



MAJOR INCIDENT PLAN

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ASSOCIATED PLANS (Plans that are likely to be used in conjunction with this plan)
Leicester City Council Emergency Coordination Centre Plan
Leicester City Council Flood Plan
Leicester City Council Corporate Business Continuity Plan
LLR LRF Major Incident Framework Plan
LLR LRF Leicester City Centre Evacuation Plan
LLR LRF Generic Evacuation Plan
LLR LRF Humanitarian Assistance Plan
LLR LRF Pipelines Plan / COMAH Plans where relevant
LLR LRF Emergency Centres Plan
LLR LRF Identification of Vulnerable Persons in a Crisis Plan
LLR LRF Multi Agency Flood Plan
LLR LRF Communications Cell Plan
LLR LRF Fuel Shortage Plan
LLR LRF Major Incident Handbook
LLR LRF Recovery Plan
LLR LRF UK Influx Plan
LLR LRF Overseas Influx Plan
LLR LRF Flu Pandemic related plans

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1. INTRODUCTION

- 1.1 This plan has been produced to support Leicester City Council and its various services in fulfilling their statutory and moral responsibilities in the event of a major incident / emergency. It is a non-specific “generic” plan seeking to address general principles that can be applied to any extraordinary situation which the council may face, as well as providing specific contact details to assist an effective and efficient mobilisation of resources to respond.
- 1.2 The legislation placing a statutory duty on local authorities, including Leicester City Council, in relation to major incidents / emergencies is primarily contained in the **Civil Contingencies Act 2004**. This places clear responsibilities on certain organisations deemed essential in preparing for, responding to and recovering from major incidents / emergencies at the local level. Leicester City Council is one of those organisations having the greatest responsibility in this regard and defined as “Category 1 Responders”.
- 1.3 FAILURE TO ADEQUATELY FULFIL THIS RESPONSIBILITY MAY MAKE THE ORGANISATION AND INDIVIDUALS WITHIN IT ANSWERABLE IN CRIMINAL AND / OR CIVIL COURTS AND / OR PUBLIC INQUIRIES.**
- 1.4 This council exists to serve the city of Leicester and all of the diverse communities within it. The moral responsibility to endeavour to minimise the impact of major incidents / emergencies, when these communities are likely to be at their most vulnerable, is one that the leadership expects managers and staff to prepare for and respond to with the highest levels of commitment and application that circumstances allow.
- 1.5 The Leicester, Leicestershire and Rutland Local Resilience Forum (LLR Prepared) promotes cooperation, joint working and mutual aid amongst all Category 1 Responders. This council is a full member of this forum and the associated Resilience Partnership, which shares emergency management resources with Leicestershire County Council and other local authorities, allowing a more resilient response.

2. AIM

- 2.1 The aim of this plan is to provide Leicester City Council with a generic, flexible framework to oversee an effective response to control, mitigate or prevent the impact of a major incident on its communities and / or the environment.

3. OBJECTIVES

- 3.1 The objectives of the plan are to:

- Detail arrangements for its activation
- Detail the command and control arrangements that are to be adopted by Leicester City Council in response to a major incident

- Provide guidance on roles and responsibilities of key staff and service areas within Leicester City Council
- Provide guidance on links with Leicester, Leicestershire & Rutland Local Resilience Forum multi-agency response procedures and those of resilience officers of the LL&R Resilience Partnership

4. SCOPE

4.1 This plan is intended to provide a framework for a generic response to a major incident. It is designed so that personnel, with appropriate knowledge and training, can manage the response to a major incident within Leicester City Council's area of responsibility.

4.2 This plan has been developed to work in conjunction with the Leicester, Leicestershire & Rutland Local Resilience Forum Major Incident Framework Plan, thereby, facilitating an appropriate scale of response to a major incident affecting other LRF organisations.

