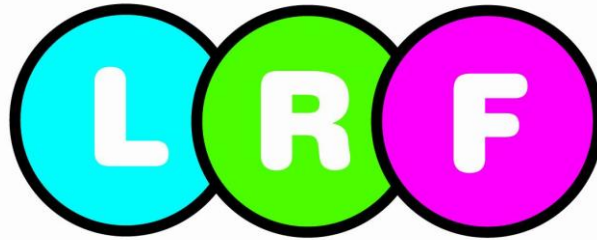


Devon • Cornwall • Isles of Scilly



Local Resilience Forum

COMBINED AGENCY EMERGENCY RESPONSE PROTOCOL (CAERP)



LRF Combined Agency Emergency Response Protocol

Title of document:	Combined Agency Emergency Response Protocol (CAERP)
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05.03.11	V6.0	Final amendments / Format	Mark Ruston	SAR Subgroup	05.02.11

Distribution

Name	Department	Organisation

This Plan is owned by the Devon, Cornwall and Isles of Scilly LRF, maintained, and updated by the LRF Humanitarian Assistance and Evacuation Subgroup. All users are asked to advise the Secretariat of any changes in circumstances that may materially affect the plan in any way.

Details of changes should be sent to:

Devon, Cornwall and Isles of Scilly Local Resilience Forum Secretariat

Email lrf@devonandcornwall.pnn.police.uk

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This document contains hyperlinks to a number of public domain websites and documents to assist the practitioner in making informed decisions. Caution must be used when using these hyperlinks by ensuring that any documents are still the most recent version

TITLE AND OWNERSHIP

This document is entitled the Combined Agency Emergency Response Protocol and can be known by its acronym 'CAERP'. It replaces the document known as the Joint Emergency Response Protocol. This is version three of CAERP with the LRF having completed a review process from September 2010.

It has been produced by the Devon, Cornwall and Isles of Scilly Local Resilience Forum (LRF). The LRF has the rights of ownership of this document, with publication and distribution being agreed by the LRF members. No amendment, replication or distribution of this protocol is permitted without the express agreement of the LRF.

DISTRIBUTION

Individual partner agencies may produce this document on their individual websites. Permission is granted to those agencies to copy and print the contents of the document by the Devon, Cornwall and Isles of Scilly Local Resilience Forum. This LRF has a website available at <http://www.dcisprepared.org.uk>

PROTECTIVE MARKING

This document is not subject to protective marking classification at this time, and is suitable for disclosure under the terms of the freedom of Information Act.

REVIEW and AMENDMENT

A review of this document will take place each year, led by the Devon and Cornwall Constabulary and updates will be issued. Each agency must notify the LRF Secretariat of any amendments or additions they seek to have included. These can be sent by e-mail to – <mailto:lrfd@devonandcornwall.pnn.police.uk>

EQUALITY and DIVERSITY

The importance of delivering services which meet the needs of different communities within the LRF and ensuring no-one is discriminated against is essential from both a legal and moral point of view. Responders should remain mindful and respectful of individuals' human rights and must also recognise the importance of taking into account the full range of equality strands including Race/Ethnicity, Disability, Gender (including Gender re-assignment and Transgender, pregnancy and breastfeeding mothers, marital and civil partnership status), Age, Sexual Orientation, Religion and Belief and ensuring that these needs and circumstances are considered

Further guidance on equality impacts can be found by viewing Section D 'want to know more' of the Equality Impact and Needs Assessment at <http://www.devon.gov.uk/einatoolkit2008.pdf>

CAERP Version v5.0 (March 2011)



1. INTRODUCTION

1.1

The aim of this document is to provide a framework for the co-ordinated delivery of effective and efficient integrated emergency management arrangements within the Devon, Cornwall and Isles of Scilly LRF area. It is applicable to the Emergency Services, Local Authorities and other agencies at a Major Incident or similar emergency. It describes the agreed procedures and joint arrangements for the effective co-ordination of an incident.

The objective of this document is to act as the overarching protocol by which all emergencies (as defined by the Civil Contingencies Act 2004) are managed within this LRF area and provides the underpinning principles for the development of all contingency plans within the LRF area. It is also intended to summarise the response and responsibilities of organisations at a Major incident and outlines how the responding organisations will work collectively for the overall benefit of the public. This also incorporates the support role offered by other organisations.

It is intended for use by all Category 1 and Category 2 responders, as defined in the Civil Contingencies Act 2004, when each respective organisation is invoking special procedures to deal with a MAJOR INCIDENT. A Major Incident is defined in Section 2.1.1 below.

It does not replace each responder organisation's Major Incident Procedures. The principles outlined in this document should act as guidance and therefore does not contain detailed instructions. They are intended to provide a basis of understanding upon which other Multi-Agency plans are developed.

The guidance emphasises the necessity to establish liaison between all the responders involved in the response from the onset of an emergency and continually throughout at all levels of command. By its achievement each agency will be able to carry out their roles and responsibilities to maximum efficiency as part of a unified joint strategy.

The Combined Agency Emergency Response Protocol (CAERP) is consistent with the document 'Emergency Response and Recovery' (August 2009), which is produced by the Civil Contingencies Secretariat, and the ACPO (2009) Guidance on Emergency Procedures.

Representatives of Category 2 Responders who are required to co-operate and share information with Category 1 Responders and other appropriate agencies, including the voluntary sector, will be invited to participate in the work of the LRF through the sub-groups.

It is recognised that every Major Incident is different and has its own unique factors. This document does not seek to replace the Emergency Procedure Manual of each Service. However, the advice contained within it should be regarded as a guide. It is designed to offer a framework within which those responsible for the successful resolution of the incident are able to work together with maximum efficiency. No one should be criticised for treating an incident as serious in the first instance even if in the eventuality that it proves not to be.

The Civil Contingencies Act is available to view at:

<http://interim.cabinetoffice.gov.uk/ukresilience/preparedness/ccact.aspx>

1.1.1 LRF representation

LRF Category 1 Responders

Emergency Services

Devon and Cornwall Constabulary
British Transport Police
Cornwall Fire and Rescue Service
Devon & Somerset Fire and Rescue Service
Isles of Scilly FRS
South Western Ambulance Service NHS Trust
Maritime & Coastguard Agency (HM Coastguard)
Ministry of Defence Police

Local Authorities

Cornwall Council
Devon County Council
Council of the Isles of Scilly
Plymouth City Council
Torbay Council
East Devon District Council
Exeter City Council
Mid Devon District Council
North Devon District Council
South Hams District Council
Teignbridge District Council
Torrige District Council
West Devon Borough Council

Health Organisations

Plymouth Hospitals NHS Trust
North Devon Healthcare NHS Trust
Royal Devon & Exeter Foundation NHS Trust
South Devon Healthcare NHS Foundation Trust
Royal Cornwall Hospitals NHS Trust
Health Protection Agency -
(Cornwall/Devon Health Protection Units)
Cornwall Primary Care Trust
Devon Primary Care Trust
Plymouth Primary Care Trust
Torbay Care Trust

