbouring locations (domino effect), consider inviting representative to attend SCG	
7.	What resources are currently deployed? Is this sustainable? What additional resources may be useful?	
8.	Hypothesis anything that may have an adverse effect or positive effect on the current situation with likely outcomes e.g. concurrent events	
9.	Will this incident / response receive political interest? If so, what actions need to be taken?	
10.	Do the National Emergencies Trust (NET) need to be engaged re collecting funds for those donating / impacted?	

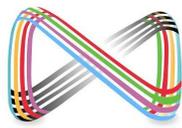
### 1.7 Community Impact Assessment (CIA)

A CIA is used to identify how an issue or incident impacts on a community or group within a community. This information is used in strategic and tactical planning and decision making.

The extent and detail that the CIA covers is determined by the strategic commanders within each organisation. Issues which may comprise a CIA include:

- history which may be relevant to the incident or community
- unique and current nature of the communities being assessed (eg, vulnerabilities)
- inter-agency factors (eg, partnership arrangements, resources, media involvement)
- future issues, including how or when the incident may evolve and what the community impacts and perceptions may be.

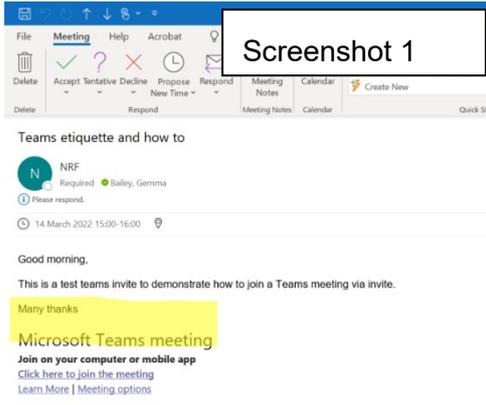
The CIA is a dynamic document that feeds into the recovery process and should be reviewed and updated regularly, taking account of emerging issues.



## Norfolk Emergency Response Guidance

### Appendix 6 – Microsoft teams guide

The following instructions provide a brief guide to accessing meetings via Teams. Please note that each organisation is likely to have a different configuration, therefore you may have access to more or less features that the screenshots demonstrate.



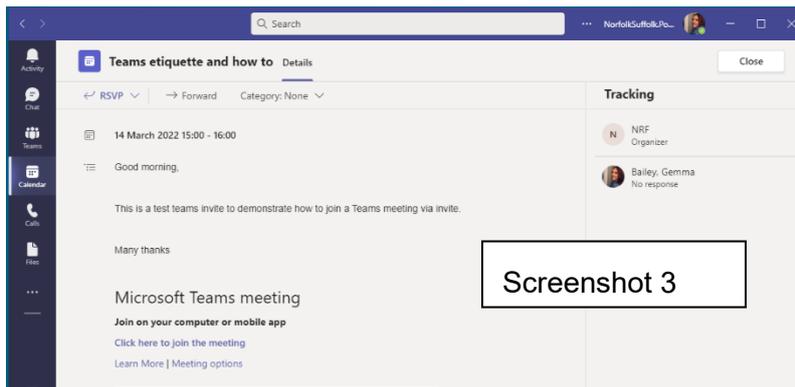
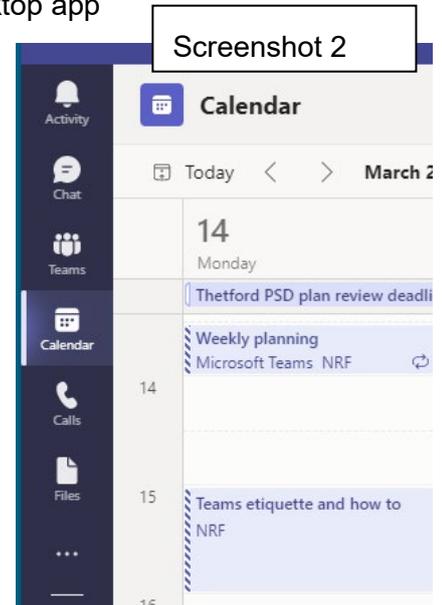
1. When a Teams meeting is established, and you are on the recipient list, you will be notified via email. See screenshot 1.

2. There are two ways to join the meeting: via the meeting invite (screenshot 1) or through the Teams desktop app (screenshot 2).

To join the meeting from your email invitation, click the 'click here to join the meeting' link (highlighted in yellow on screenshot 1).