4.3 This plan does not contain specific command actions designed to resolve a particular kind of incident. Instead it provides a menu of options and considerations to facilitate the information flow and enhance the co-ordination of Leicester City Council with other agencies responding to a major incident. It will be for the relevant command and control teams to make decisions based upon the information available at the time.

5. DEFINITION OF AN EMERGENCY / MAJOR INCIDENT

5.1 The Civil Contingencies Act 2004 defines an emergency as: "An event or situation which threatens serious damage to human welfare in a place in the UK or the environment of a place in the UK or war or terrorism which threatens serious damage to the security of the UK." It also uses the terms "emergency" and "major incident" inter-changeably but the latter term is preferred here to differentiate the context for organisations and service areas whose normal business includes routine emergency response.

5.2 For the purposes of this plan, however, a major incident includes lesser incidents that involve some or all of the following:

- Communities within Leicester City are threatened or are being affected by an incident
- More than one council service area is involved in the response
- Significant resources are required to respond effectively to the incident
- Actual or potential disruption to public service is incurred or likely to be
- A co-ordinated response over and above day to day working practices is required

6. LEVELS OF RESPONSE

6.1 The council's response to any incident will be proportionate to the scale and scope of the disruption likely to be caused. The kind of potential major incidents the council may face have been identified to be of two main types:

- **Internal Business Continuity Major Incident:** An incident causing major disruption to essential council functions. The Corporate Business Continuity Plan must be utilised in these circumstances.
- **External Major Incident:** An incident where a coordinated response is required from the council and its multi-agency partners in the wider community. This plan will be utilised in these circumstances but the Corporate Business Continuity Plan may also be activated, if the response has major disruption to essential council functions.

7. TRIGGER FOR ACTIVATION OF THE PLAN

7.1 The following may trigger the activation of this plan:

- A major incident that affects the Leicester City Council area is declared by a partner organisation and / or the Leicester, Leicestershire & Rutland Local Resilience Forum Major Incident Framework Plan has been activated.
- A Tactical or Strategic level manager within Leicester City Council Council considers it necessary or desirable in order to effectively prevent, reduce, control or mitigate the impact of an incident or potential incident.
- Leicester City Council would be unable to respond effectively without changing the deployment of its resources or acquiring additional resources.

8. ACTIVATION PROCEDURES

8.1 In most cases notification of an incident will come from the emergency services (often through the police) or directly from a member of the public. However, in the event of a self-declared incident, it may be a council officer making the initial notification. Whatever the case, should an emergency response be required by the council, the Resilience Partnership Duty Officer should be contacted immediately:

Other key contact details can be found at **Appendix C** of this plan or within the restricted Emergency Management section on Interface and also on the secure Business Continuity internet site, hosted on remote servers.

8.2 The Resilience Partnership is a formal agreement between all of the local authorities of Leicester, Leicestershire & Rutland, whereby their resilience officers work together as a team, allowing a more robust response during emergencies and a 24/7 duty officer system.

8.3 Activation during Office Hours

During office hours, the Resilience Partnership Duty Officer or the Leicester City Council Resilience Officer will refer to the LCC on call senior managers' rota and contact one of the senior officers shown as cover for that day. Having received the details of the incident and advice from the resilience officer, the senior manager will determine the appropriate level of response and issue instructions as necessary.

8.4 Activation out of office hours

Out of office hours, the Resilience Partnership Duty Officer will refer to the LCC on call senior managers' rota and contact one of the senior officers shown as cover for that day. Having received the details of the incident and advice from the resilience officer, the senior manager will determine the appropriate level of response and issue instructions as necessary.

8.5 **Appendix A** of this plan is a summary of what some key Leicester City Council service areas might provide during the response to a major incident. These are listed by division, section and team, including the names of relevant directors, heads of service and managers. It is intended as an aide memoir to assist senior officers and resilience officers deciding upon an appropriate, proportionate response by the council and who might need to be contacted.