Miscellaneous

Environment Agency

LRF Category 2 Responders

Utilities Transmission, Distribution, Interconnection

National Grid
Western Power Distribution
Wales & West Utilities
South West Water
Communications Network - BT
NTL Telewest
02

Orange

T Mobile

Vodafone

Train Operating Companies

Arriva Trains
First Great Western
South West Trains
Virgin Trains
EWS

Network Rail

Airports

Exeter International Airport
Plymouth City Airport
Newquay Airport
St Mary's Airport, Isles of Scilly
Land's End Airport
Penzance Heliport

Harbour Authorities

Falmouth and Truro Port Health Authority
Fowey Port Health Authority
Plymouth Port Health Authority
Teignmouth Port Health Authority

Motorway & Trunk Roads

Highways Agency

Others

Health and Safety Executive
Strategic Health Authority

Supporting Agencies

43 (Wessex) Brigade

Defra

Voluntary Agencies (Appendix I)

Our Aim

To co-ordinate an effective and efficient Integrated Emergency Management Protocol within the Devon, Cornwall and the Isles of Scilly LRF area

1.2 Responder Summary

Local Authorities	Emergency Services	NHS Bodies
<ul style="list-style-type: none"> • All principle local authorities • Government Agency • Environment Agency 	<ul style="list-style-type: none"> • Police • British Transport Police • Fire and Rescue Service • Maritime and Coastguard Agency • Ambulance Service • Ministry of Defence Police 	<ul style="list-style-type: none"> • Primary Care Trust • Health Protection Agency • NHS Acute and Hospital Foundation Trusts

1.3 Category 1 Responders duties:

- Assess local risks and use this to inform emergency planning
- Put in place emergency plans
- Put in place business continuity management arrangements
- Put in place arrangements to make information available to the public about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of emergency
- Share information with local responders to enhance coordination
- Cooperate with other local responders to enhance coordination and efficiency; and
- Provide advice and assistance to businesses and voluntary organisations about business continuity management (Local Authorities only)

1.4 LRF Structure

In order to support the work of the Devon, Cornwall and Isles of Scilly Local Resilience Forum, a business management group (BMG) has been formed. The BMG comprises senior practitioners from the Category 1 Responders, plus representation from the Category 2 Responders. The aim of the BMG is to discuss in advance and in more detail proposals to be taken to the LRF Chief Officer Group (COG) for their decision and ratification. It provides a process at the tactical and operational level through which multi agency planning can be delivered effectively.

A number of sub groups have been formed to assist the BMG in meeting the requirements of the Civil Contingencies Act. Appropriate Category 1 and Category 2 representatives chair the sub groups and report directly to the BMG. The '*Devon, Cornwall and Isles of Scilly LRF Strategic Framework*' document gives further detail and a list of present sub-groups. The document can be found at, http://www.dcisprepared.org.uk/lrf_strategic_framework-sept08-2.pdf

1.5 Business Continuity

Responder organisations should have Business Continuity Plans in place to enable them to continue to operate adequately should the Major Incident directly affect their business and also to ensure they can maintain their critical services whilst dealing with a major incident or during the recovery stage thereafter.

BS25999 is a code of practice that takes the form of guidance and recommendations.

http://www.direct.gov.uk/en/Governmentcitizensandrights/Dealingwithemergencies/Preparingforemergencies/DG_175927 refers.

It establishes the process, principles and terminology of business continuity management (BCM), providing a basis for understanding, developing and implementing business continuity within an organisation and to provide confidence in business-to-business and business-to-customer dealings.

The British Standard on Business Continuity Management (BCM), BS25999, defines BCM as 'a holistic management process that identifies potential threats to an organisation and the impacts to operations that those threats, if realised, might cause, and which provides a framework for building organizational resilience with the capability for an effective response that safeguards the interests of its key stakeholders, reputation, brand and value creating activities.'

The British Standard sets out six elements to the BCM process.

1. **BCM programme management** - Programme management enables the business continuity capability to be both established (if necessary) and maintained in a manner appropriate to the size and complexity of the organisation.
2. **Understanding the organisation** - The activities associated with "Understanding the organisation" provide information that enables prioritisation of an organisation's products and services, identification of critical supporting activities and the resources that are required to deliver them.
3. **Determining business continuity strategies** - This allows an appropriate response to be chosen for each product or service, such that the organisation can continue to deliver those products and services at the time of disruption.
4. **Developing and implementing a BCM response** - This involves developing incident management, business continuity and business recovery plans that detail the steps to be taken during and after an incident to maintain or restore operations.
5. **BCM exercising, maintaining and reviewing BCM arrangements** - This leads to the organisation being able to demonstrate the extent to which its strategies and plans are complete, current and accurate and identify opportunities for improvement.
6. **Embedding BCM in the organisation's culture** - This enables BCM to become part of the organisation's core values and instils confidence in all stakeholders in the ability of the organisation to cope with disruptions.

2. MAJOR INCIDENTS, EMERGENCIES AND CRITICAL INCIDENT DEFINITIONS

2.1 Incident definitions

2.1.1 Major Incident

A Major Incident is defined in the 2009 ACPO Guidance on Emergency Procedures as "any emergency that requires the implementation of special arrangements by one or more of the Emergency Services and generally includes the involvement, either directly or indirectly, of large number of people".

A Major Incident may also involve other agencies and organisations including the NHS, Local Authorities, the Environment Agency, the Maritime and Coastguard Agency, utility companies, transport companies, private companies and the voluntary sector.

The Civil Contingencies Act 2004 defines it as any Emergency that requires the implementation of special arrangements by one or more emergency responders and meets one of the following two criteria:

- The emergency is likely to seriously obstruct the organisation in the performance of its functions, or
- It is likely that the organisation;
 - would consider it necessary or desirable to take action to prevent the emergency, to reduce, control or mitigate its effects or otherwise in connection with it and
 - would be unable to take that action without changing the deployment of resources or acquiring additional resources.

A Major incident may require the: -

- The initial treatment, rescue and transport of a large number of casualties.
- The handling of a large number of enquiries likely to be generated both from the public and the news media usually to the Police.
- The large scale deployment of the combined resources of the Emergency Services.
- The mobilisation and organisation of the Emergency Services and supporting organisations, e.g. Local Authority, to cater for the threat of death, serious injury or homelessness to a large number of people.

The guidance also clarifies that the words 'Incident' and 'Emergency' are one and the same and are interchangeable.

The ACPO guidance can be viewed via this link,

http://www.npia.police.uk/en/docs/Emergency_Procedures_2009.pdf

2.1.2 Emergency

An Emergency is defined within the **Civil Contingencies Act 2004**

<http://www.cabinetoffice.gov.uk/ukresilience/preparedness/ccact.aspx>

- An event or situation which threatens serious damage to human welfare in a place in the UK
- An event or situation which threatens serious damage to the environment of a place in the UK
- Or
- War, terrorism, which threatens serious damage to the security of the UK.

Damage to human welfare involves causes or may cause one or more of the following:-

- Loss of human life
- Human illness or injury
- Homelessness

- Damage to property
- Disruption of a supply of money, food, water, energy or fuel
- Disruption of a system of communication
- Disruption of facilities for transport
- Disruption of service relating to health.