3. If you have the Teams desktop app, the meeting invite will also feature in your Teams calendar (see screenshot 2). Double click on the meeting invite.

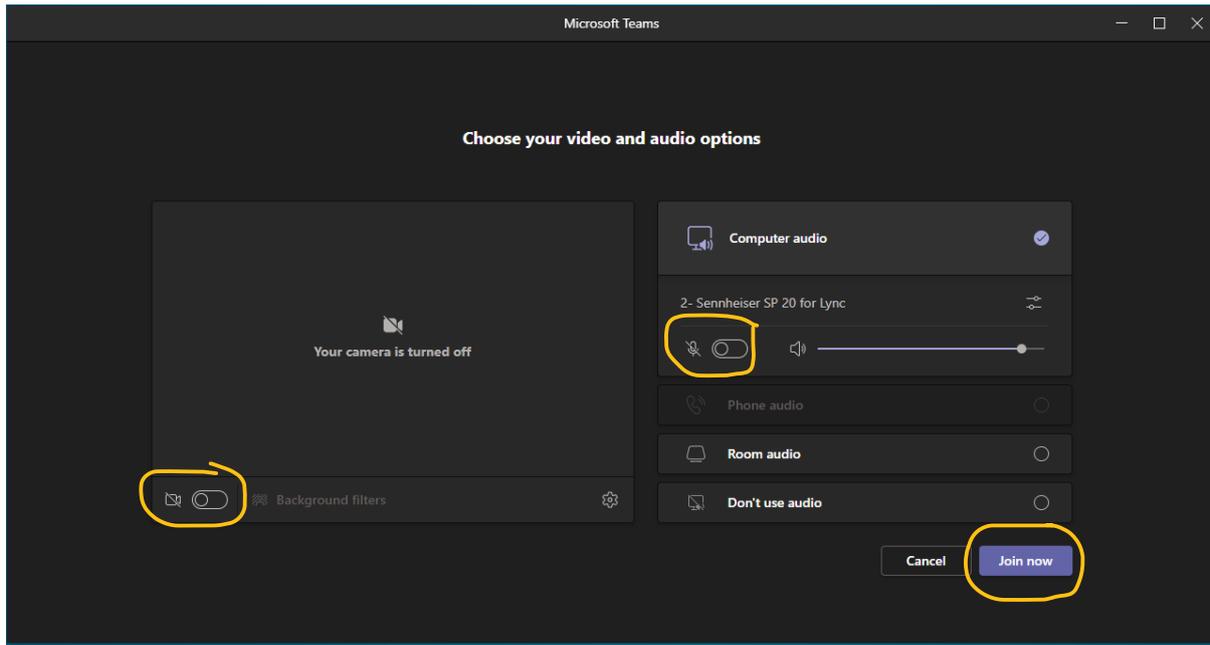
4. The meeting invite will open, again click the 'click here to join the meeting' link. (Remember this may look different depending on your teams configuration).



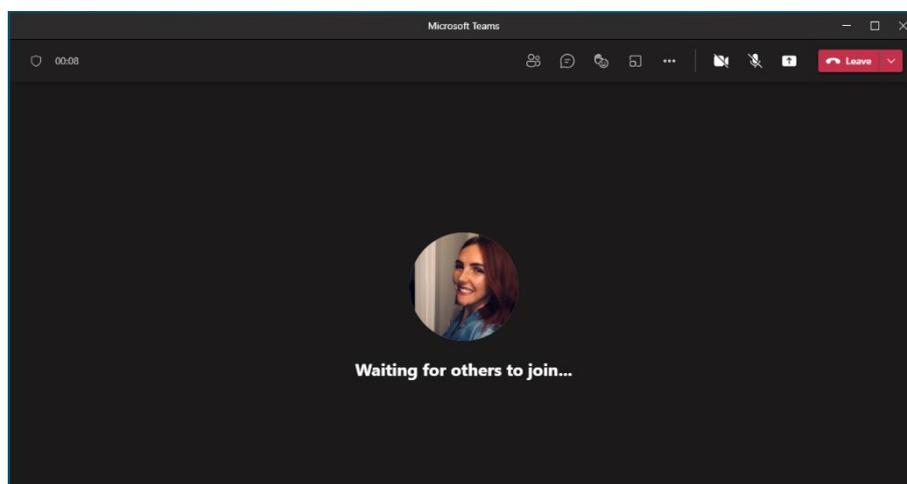


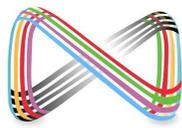
## Norfolk Emergency Response Guidance

- Once you've clicked the join meeting link (in either option) you will be presented with the following page. Ensure that your microphone is switched to mute. It is personal preference as to whether your camera is turned on or off, however representatives are asked to consider switching the camera on when speaking. You can do this by toggling the camera on/off button. If your camera is on, you will be able to see yourself where the 'your camera is turned off' caption is below. Once you're happy with the settings, click the blue join now button.