9. LEICESTER CITY COUNCIL ROLE AND RESPONSIBILITIES

The role and responsibilities of Leicester City Council during a major incident are to endeavour to:

- Support the emergency services and other responding organisations by providing specialist resources.
- Provide support to the community affected.
- Provide support and care for the local and wider community including advice and information to those affected.

- Where practicable, provide mutual aid to another responding local authority in circumstances of an incident response requiring the deployment of resources beyond the means of that responding authority and a request has been received.
- Lead on recovery from the incident and restoration of the communities affected.

More specifically to:

- Participate in a multi-agency joint response to an incident
- Provide specialist support and guidance to the other responding organisations in areas such as;
 - 1) Environmental health
 - 2) Structural stability
 - 3) Housing and social welfare
 - 4) Traffic & transport management
 - 5) Flooding
 - 6) Cleansing, waste collection and recycling
 - 7) Licensing enforcement
 - 8) Political & community leadership
 - 9) CCTV in public places
 - 10) Dangerous & damaged trees
- Provide emergency centres
- Liaise with and coordinate the voluntary sector and faith/community group response (The British Red Cross, St John Ambulance, Salvation Army and Royal Voluntary Service often provide very important support during a major incident and may be mobilised through the Resilience Partnership Duty Officer).
- Liaise with elected members in relation to their community leadership role and promote the recovery from the major incident within the wider community
- Where necessary, give consideration to internal business continuity issues throughout the incident.
- Lead and coordinate on the recovery phase of the incident if the council is identified as the lead responding local authority or work with whichever local authority has this role.

10. COMMAND AND CONTROL

The three levels of command and control within Leicester City Council during a major incident are the nationally recognised Strategic (previously known as Gold) level, Tactical (previously known as Silver) level and Operational (previously known as Bronze) level.

All three levels may not be activated to deal with lesser incidents, for example, in some circumstances a Tactical level officer coordinating Operational Service Management Teams will suffice.

11. LCC Strategic Command “Crisis Management Group”

This group will consist of the Chief Operating Officer, strategic directors, the Director of Finance and the Director of Delivery, Communications & Political Governance.

The role and responsibilities of the Crisis Management Group are:

- Maintaining overall strategic management control of the council response to an incident;
- The strategic direction for managing the incident, including dealing with media and providing information to central government agencies;
- Providing the tactical officer with aims and objectives to determine the priorities of the response;
- Giving support to the tactical officer through the provision of resources;
- Ensuring effective liaison between all services and agencies including attendance at any multi agency Strategic Coordinating Group (SCG) meetings;
- Providing a media spokesperson and approve media statements in conjunction with any multi agency press statements;
- Identifying and deciding any financial issues and any potential impacts on the delivery of council services;
- Briefing the City Mayor, Deputy City Mayor assistant mayors and other councillors and, where necessary, requesting they assist in providing a link with the affected communities;
- Determining plans for the recovery of the organisation and community.

Location of the Crisis Management Group

Redacted Section

Action card for lead strategic officer / initial agenda for Crisis Management Group can be found at **Appendices B VI & B VII**

12. LCC Tactical Command “Resilience Planning Group”

This group will consist of council directors and heads of service relevant to the response to the specific major incident at hand.

The role and responsibilities of the Resilience Planning Group are:

- Implementing the aims and objectives set out by the strategic Crisis Management Group;
- Utilising the resources of the council and determining the most appropriate use and allocation of them based upon the information available;
- Ensuring that actions of the council are coordinated with other responders;
- Providing the operational managers & staff with support and direction as necessary;
- Ensuring that any expenditure is recorded so that claims can be made against insurance policies and/or the Belwin Scheme;
- Giving consideration to the effect the incident may have on business continuity and the risk management of the council’s services;
- Providing an appropriate officer to attend any multi agency Tactical Coordinating Group (TCG) meetings, who can feed back any necessary information;
- Assisting in the development of recovery strategies;
- Ensuring appropriate consideration is given to the safety and welfare of staff members and the public.