Damage to the environment involves causes or may cause:

- Contamination of land, water or air with biological, chemical or radioactive matter
- Disruption of destruction of plant life or animal life.

A minister of the crown may order that a specified event or situation is to be treated as an emergency. This definition is deliberately widely cast to encompass a range of events and situations, some of which may not directly involve the police.

HM Government (2010) Central Government Arrangements for Responding to an Emergency – Concept of Operations

<http://interim.cabinetoffice.gov.uk/media/349120/conops-2010.pdf> provides a scale of emergencies. These are in descending order of magnitude.

- Catastrophic Emergency (Level 3)
- Serious Emergency (Level 2)
- Significant Emergency (Level 1)

The two higher magnitude emergencies require HM Government to provide central direction or coordination, and may lead to the Cabinet Office Briefing Rooms (COBR) opening. A Significant Emergency (Level 1) will require HM Government support and the identification of a lead government department.

HM Government (2005) Central Government Arrangements for Responding to an Emergency – Concept of Operations also describes local emergencies, which are routinely handled by the emergency services (such as road collisions, localised flooding or industrial accidents). It acknowledges that there is some overlap between the term local emergency and the term Major incident.

The event or situation may occur or be *inside* or *outside* the United Kingdom.

An Emergency is considered to have consequences *inside* the United Kingdom if the serious damage is with the territorial sea of the UK. The territorial sea is the area of sea up to 12 nautical miles seaward of the UK coast.

Under the **Civil Contingencies Act 2004** Category 1 Responders must perform their duties under the Act only in relation to two situations either of which poses a considerable test for that organisation's ability to perform its functions.

The two tests are:-

- Where the Emergency would be likely to seriously obstruct the organisations ability to perform its functions or
- Where the Category 1 Responder:
 - Would consider it necessary or desirable to act to prevent, reduce, control or mitigate the emergency's effects, or otherwise take action;And
 - Would be unable to act without changing the deployment of its resources or acquiring additional resources.

One of these two tests **must** be met for the main duties of the Act to apply.

A short guide to the Civil Contingencies Act is available via this link,

<http://www.cabinetoffice.gov.uk/ukresilience/preparedness/ccact.aspx>

2.1.3 Critical Incident (*Police definition*)

The term 'Critical Incident' is any incident where the effectiveness of the Police response is likely to have a significant impact on the confidence of the victim, their family and/or the community. Some examples are homicides, serious sexual offences, firearms incidents and hate crimes. A copy of the ACPO (2007) Practice Advice on Critical Incident Management is available via the following link, http://www.acpo.police.uk/policies.asp?PCY_FileType=PDF

2.2 Thresholds

The threshold for the activation of Major Incident procedures is the declaration of a Major Incident by any of the Category One responders. Although what requires a Major Incident response may be different for each organisation, any declared Major Incident should be treated as such by all responders until such time as it is proven not to be.

In certain cases, particularly progressive emergencies, some responder organisations may use 'Major Incident Standby'. A signal that there is significant potential for escalation and as a result certain preparatory measures should be implemented. The use of Major Incident Standby can allow greater flexibility particularly where an Emergency may be a Major Incident for one responder organisation and not another.

In some circumstances the Emergency may go beyond the immediate local area and be considered a regional or national emergency. In such circumstances a Minister of the Crown may declare a State of Emergency and may empower a regional co-ordination structure.

2.3 Notification

Some emergencies may only significantly affect one responder and as a result there may be an internal declaration of a Major Incident. Whilst other responder organisations may be alerted to this it is important that it is made clear that it is an emergency that only requires an internal response on the part of the single organisation.

2.4 Reporting

Initial reports from the scene, the alerting of other responder organisations and subsequent update reports should include SAD CHALETS information. The mnemonic is below; however, more detail is contained in Section 4.1.1

S	Survey
A	Assess
D	Disseminate
C	Casualties
H	Hazards
A	Access (& Egress)
L	Location
E	Emergency Services (& Evacuation)
T	Type of Incident
S	Start the Log (& Safety)

2.5 Stages

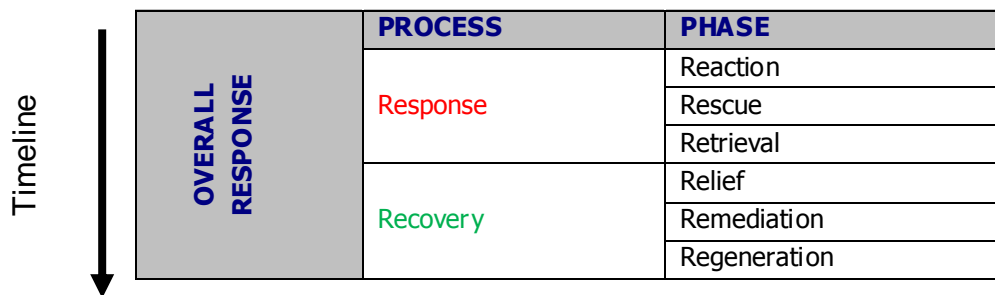
THE PROGRESSION OF AN EMERGENCY RESPONSE

Every Major Incident will be uniquely different from all previous emergencies; however it can be useful to consider the response in terms of distinct processes and phases in order to gain a greater understanding of the type of actions that are required. It is unlikely that a Major Incident will involve a linear progression through each of the phases detailed here; it is acknowledged that phases are likely to overlap and each will require very different levels of activity and effort dependant on the emergency.

The activity that takes place following a Major Incident can be considered in terms of two interlocking processes:

RESPONSE PROCESS – Activity to assess, contain and mitigate the emergency

RECOVERY – Activity to address the consequences of the emergency and emergency response, and to return the affected community and environment to a healthy condition.



RESPONSE PROCESS

2.5.1 Phase 1: REACTION

- This is the first phase and commences at the initial notification that an incident has occurred or may occur. The priority at this phase is to assess the extent of the Emergency and assess the level of response that will be required. It is the responsibility of the agency which receives the initial report to gather as much information as is reasonably possible at that time, and to accurately and concisely disseminate that information to relevant Category 1 & 2 responders.
- It is recommended that all agencies and authorities use the SAD CHALETS system to ensure consistent high quality incident reporting.
- The Reaction Phase sees the establishment of the Command and Control structure should follow the GOLD / SILVER / BRONZE model which is sometimes referred to as Strategic / Tactical and Operational. However, depending on the exact nature of the incident not all levels may be activated and therefore they take on a passive role.
It is essential that people directly affected by the incident are identified and contained as they may be injured, contaminated, witnesses to the event, or suspects. People not directly affected initially should be prevented from becoming so by restricting entry the scene and by implementing measures to prevent cross contamination.
- Key actions during the Reaction Phase include:-
 - Consider STEP 1 - 2 – 3 (See 4.1 for further explanation)
 - SAD CHALETS update
 - The activation of alert cascades