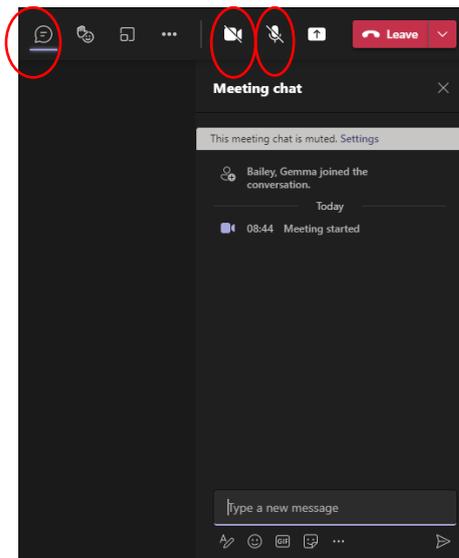
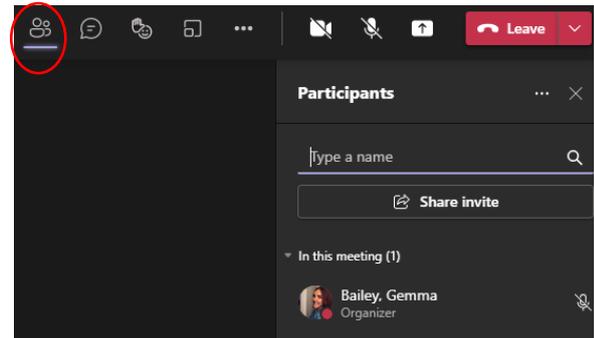
- Depending on the settings within the invitees Outlook, you will either go straight into the Teams meeting or move into the lobby and be required to wait for the hosting organisation to allow you to join. Screenshot 5 demonstrates by-passing the lobby and going straight into the meeting (no-one else has joined yet).



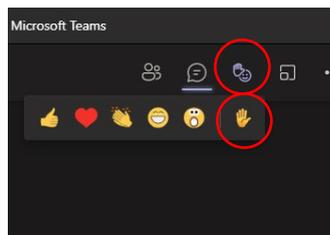


## Norfolk Emergency Response Guidance

7. There are a number of functions available to you from here:
- The people icon displays the other participants who have entered the meeting
  - The chat bubble opens the meeting chat. The chat is visible by everyone who has entered the meeting. Type your content in the 'type a new message' box and either press enter on your keyboard or the arrow.



- c. You can turn your camera and microphone on and off by clicking on the appropriate buttons.

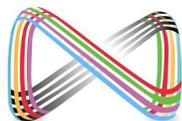


- d. Teams allows you to raise a virtual hand by clicking on the smiley face / hand button, you will be presented with a number of reactions. Press the 'hand' emoji, everyone in the meeting will be alerted to the hand raise and the chair will invite you to speak when appropriate – remember to take yourself off mute and turn on your camera.

8. Once the meeting is finished, click the red 'leave' button.

### Tips:

- Microsoft Teams meetings can only be used for meetings Official-Sensitive and below.
- When using the chat, if your message is directly for another participant prefix the message with @(insert their name) and they will be directly alerted.
- Some meetings may be recorded by the host organisation, you will see a pop up box informing you.
- The chat is visible to everyone in the meeting (even if you @ someone directly in the chat) and will form part of the recording.
- Everyone speaks at least once with the mute on – don't worry!
- You can share your screen with the meeting participants by clicking the arrow in a square button. Make sure all other windows are closed down (if using multiple displays) and remember everything in the display you've chosen to share is visible! Again, it will form part of the recording if not.