Location of the Resilience Planning Group

Redacted Section

Action card for lead tactical officer / initial agenda for Resilience Planning Group can be found at **Appendices B VIII & B IX**

13. LCC Operational Command “Service Management Teams”

Operational command will be council managers, supervisors or members of staff who are the most senior council officers of a service area or function who are actually deployed on the ground, including to the scene of an incident. They are responsible for implementing the council’s response as directed by the tactical Resilience Planning Group.

There may well be more than one operational level commander for the council and they are likely to be officers with responsibilities involving highways, housing, environmental health, building control, social care, refuse collection, wardens etc. Depending upon the incident, it may include others, like the set up and management of an emergency centre.

Although a number of operational commanders may be working for the council in relation to any single incident it is vital that there is only one for each relevant service area, functional or geographical responsibility. In other words if highways personnel are deployed on the ground only one operational commander for highways will be nominated. All deployments of highways staff will go through that officer.

Each service area of Leicester City Council has identified trained staff at appropriate levels and alerting arrangements to enable them to respond. Contact details for key services can be found on the restricted section of the EMU Interface site.

Out of hours cover rotas for front-line operational services are held by City Hall Security, the LLR Resilience Partnership Duty Officer and members of the Leicester City Council Emergency Management Unit.

Appendix B IV gives a list of responsibilities for service heads and managers to consider in relation to any major incident in which they become involved.

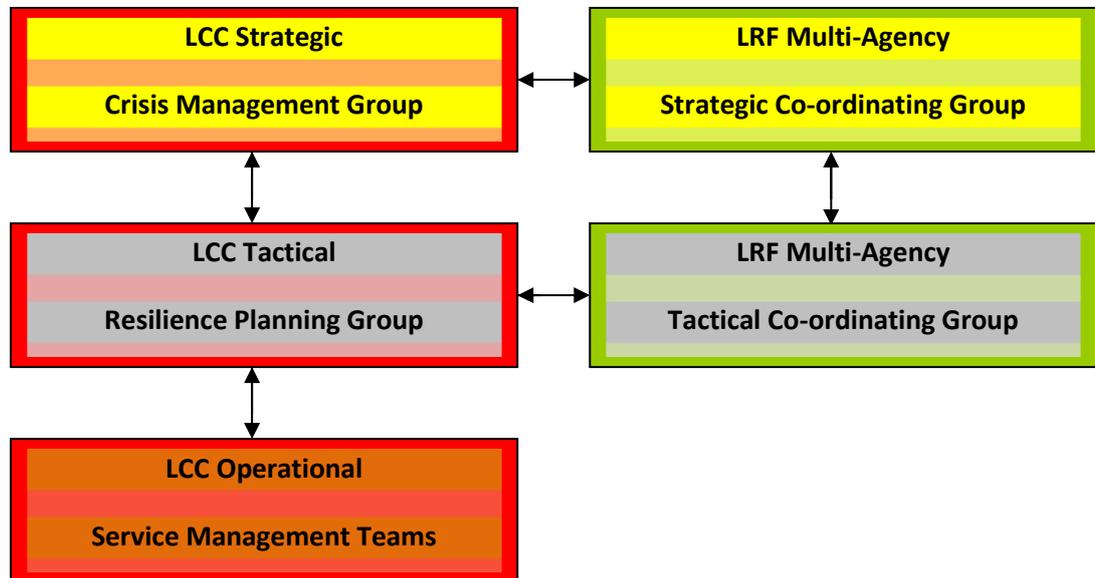
14. Multi-Agency Coordination

Any large scale incident is likely to require the establishment of multi-agency coordinating groups at strategic and tactical levels. These groups will be formed to ensure that appropriate strategies and actions are developed and implemented across all responding agencies and will normally meet at *Redacted*.