 LRF Combined Agency Emergency Response Protocol

- Early establishment of Command & Control structures.
- Activation of relevant contingency plans
- Identification of safe & suitable rendezvous sites and Forward Command Points
- Containment measures to reduce or prevent escalation of the incident
- Initial cordons to prevent access and if necessary egress from the scene
- Traffic Management Plan to allow the responding agencies safe access & egress
- Start to consider a Community Impact Assessment
- Initial Health and Safety guidance for responding personnel
- Consideration of declaring a mobilisation event in line with the Police National Mobilisation Plan

- Implementation of Business Continuity Plans
- Consideration of Public Health Advice and the establishment of a STAC

2.5.2 Phase 2: RESCUE

- Having initially reacted to the incident the emergency response will go through a process of consolidation and move into more structured activities to bring the emergency under control. The priority is to rescue all human life, and animal life if appropriate, contained within the affected area. If necessary decontamination facilities will be established. Medical casualties will be initially assessed (triaged), and removed from the scene to appropriate treatment centres.
- There may be continuing risks and/or potential for escalation, therefore appropriate activities, e.g. fire fighting, or precautionary, e.g. evacuation, measures may need to be implemented to reduce or resolve these issues.
- Key actions during the Rescue Phase include:-
 - Establishment of cordon control and appropriate decontamination facilities
 - Rescue of all casualties and survivors
 - Triage and transportation of casualties
 - Precautionary measures to limit risks and prevent escalation
 - Actions to reduce and / or resolve ongoing hazards
 - Establishment of a Survivor Reception Centre
 - Structured Command and Control
 - Establishment of a Media Reception Point

2.5.3 Phase 3: RETRIEVAL

- Once rescue operations have concluded the Police will assume control of the inner cordon and commence the process of evidence gathering, and if necessary body recovery from the scene. From this point onward the scene will be treated as a scene of crime, under the direction of the Senior Investigation Officer (S.I.O.) and Senior Identification Manager (S.I.M.) and access will be limited accordingly, until such time as the Police release the scene.
- Key actions during the Retrieval Phase include:-
 - Handover of the inner cordon to the police
 - Recovery of deceased and human remains in line with DVI principles
 - Establish Victim Audit Area
 - Retrieval of evidence from the scene
 - Documentation of evidence (exhibits)
 - Retrieval of personal effects
 - Forensic examination of scene if required
 - Recovery of Cat 1 responders to response readiness

RECOVERY PROCESS

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- The Recovery Process is intrinsic to the overall emergency response and as such should be considered from the outset of the emergency. It is important to recognise that it is very unlikely that it will be possible to go back to the pre-existing condition and as such the emergency should be treated as an opportunity to improve the area.
- It should be noted that in some emergencies there might be a requirement for recovery measures to commence immediately upon notification of an emergency.

Reference should be made to the *LRF Strategic Recovery Guidance* document at [http://www.dcisprepared.org.uk/lrf_strategic_recovery_guidance_v1.0_sept_2010_15.09.10 .pdf](http://www.dcisprepared.org.uk/lrf_strategic_recovery_guidance_v1.0_sept_2010_15.09.10.pdf).

2.5.4 Phase 4: RELIEF

- The priority of the Relief Phase is the provision of rest centres or longer term temporary accommodation.
- The relief requirements of an emergency may vary considerably depending on the nature of the emergency and as such it is important that a continual assessment of need is conducted.
- The relief phase will also look at medium term measures that may be required by the emergency, such as the provision of temporary housing or medical (including psychological) aftercare.
- It should be acknowledged that one of the most critical requirements of those who have been affected by the incident will be for information, particularly regarding what has happened, what will happen shortly and the whereabouts of loved ones. It is important that responders attempt to provide as much accurate information as possible without compromising other aspects of response operations.
- Key actions required by the Relief Phase include:-
 - Assessment of the relief needs generated by the emergency
 - The provision of Rest Centres / Temporary accommodation
 - Development of medium term measures where necessary
 - Provision of information to those affected by the emergency
 - Consultation with Community Independent Advisory Group(s)
 - Establishment of a Family and Friends Reception Centre(s)
 - Assessment of community cohesion issues

2.5.5 Phase 5: REMEDIATION

- Following the conclusion of the Reaction Phase, and where it does not impede the investigation or recovery of evidence, responding agencies should start taking actions to fully assess the impact of the emergency and begin the work of making good the area affected. Although planning for remediation operations will have begun much earlier in the response, there are limitations on what can be achieved whilst other phases are ongoing.
- The focus of the remediation phase is not to resolve all the issues that have arisen as a consequence of the emergency, but instead to establish a baseline from which the long term rehabilitation of the affected area and community can be achieved.
- As the primary strategic concerns shift from rescue to remediation, responsibility for co-ordination will be passed to the appropriate County, District or Unitary authority. This transition should be as seamless as possible.
- Key actions for the Remediation Phase include:-

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- Detailed impact assessment of the emergency
- Establishment of a Humanitarian Assistance Centre (HAC)
- Handover of co-ordination to Local Authority
- Site Clearance
- Restoration of public services
- Establishment of Community Representation Group(s) / Independent Advisory group(s) (IAG) and the provision of public information
- Coordinated action by insurers to facilitate recovery

2.5.6 Phase 6: REGENERATION

- The goal of the Regeneration phase is to address the long-term consequences of the emergency and to continue to improve the affected area to a level beyond that which existed prior to the emergency. The regeneration process must take advice from Community Representation Groups to ensure that the needs and concerns of those affected are properly addressed.
- Regeneration refers not only to the physical regeneration of the area but also the psychological, social and economic and as a result regeneration activity may continue for several years following an incident, and may have further issues arising on anniversaries of the incident.
- Key actions for the Regeneration Phase may include: -
 - Consideration of appropriate memorials
 - Introducing measures to promote economic regeneration
 - Engagement of the community and other affected parties / IAG
 - Long-term health monitoring
 - Consideration of the wider consequences of the emergency

2.6 Independent Advisory Groups

The use of Independent Advisory Groups (IAG) during an emergency or major incident can be a positive step in improving accountability through a transparent approach. The primary role of an IAG is to act as a critical friend to the responding agencies within the LRF. It can provide information on how decisions are being perceived by the communities affected by an emergency or major incident.

An IAG can provide independent advice including: -

- The ability to give real time critical appraisal of agencies actions from the perspective of a recipient of those agencies services and a member of the community
- Immediate access to decision makers through involvement in strategic decision making
- Greater appreciation of resources within communities that may assist in resolving particular incidents
- Ability and willingness to engage in constructive dialogue with the agencies
- Ability to identify wider options for resolution in policing and agency problems
- Improved communications, consultation and engagement with the communities

The type of IAG formed in response to an emergency or major incident can be modified to meet the needs of that incident. In addition, more than one IAG can be formed to cover the scale and nature of the incident. An IAG should have defined terms of reference and its membership be chosen carefully. It may be appropriate for a security policy to be devised on behalf of the Gold Commander. This will ensure that the IAG can function within the context of the incident.