## Norfolk Emergency Response Guidance

### Appendix 7 - Admin

#### 1.1 Records of Amendments (past 5 years)

Amendment No.	Amended by	Date	Comments	Signed
6.1	Gemma Bailey	October 2017	Updated to include revised coordination group structure.	G. Bailey
6.2	Gemma Bailey	May 2018	Updated TCG agenda and telecon numbers.	G.Bailey
6.3 – 6.7	Gemma Bailey	April 2019	General updates	G.Bailey
6.8	Derek Sim	November 2021	Content overhaul following learning from COVID	D.Sim
6.9	Gemma Bailey	February 2022	Inclusion of information from e-learning package & aide memoires.	G.Bailey

If any amendments are required to be made to this plan please inform : Norfolk Resilience Forum Business Manager, Email:[nrf@norfolk.police.uk](mailto:nrf@norfolk.police.uk)

#### 1.2 Distribution List

Hosted on Resilience Direct and available to all partners

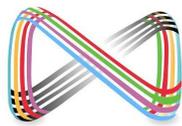
Copy published on Norfolk Prepared, excluding the Scottow Enterprise Park venue information

#### 1.3 Glossary

Government LEXICON of Emergency Terms available at  
<https://www.gov.uk/government/publications/emergency-responder-interoperability-lexicon>

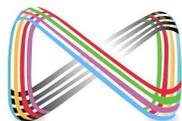
#### 1.4 Abbreviations

Abbreviation	Meaning
CCA	Civil Contingencies Act
CCR	Contact & Control Room (Police)
COBR	Cabinet Office Briefing Room
COMAH	Control of Major Accidents Hazards Regulations 2005
CRR	Community Risk Register
DLUHC	Department for Levelling up Housing and Communities
EA	Environment Agency



### Norfolk Emergency Response Guidance

EEAST	East of England Ambulance Service NHS Trust
EPRR	Emergency Preparedness Resilience & Response
FRS	Fire and Rescue Service
GLO	Government Liaison Officer
HAC	Humanitarian Assistance Centre
HSE	Health and Safety Executive
JESIP	Joint Emergency Services Interoperability Principles
JDM	Joint Decision Model
JRLO	Joint Regional Liaison Officer
LA	Local authority
LGD	Lead Government Department
LRF	Local Resilience Forum
MACA	Military Aid to the Civil Authorities
MASHA	Multi-Agency Strategic Holding Area
MCA	Maritime Coastguard Agency
MTPAS	Mobile Telecommunications Privilege Access Scheme
NCC	Norfolk County Council
NERG	Norfolk Emergency Response Guidance
FCP	Forward Command Post
NPPV2	Non-Police Personnel Vetting level 2
OCC	Operations Communications Centre, Norfolk Constabulary HQ
UKHSA	UK Health Security Agency (formerly PHE)
PPE	Personal Protective Equipment



### Norfolk Emergency Response Guidance

RAFRLO	Royal Air Force Regional Liaison Officer
RCG	Recovery Coordinating Group
ResCG	Response Co-ordination Group
RT	Resilience Team, NCC
RTDO	Resilience Team Duty Officer
NHS	National Health Service
NRF	Norfolk Resilience Forum
SAGE	Scientific Advisory Group in Emergencies
SCC	Strategic Coordination Centre
SCG	Strategic Coordinating Group
STAC	Science and Technical Advice Cell
TCG	Tactical Coordinating Group

#### 1.5 NRF plans and links

All NRF plans are available on Resilience Direct; access to these plans is dictated by their protective marking and distribution lists: <https://collaborate.resilience.gov.uk/RDService/home/1691/07-Plans>

#### 1.6 References

The following documents are either referenced within the document or are useful in gaining a wider understanding of national doctrine.

- [Civil Contingencies Act – Category 2 Responders: overview of sectors and emergency planning arrangements](#)
- [Civil Contingencies Act \(2004\)](#)
- [Civil Contingencies lexicon](#)
- [Emergency Preparedness](#)
- [Emergency Response and Recovery \(2013\)](#)
- [JESIP Doctrine: the Interoperability Framework](#)
- [National Recovery Guidance](#)
- [Norfolk Resilience Forum multi-agency plans](#)
- [Preparation and planning for emergencies: warning and informing](#)
- [Respond to emergencies at the strategic \(gold\) level – National Occupational Standards](#)
- [Respond to emergencies at the tactical \(silver\) level – National Occupational Standards](#)
- [Working with faith communities](#)
- [Working with voluntary sector](#)