It is essential that the council is represented at any multi agency meetings either in person or appropriately represented by a senior officer from another local authority. The council’s lead strategic officer (normally the Chief Operating Officer) must ensure that arrangements are made for representation upon and communication with, any such coordinating groups.

The Local Resilience Forum Major Incident Framework Plan details the formation and function of any Strategic Coordinating Group (SCG) and Tactical Coordinating Group (TCG).

Schematic of a Full Local Command / Control & Coordination Structure



15. LOGGISTS

Loggists will be required during the response to any serious incident. The council must ensure that an accurate record of its actions is maintained and preserved, thereby providing a reliable, transparent source of evidence to justify its actions in the response to an incident during any subsequent debriefs, investigations, public inquiries, civil and criminal prosecutions. The record can also be used to accurately identify areas of good practice and where improvements may be required.

Loggists are trained to accurately record information, decisions and actions within bound log books. They must remain with the strategic or tactical commander to whom they have been assigned. They are not to be used to produce minutes. Instead, digitally recording meetings is a good way to preserve an accurate record of discussions. Giving them additional tasks to support the command teams, such as organising refreshments or photocopying, must be avoided.

It is also advisable for any individual decision makers involved in the incident to keep a record of key events, actions and decisions (including the reasoning used to come to the decisions) by means of a personal log, where no loggist has been allocated to perform this role for them.

The direct utilisation of the web based Atlas Incident Management System or “AIMS” to generate and record meetings and actions is highly recommended if the council control room is activated. Any LCC computer can be temporarily supplied with the link so it can also

be used to record actions from meetings and updates from staff located elsewhere. However, the council has twenty licences and so the number of people logged onto AIMS at any one time is limited to that number. Details of staff trained in the use of AIMS are contained in the Emergency Management databases or on the AIMS system itself. Bound Resilience Partnership log books are available from the Emergency Management Unit and should be utilised when necessary.

Action card for loggists can be found at **Appendix B X**

16. THE RESILIENCE PARTNERSHIP DUTY OFFICER

The Leicester City Council Resilience Officer or Resilience Partnership Duty Officer will provide the council with notification of a potential or developed incident as well as guidance and assistance to council officers throughout the response.

Every effort will be made to ensure that a Resilience Officer is available in the Emergency Control Room in person. In some situations the function may have to be undertaken remotely, using telephone or other means.

The Resilience Officer is not authorised to make decisions on behalf of the council nor should they be considered to be a suitable representative at any Local Resilience Forum Strategic Coordinating Group (SCG) or Tactical Coordinating Group (TCG) meetings, although they should be utilised to provide specialist advice to the senior council officer at such gatherings.

An action card for resilience officers can be found at **Appendix B II**

17. STAFF WELFARE AND HEALTH & SAFETY

Council operational commanders will be expected to work closely with other responders at the scene and adhere to any safety guidelines issued by members of the emergency services.

They remain under the control of Leicester Council. Operational commanders and their staff will only be sent to the scene if they have received appropriate training, been issued and are in possession of the necessary personal protective equipment (PPE). Emergency services will not issue PPE to local authority staff at the scene of an incident.

All managers and staff have a responsibility for their own health and safety and not spontaneously deploy to incidents or tasks they are not qualified or trained to undertake. However, it is recognised that even performing their normal roles within the potentially extra-ordinary circumstances of a major incident, can have a significant impact on individual wellbeing at the time and subsequently.

Specialist health and safety advice can be provided on the ground or at tactical and strategic level by contacting the council's Corporate Health & Safety Team.

It is important that arrangements are put in place whereby all staff and managers take regular breaks with sufficient refreshments and avoid becoming exhausted. Also, that they are subject of hot debriefs and more thorough debriefs within a reasonable time of the incident. Wherever thought appropriate or requested additional short, medium and long-term management and or therapeutic support should be put in place through the council's independent provider, AMICA, again arranged via the Corporate Health & Safety Team.