There are various types of IAG: -

- Strategic / FRF IAG
- Area IAG
- Strand or interest based IAG
- Specialist IAG

<http://www.acpo.police.uk/asp/policies/Data/Guidance%20on%20Independent%20Advisory%20Group.pdf> is a link to the '*ACPO (2008) Guidance on Independent Advisory Groups*'

2.7 Later Phases

Consideration should be given to the requirements of later phases of the operation, including the identification of actions, which need to be taken in advance.

3. KEY ROLES AND RESPONSIBILITIES

3.1

Overarching Objectives

All Emergency Services and supporting agencies responding to a Major Incident will be working to provide a co-ordinated response through these common objectives to:

- Save and protect human life and alleviate suffering associated with the incident, at the scene and elsewhere.
- Contain the Emergency, limiting its escalation and spread.
- Safeguard the environment
- Protect property
- Facilitate a joint co-ordinated approach through liaison
- Protect and preserve the scene
- Provide a joint response to the media
- Provide the public and businesses with warnings, advice and information
- Prevent or minimise the adverse effects on the health and welfare of those involved in the incident
- Gather and collate information and ensure a robust audit trail
- Update family and friends on relevant issues
- Facilitate investigations and inquiries
- Contribute to the debriefing process and subsequent investigation/inquiries
- Maintain and restore critical services
- Maintain normal services at an appropriate level
- Provide continued support, welfare and liaison to all involved in the incident after the initial response
- Promote and facilitate self-help and recovery in the community
- Restore normal services as soon as possible
- Facilitate rehabilitation of the community and the environment
- Evaluate the response and recovery effort, identifying and taking action to implement lessons learned.
- Protect the health and safety of responding personnel
- As far as reasonably practicable protect property
- These common objectives should be achieved in conjunction with the primary roles and responsibilities of each agency / organisation responding.

3.2 Main Functions of Responders

3.2.1 Lead Co-ordinating Agency

The Police will lead the co-ordination of the response to most Major Incidents, particularly sudden impact emergencies and weather-related incidents such as flooding. The response to some other emergencies will be co-ordinated by other agencies, these will be identified as part of the Community Risk Register (CRR) and examples include:

- 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 SAR operations on the Cliffs and shoreline of the UK
- The Health Service leads for public health outbreaks
- The Department for Environment, Food and Rural Affairs (DEFRA) leads for animal health outbreaks.

3.2.2 Police

The primary areas of Police responsibility at a Major Incident are:

- To save life in conjunction with the other Emergency Services.
- To co-ordinate the Response Phase of the incident (some exceptions apply)
- To co-ordinate and communicate between the Emergency Services, Local Authorities and other supporting organisations both at the scene of the incident and elsewhere, including the activation of the Strategic Coordination Group.
- To secure, protect and preserve the scene, and to control sightseers and traffic through the use of cordons.
- Traffic management and identification of evacuation routes (in consultation with the Highways Agency and Local Authority).
- To investigate any criminal offences, obtaining and securing evidence in conjunction with other investigative bodies where applicable.
- To collate and disseminate casualty information.
- To coordinate the provision of Public information in conjunction with other Category 1 and 2 Responder agencies.
- To recover the deceased in Mass Fatalities incidents.
- To identify the dead on behalf of HM Coroner.
- To prevent and detect crime.
- To conduct an investigation where a potential crime may have been committed.
- To lead the establishment of a Survivor Reception Centre,
- To lead the establishment of a Family and Friends Reception Centre.
- To lead the establishment of Hospital Documentation Teams.

3.2.3 Fire & Rescue Services

The primary areas of the Fire & Rescue Service responsibility at a Major Incident are:

- To save life through search and rescue and the release of trapped casualties.
- To prevent further escalation of the incident by tackling fires occurring and dealing with released chemicals and other hazardous situations
- To render humanitarian services.
- To provide and obtain specialist advice and assistance if hazardous materials are involved.
- To oversee salvage, damage control and environmental protection;
- To provide specialist equipment, e.g. pumps, rescue equipment and lighting;

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- To co-ordinate safety management within the inner cordon (rescue zone) until all living casualties have been rescued and immediate hazards have been sufficiently reduced.
- Safety management of all personnel within the inner cordon (except in terrorist or firearms related incidents)
- Participate in investigations as appropriate and the preparation of reports and evidence for inquiries.
- The Fire and Rescue Service will retrieve relevant risk information on specific high risk premises from their Fire ground Information System (F.I.S.) and share the information with relevant partners.

3.2.4 South Western Ambulance Services Trust

In a Major Incident with immediate casualties the Ambulance Service is the gatekeeper to other NHS services. It will usually be the first NHS responding organisation on the scene, and will decide where casualties should be taken, provide immediate triage, treatment and transport, and will provide onsite co-ordinated communications for all NHS disciplines. In the LRF area, this is provided by the South Western Ambulance Services Trust.

The key strategic responsibilities of South Western Ambulance Services Trust are: -

- To save life, in conjunction with the other Emergency Services.
- To instigate a Command and Control structure.
- To protect the health, safety and welfare of all Health Service personnel on site.
- To co-ordinate the NHS communications on site and to alert the receiving Hospitals for receipt of the injured.
- To 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).
- To instigate an effective triage process to determine the priority evacuation and treatment needs of those injured.
- To treat casualties.
- To transport casualties to Hospital.
- To provide clinical decontamination of casualties, if required, and to support mass decontamination.
- To mobilise the UK national reserve stock, as appropriate.
- To alert and co-ordinate the work of the Voluntary Aid Societies and private ambulances enabling them to provide support services as appropriate.
- To make provision for the transport of the Medical Emergency Response Incident Team (Merit) if required.
- To maintain adequate emergency cover throughout other parts of the Ambulance Service area.
- To reduce to a minimum, the disruption of the normal work of the Service.

3.2.5 Local Authority

Local Authorities play a critical role in civil protection. They have a wide range of functions that are likely to be called on in support of the emergency services during the emergency response (e.g. social care services, care of the homeless, damaged building inspections, signage for road diversions and provision of specialist environmental and public health advice at strategic, tactical and operational levels). Crucially, the local authority, as the main body representing the community, will lead the recovery phase in exercising community rehabilitation and environmental protection roles.

There are four Unitary Authorities in the LRF area, Cornwall Council, Plymouth City Council, Torbay Council and the Council of the Isles of Scilly. Unitary Authorities are responsible for all local government functions.

In Devon, the County Council is the strategic authority responsible for Children's services, including Schools, Social Care, Transport Planning and Highways. There are 8 District Councils – Exeter City, East Devon, Mid Devon, Teignbridge, South Hams, West Devon, North Devon and Torridge. Districts are responsible for a wide range of more local services, including leisure, environmental health, housing, planning control and refuse collection.

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The IOS is a special authority, identified individually in legislation and having the functions of a Unitary Council plus a statutory water Authority and environmental regulator.

Further information on the split of services can be found in *Appendix A*.

There is a further tier of local government, Parish and Town Councils, based on local parishes and smaller communities and although they have significant input to the District Council planning process, they do not have any statutory duties under the Civil Contingencies Act 2004.

Unitary, County and District councils are classified as Category 1 Responders under the Civil Contingencies Act 2004, and are represented on the Local Resilience Forum.