18. EMERGENCY CONTROL CENTRE

LCC Control Room

During any major incident the activation of the council control room facility *Redacted Section* should be an early consideration. The facility is the subject of a separate operating guide which is available on Interface and the Emergency Management Unit also hold a copy.

The control room is ideally located to be used in conjunction with the meeting room next door, which is likely to accommodate the Resilience Planning Group.

In summary, the control room contains workstations for up to twelve operators and allows access to all of the council's IT systems including "AIMS". A list of staff members trained in the latter is also held by the emergency management officers.

In addition, the control room contains three digital radio base stations giving a direct communication option with some operational services that have their own base stations and staff who carry personal radios or drive vehicles with dashboard mounted sets. Also, a stock of fifty digital radios may be issued to operational staff for the duration of a specific incident.

Supplementary communications including Raynet and a satellite telephone may also be available and the Local Resilience Forum has the capacity to arrange alternative communication options in the event of local failure.

The control room is equipped with screens that allow viewing of images from CCTV cameras located throughout the city via links to *Redacted Section*. In addition there is a Smart Board.

Redacted Section

19. MEDIA

Effective internal, external and multi-agency communications are absolutely vital during any major incident. Consultation with the Communication & Digital Media Team of Leicester City Council must always be an early action if this is to be achieved. It is important to avoid individual council officers making media statements off their own bat without reference to such professional advice and support. It will also be necessary to ensure all organisations involved in the response have a joined up communications plan based upon the one, agreed and accurate version of the current state of the incident.

The City Mayor or Deputy City Mayor is likely to be central in fronting the media on behalf of this council during any major incident. Potentially, they are also going to be "the face of the city" and it's communities as the impact of the incident unfolds and early engagement of

them and other elected members is a critical dimension when establishing an effective communication regime.

20. ELECTED MEMBERS

Councillors provide a vital interface with the communities they serve and are well placed to pass on information to and from local people affected by the risks and hazards for which plans are prepared. Should a serious incident occur it is important that ward councillors for the areas affected are briefed about it as soon as possible.

Councillors will not be actively involved in the decision making process by the council in relation to the emergency nor do they have any authority to make decisions on behalf of the council.

Councillors have no responsibilities placed upon them. Below is a list of tasks that they can undertake to assist the council during the incident. Elected members will be coordinated by the Democratic & Civic Support Team of Leicester City Council.

- Providing support and encouragement for the efforts of officers of all service areas involved in the response to the emergency
- Attending and being a familiar 'face' of the council at locations set up to deal with the incident like emergency centres or humanitarian assistance centres
- Focus on lifting morale both amongst staff and the affected community
- By prior arrangement with the leading strategic officer or nominee, members can periodically attend the appointed Emergency Control Room to meet staff, acquire information and relay the perspectives and priorities of local people
- Keeping a log of significant actions and events for use in subsequent debriefings and any official inquiries related to the emergency.

It is requested that if councillors are personally approached by the media that they direct them to the council's communications manager. Unprepared and unauthorised statements have the tendency to undermine the work of the council and the emergency services and could cause unnecessary additional distress to the people affected. Only statements authorised by the strategic lead can be classed as official statements from the council.

21. LEICESTER LEICESTERSHIRE & RUTLAND RESILIENCE PARTNERSHIP TEAM

The Resilience Partnership Team will support its partners through the response to an Incident by providing advice and guidance to enable them to achieve their primary roles and responsibilities.

RESPONSIBILITIES;

- Provide its partners with notification of a potential or developed incident within the partner's area of responsibility
- Provide advice and guidance on the activation of any response plans
- Provide advice and guidance to senior managers throughout the incident, either in person or via telephone
- Support information sharing and cooperation between the partners
- Activate additional resilience officers in support where required.