3.2.5.1 LA Roles in Response and Recovery

The local authority will play an enabling role in close collaboration with a wide range of bodies who are not routinely involved in emergency response – e.g. voluntary sector, land owners. In particular, the local authority will work with partners to:

- Provide immediate shelter and welfare for survivors not requiring medical support and their families and friends via Rest, Humanitarian and other Centres to meet their immediate short-term needs. Support will also be given to the Police in the operation of Survivor Reception Centres and Family and Friends Reception Centres
- Maintain as far as possible existing services to the community
- Provide medium to longer-term welfare of survivors and those affected by the emergency, including social care support and, in some cases, financial support. Local authorities play a major role in addressing the communities ongoing needs in the aftermath of a significant incident
- Provide Building Control inspectors to advise the rescue services on the condition and accessibility of damaged structures
- Clean up of pollution and facilitate the remediation and reoccupation of sites or areas affected by an emergency
- Liaise with the Coroner's office to provide emergency mortuary capacity where existing mortuary capacity is exceeded
- Coordinate the activities of the various voluntary sector agencies involved in an emergency, including the management of convergent volunteers
- Lead the Recovery effort, which is likely to carry on for a considerable time and is likely to involve many organisations that are not ordinarily involved emergency response.

Local Authorities must be notified through the cascade system where a major emergency is declared. In addition it is good practice to involve or notify local authorities wherever an emergency is likely to lead to a significant impact on people or the local environment. Unitary and County Councils operate a 24/7 call out Duty rota and the Duty Officer will engage other council staff as required.

The Local Authority also has powers under s78 of the Building Act 1984 to take whatever steps are necessary if a building or part is in such state to be dangerous, to remove the danger. The function is normally carried out by the Building Control Surveyor.

In an Emergency situation this can involve arranging for the evacuation of buildings, securing the building or zone around it, arranging shoring up, removal of part or all of the building, as necessary in order to prevent danger and advising services such as the Fire and Rescue Authority on access. In a major emergency / large scale situation involving a number of buildings or structures the role would be to coordinate these works involving a survey / assessment of each building, instigating the required works and reinspection prior to allowing access or reoccupation. Liaison as necessary with all relevant partners such as Emergency services, other Local Authority services etc as well as building owners, insurance reps etc.

3.2.6 Primary Care Trusts (Devon PCT, Plymouth Teaching PCT, Torbay Care Trust, Cornwall and IOS PCT)

Primary Care Trusts (PCTs) are local health organisations responsible for managing health services in a local area. They work with Local Authorities and other agencies that provide health and social care to make sure the communities' needs are being met.

In a Major Incident PCTs can provide additional resources such as Minor Injury Units, Community Nurses and GPs. The primary areas of Primary Care Trust responsibility at a Major Incident are: -

- To initiate and support the public health response to the incident where appropriate
- To deliver primary and community health services by:
 - mobilisation of community resources
 - supporting the NHS infrastructure for hospitals by enabling increased hospitals capacity through avoiding admission and caring for early discharges
- To develop a major incident plan for the PCT in conjunction with the lead PCT for emergency planning and partner organisations including the Health Protection Agency
- To assess the impact on health and health services of every potential Major Incident
- To assess the effects of an incident on vulnerable care groups, such as children, dialysis patients, medically dependent, elderly or physically or mentally disabled.
- To provide the health service input to the Gold strategic management of a Major Incident involving a range of agencies
- To ensure that services of all providers of health care are supported to meet the needs of the local population
- To ensure that NHS trusts have Major Incident Plans in conjunction with the lead PCT for emergency planning and that the trusts have necessary resources to put them into action
- To provide a strategic view on long-term threats
- To arrange follow-up, if necessary of persons affected or exposed to risk, e.g. those receiving chemoprophylaxis or whose health needs to be monitored
- Provide care and advice to evacuees, survivors and relatives, including replacement medication
- To provide support, advice and leadership to the local community on health aspects of an incident.

3.2.7 Acute and Foundation Hospital Trusts

Large Hospitals are managed by NHS Trusts, which make sure that they provide high quality health care. There are a number of acute trusts in Devon and Cornwall (one of which is also a foundation trust), who are responsible for the five General Hospitals at Treliske (Truro), Derriford (Plymouth), Torbay (Torquay), Royal Devon and Exeter (Exeter) and North Devon District (Barnstaple).

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.
- To back-up facilities in the rest of the Hospital.
- To support any designated receiving Hospital.
- To identify patients requiring transfer to specialist centres, e.g. burns and paediatrics units as appropriate and liaison with those units.
- To communicate with family and friends of existing patients and those from the incident, the local community, the media and VIPs.
- To provide specialist support at the scene of an incident, only if specifically requested
- To counsel, advise and support, in partnership with other agencies.
- To ensure that the Hospital continues its entire essential functions and the maintenance, as far as possible, of normal acute health services.
- To provide a MERIT Team (Derriford and Torbay)

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

3.2.8 NHS Southwest

NHS South West, as the Strategic Health Authority, performance manages the NHS locally and is the key link between the Department of Health and the NHS in Devon and Cornwall. In a widespread Major Incident, the NHS Southwest will take Command and Control for all NHS Trusts within Devon, Cornwall and The Isles of Scilly.

3.2.9 The Health Protection Agency

The Health Protection Agency (HPA) was established in 2003, and provides specialist advice and support on health protection and emergency response at local, regional and national levels. It is dedicated to protecting people's health and reducing the impact of infectious diseases, chemical hazards, poisons and radiation hazards. It brings together the expertise of health and scientific professionals working in public health, communicable disease, emergency planning, infection control, laboratories, poisons, chemical and radiation hazards.

The local response is provided by the SW Peninsula Health Protection Unit (HPU). The HPU is supported by the HPA's specialist divisions including the Centre for Radiation, Chemical and Environmental Hazards and the Centre for Emergency Preparedness. The HPA also provides specialist expertise at a regional level including epidemiologists and health emergency planners.

The South West Peninsula Health Protection Unit: -

- Provides public health support and advice to NHS organisations, particularly Primary Care Trusts and also other agencies involved in responding to an incident at a local level;
- Provides impartial and authoritative advice to health professionals, other agencies and the public;
- Supports the management of incidents through attendance at control centres including the Strategic Coordinating Group, Silver Control and a public health incident group;
- Acts as a gateway to specialist HPA advice;
- Provides specialist input to the Science and Technology Advice Cell
- Provides public health advice and support to PCTs in monitoring the long-term health effects of an incident

3.2.10 Ministry of Defence

The Armed Forces do not play a permanent role in local civil protection. Nevertheless, experience shows that they can be useful even essential during the response phase, whether contributing to the response to a local incident or as part of the local response to a regional or national emergency. They also play an important part in certain specific scenarios such as Search and Rescue, high-risk searching and explosive ordnance disposal. It is therefore important that Category 1 Responders maintain close links with the Armed Forces and this is best done through the Regional Brigade Headquarters - 43 (Wessex) Brigade, whose headquarters are in Tidworth, Wiltshire. Day to day links are maintained through the Armed Forces Joint Regional Liaison Officer, who is a member of the LRF and the initial military focus at the SCG when required. Day to day links should also be maintained with the RAF Regional Liaison Officer for the South West Region based at RAF Lyneham and the RN Regional Liaison Officer (Wales and Western England) based at HMS FLYING FOX in Bristol. Examples of potential deployment and Military Aid to the Civil Authority are contained at section 4.10

3.2.11 Environment Agency

As a Category 1 Responder under the Civil Contingencies Act the Environment Agency play 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:-

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- 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

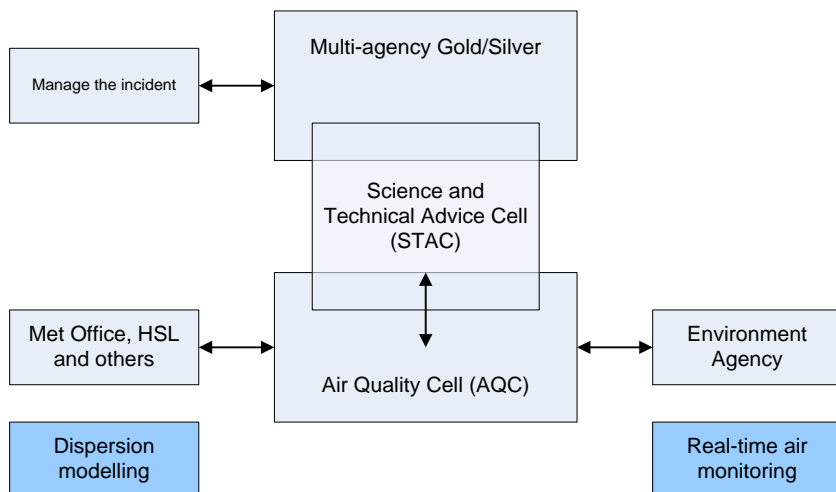
In an incident that has or is likely to affect the environment the EA will:-

- 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

The Air Quality Cell

- An Air Quality Cell (AQC) is established during a major incident involving air quality, where there is a 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 receptors e.g. hospitals, schools, nursing homes to collect real-time data. This data directly informs the public health risk assessment
- The AQC will 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 SitRep sent directly to Silver Group, or the Scientific Technical Advice Cell (STAC), for Gold Group
- The AQC will stand-down when the release to air has ceased or been stabilised, normally within 48 hours
- Co-ordination of air quality data, including monitoring and modelling during the recovery phase will be handed over to the Recovery Co-ordination Group, usually lead by the Local Authority

**Air Quality Cell
Links to command and control**



After an incident the EA will:-

- Advise on how best to dispose of any waste generated by the incident
- Continue to monitor the impact on the environment
- Provide information to the public on the environmental impact
- Investigate the cause of an incident and take enforcement action as appropriate

3.2.12 Highways Agency

Highways Agency roles and responsibilities on motorways and all purpose trunk roads (APTRe) are: -

Role of Highways Agency on the Strategic Road Network (SRN)

I.e. motorways and all purpose trunk roads:-

- Monitor traffic using CCTV, on-road patrols and automated systems.
- Respond to incidents and provide traffic management.
- Remove debris and broken down vehicles from the road.
- Implement diversion routes when roads are closed.
- Set both local and strategic Variable Message Signs (VMS) to provide information to the public.
- Provide basic emergency customer welfare for motorists trapped in traffic where viable.

3.2.13 Maritime and Coastguard Agency (MCA)

HM Coastguard

HM Coastguard is an on-call emergency organisation responsible for the initiation and co-ordination of all civilian maritime SAR 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 United Kingdom.

The objectives of HM Coastguard are as follows:-

- 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;
- To respond in conjunction with the MCA's Counter-Pollution and Response Branch to reports of actual or potential threats of maritime pollution;
- To 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

Counter Pollution and Response Branch

Initial information about an incident is usually reported in the first instance to one of the nineteen HM Coastguard (HMCG) stations around the UK by many sources e.g. the vessel in difficulty, passing vessels, observers and the public. HMCG will then instigate search and rescue operations where necessary and this action will hold primacy over any other forms of response. They will also inform the duty CPSO (Counter Pollution and Salvage Officer) if there is any pollution or threat of pollution i.e. a drifting ship, a grounded ship etc. The CPSO then decides the relevant course of action instigates the appropriate level of response and alerts relevant people including SOSREP. In the event of a major incident, the MCA may activate the Marine Emergency Information Room (MEIR) in Southampton prior to the deployment of people and equipment to the scene.

The role of the Receiver of Wreck is held within the MCA. The main task of the Receiver of Wreck is to process incoming reports of wreck, in the interest of both salvor and owner. This involves researching ownership, liaising with finder and owner, and other interested parties such as archaeologists and museums. The Receiver will investigate any report of possible offences regarding the treatment of wreck. If the investigation reveals sufficient evidence, the Receiver may prosecute those suspected of having committed an offence.

Three main control centres may be set up:-

[Salvage Control Unit](#) (SCU) – Led by the Secretary of State’s Representative for Marine Salvage and Intervention (SOSREP), who oversees and approves any salvage operation and can intervene if appropriate.

[Marine Response Centre](#) (MRC) – Led by the MCA to co-ordinate all at-sea counter pollution and clean-up operations.

[Shoreline Response Centre](#) (SRC) – Led by the Local Authority with technical support from the MCA. This centre co-ordinates the shoreline clean-up operations.

In built flexibility in the NCP, means that not all of these response cells will need to be set up in every incident. The scale and type of incident will dictate the response.

An Environment Group may also be set up at the very early stages of an incident, when a real threat to the marine and coastal environment is considered likely. This group provides environmental and health advice to all three specialist response centres. The Environment Group is made up of representatives of the relevant statutory nature conservation body, environmental regulator and Government fisheries department.

3.2.14 Harbour and Ports Authorities

The Harbour Master is responsible for the control and co-ordination of all incidents (other than search and rescue elements, and counter terrorism) occurring inside the Harbour Authority jurisdiction.

3.2.15 Central and Regional Government

Initial Central Government response is led through the Lead Government department. The Regional Resilience Team at Government Office for the South West is the local link for Central Government, and may assume a role of regional co-ordination in large-scale regional or national incidents.

The Lead Government department is responsible for alerting the Civil Contingencies Secretariat. They may provide central oversight through the Civil Contingencies Committee and may send a Government Liaison Team to the Strategic Co-ordination Centre.

Representatives may include:-

- A Government Liaison Officer
- A Consequence Management Liaison Officer
- A representative of Cabinet Office Civil Contingencies Secretariat
- Representatives from other Central Government Departments and other organisations depending on the incident.

3.2.16 Consultant in Communicable Disease Control (CCDC)

The CCDC has a role in the context of specific major incidents such as drinking water contamination, food contamination, communicable disease outbreaks and environmental contamination by radiation or toxic chemicals. For these scenarios, there are appropriate plans in place. In addition, for environmental contamination, there is a Service Level Agreement on behalf of all three PCTs. There is a Chemical Advice Provider Unit, which gives specialist advice to support the Primary Care Trusts in discharging their

responsibility of assessing the impact of Major Incidents on the health of their population and arranging epidemiological follow-up if necessary.