What the Resilience Partnership Team will not do:

- Make decisions and authorise expenditure on behalf of its partners
- Facilitate business continuity issues or operational requests from emergency services, i.e. request for highways assistance, access to council buildings and key holders etc.

22. MUTUAL AID

During an incident it is a possibility that the need for council resources required is beyond those available. As a result a mutual aid arrangement has been agreed by the leading officers of all the local authorities of Leicester, Leicestershire and Rutland. Leicester City Council must therefore be prepared to make or receive requests for mutual aid during such an incident. Such requests maybe for additional staff from particular service areas or with specialist major incident skills, like loggists. Alternatively, the request may relate to material support like provision of sandbags or transport assets.

Mutual aid between local authorities is normally activated by a formal request from one chief executive or equivalent to another during an emergency in Leicester, Leicestershire and Rutland. However, it should be noted that the use of trained emergency centre volunteers between authorities does not require prior authorisation but only notification to the line managers of the relevant staff. Also, Resilience Officers may be deployed to any authority / locations without reference to formal mutual aid requests.

23. INCIDENT STAND DOWN

The decision for Leicester City Council to stand down from a major incident should be made between the lead strategic officer and the lead tactical officer with advice sought from a resilience officer (whenever possible the lead resilience officer for that authority). The decision should be based upon whether there is an on-going need for a coordinated

response of council services to the incident. The criteria for declaring an incident should also be evaluated to consider whether they are still applicable.

In many situations the decision to stand down could be triggered by the stand down of the Local Resilience Forum Strategic Coordinating Group (SCG) and / or Tactical Coordinating Group (TCG). However, the council must make its own determination whether to stand down or not. There may be cases where the council can stand down prior to or after the decision to stand down these multi-agency groups. It may also be the case that a Recovery Coordinating Group, led by the council, continues to function long after the SCG and TCG.

Once the council has been stood down from the response there must be a series of debrief sessions with those involved.

The lead strategic officer and tactical officers are responsible for ensuring that a hot debrief is undertaken as close to the stand down as possible, ideally within hours.

Heads of service are responsible for ensuring that a full debrief is undertaken with any members of staff in their services that were involved in the response. Multi agency debriefs will also be undertaken and internal debriefs should be timed so that they can inform the multi- agency debrief through appropriate representation.

24. RECOVERY PHASE

The Local Resilience Forum Strategic Coordinating Group (SCG) should, at an early stage, instigate the establishment of a Recovery Coordinating Group (RCG) and begin to implement a recovery strategy. This is likely to be early in the response phase as the earlier this is done the more effective and shorter the recovery process.

There may be many ongoing issues from the incident that may still need a coordinated response but do not require the immediate intervention that the response phase requires. These issues can be dealt with in the recovery phases. Issues could include;

- Re-housing displaced persons in medium to long term accommodation
- Making safe damaged structures
- Restoring the natural and built environment
- Restoration of the economy
- Psychological support for staff and members of the community
- Restoration of council services, and many more

To deal with these issues a lead local authority will be identified (normally the authority where the incident has occurred) and required to establish the Recovery Coordinating Group. Further details can be found in the **Local Resilience Forum Recovery Plan**. The Resilience Officer will also be able to give advice and guidance.

25. TRAINING & EXERCISING

Managers and staff members that have key roles within this plan should be identified and receive appropriate briefing, training and exercising opportunities. Attendance at these will ensure that they are familiar with the contents of this plan and have the necessary skills and knowledge to be able to implement the plan appropriately.

The Civil Contingencies act 2004 requires all emergency plans be exercised regularly to ensure that the details contained within it are relevant and the plan is fit for purpose. This will also allow those who are involved in the plan to apply their skills and knowledge in a practical scenario. Exercises will be incorporated within the training programme developed by the Resilience Partnership officers and the Leicester, Leicestershire & Rutland Local Resilience Forum.

26. ACTION CARDS

Action cards for key roles within the council can be found at **Appendix B**.