3.2.17 Health and Safety Executive

- 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/s 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.

3.2.18 Water and Sewerage Services (South West Water and Council of the IOS)

Responsible for the supply of water and treatment of water for domestic and commercial use: -

- 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 waste water
- 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.

3.2.19 Voluntary Organisations

Several Voluntary Organisations have a means of responding to emergencies quickly by providing additional and sometimes unique support to the Emergency Services, NHS and Local Authorities. This is especially so during the consolidation and recovery phases when Fire, Police, and Ambulance personnel are fully deployed elsewhere.

Broadly their objectives are similar to those listed in section 3.1 and further detail is contained within the regionally agreed Voluntary Sector roles and responsibilities at Appendix I.

3.2.20 Science and Technical Advice Cell (STAC)

The purpose of the STAC is to ensure that the Gold Commander receives the best possible advice based on the available information in a timely, coordinated and comprehensive fashion. The main responsibilities of the STAC are to:-

- Provide a common source of health, scientific and technical advice to the Gold Commander and other members of the SCG to ensure the protection of the health of the public and that of responders
- Monitor and coordinate the responding science and technical community to deliver on the SCG's high level objectives and immediate priorities

LRF Combined Agency Emergency Response Protocol

- Agree any divergence from agreed arrangements for providing scientific and technical input
- Pool information available and arrive, as far as possible, at a common view on the scientific and technical input
- Provide a common brief to the technical lead from each agency represented in the cell on the extent of the evidence base available, how the situation might develop and the likely effects of various mitigation strategies
- Identify other agencies / individuals with specialist knowledge who could be invited to join the cell to provide specialist advice
- Liaise with national specialist advisors from agencies represented in the cell and, where appropriate, the wider scientific and technical community to ensure the best possible advice is provided
- Ensure advice presented locally and nationally is consistent
- Maintain a written record of issues raised by the SCG, decisions made and rationale.

More information is contained in the '*LRF STAC Plan*' available via http://portalstaging.devonline.gov.uk/lrf/lrf_stac_plan_v2.0_03.09.09_.pdf

3.2.21 Network Rail

Network Rail owns and operates the rail infrastructure of Great Britain. They came into being with a mandate to improve the safety, reliability and efficiency of the rail network. Maintenance is the core activity of the network operator.

Network Rail is:-

- Responsible for the operation of the railway network
- Provides the focal point of liaison at all rail incidents (The 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.

3.2.22 Train Operating Company (TOC)

Passenger train services are operated by a number of companies referred to as Train Operating companies (TOC), normally on the basis of regional franchises awarded by the department for transport. Most of the trains used to operate the passenger services are owned by a small number of rolling stock companies

(ROSCO) and are leased to the individual TOCs. However, a handful of TOCs own and maintain some of their own rolling stock.

The Association of Train Operating Companies (ATOC) is the coordinating body of the train operating companies in Great Britain, provides a commonality for the TOCs and provides centralised coordination.

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 Local Authority / Emergency Services with regards to the setting up of the Rest Centres, Reception Centres and hospital liaison
- Provide response staff throughout the area concerned

4. INITIAL RESPONSE

4.1 Police (Step 1-2-3)

The immediate responsibility of the first Police Officer to arrive at the scene is to assume interim charge of Police resources and to ensure that the other Emergency Services are informed if not already in attendance. The priority is to Survey, Assess and Disseminate, and not to get personally involved in rescue work.

Those initially attending must consider the possible CBRN Threat and apply the Safety Triggers for Emergency Personnel (STEP 1, 2 & 3)

Only to be used when the cause of the incident is unknown

STEP 1	ONE CASUALTY	Approach using normal procedures
STEP 2	TWO CASUALTIES (Same time, same place and similar unexplained symptoms)	Approach, with caution, and consider all options. Report on arrival and update the control room
STEP 3	THREE OR MORE CASUALTIES (Same time, same place and similar unexplained symptoms)	DO NOT APPROACH WITHDRAW CONTAIN REPORT ISOLATE YOUR AND SEND FOR SPECIALIST* HELP

Likewise the control rooms of those responding agencies must also give consideration to STEP 1-2-3 on the deployment of resources to the incident.

*Specialist help may mean personnel trained in CBRN incidents, handling hazardous materials or wearing the appropriate Personal Protective Equipment. Once the cause of the incident has been determined, the emergency services will handle the scene of the incident according to normal procedures.

4.1.1 SAD CHALETS explained

They must pass the following factual information by radio to their Control Room without delay. This mnemonic has been devised to help them.

Survey, Assess and Disseminate**C- CASUALTIES**

- Approximate numbers of ALL casualties and where located
- What symptoms are present?
- What percentages are deceased, seriously injured, minor injuries, or trapped.

H – HAZARDS

- Present and potential.
- Is there any cloud of gas, smoke or fire present?
- Any debris from any explosion if so, how widely spread?
- Any other potential hazards?
- Any environmental hazards or potential pollution?
- If a transport incident, are there any Hazchem markings visible?

A – ACCESS/ EGRESS

- Best access routes for Emergency Vehicles and suitable provisional rendezvous points.
- Is the initial access route safe?
- Are likely access and egress routes congested?
- What resources will potentially be needed to maintain clear access and egress routes?
- Is it necessary to remove parked vehicles?
- What egress routes are available, particularly for the removal of casualties?
- Is it necessary to set up 'Priority' (Red) routes to key locations (e.g. Acute Hospitals)?

L – LOCATION

- The exact location of the incident, using map references if possible.
- What is the precise location to include a grid reference?
- How large is the area affected?
- Does it contain residential properties, shops or offices?
- Are there any venues with large numbers of people nearby?
- Are there vulnerable persons involved or nearby?

E –EMERGENCY SERVICES and EVACUATION

- Which Emergency Services are required?
- Is specialist equipment required, e.g. Urban Search and Rescue?
- Are specialist support organisations required e.g. radiation monitoring
- Is Evacuation necessary, or is shelter a more viable option?
- Will evacuation of people be required, if so approximate numbers?
- To where will they be evacuated?
- Is there an identified safe route to use?
- Where will they be taken & are facilities available to receive them?

T – TYPE

- Type of incident with brief details of types & numbers of vehicles, trains, buildings, etc.
- Are there any early indications if the incident may be an act of terrorism?

S – START A LOG/SAFETY

- Commence Major Incident Log.
- Consider Health & Safety, commence Risk Assessment.

4.2 Fire and Rescue

Since the initial call to an incident may not carry sufficient information to identify the call as a Major Incident, the initial Incident Commander will assess the situation and report by priority radio message to the Control Room. This message will include the phrase, "MAJOR INCIDENT" and a SAD CHALETS update.

The Incident Commander will ensure that the Command Support function maintains radio contact with the Control Room.

The Incident Commander will take all measures necessary, including: -

- An assessment of the effectiveness of fire fighting or other measures carried out before their arrival;
- The identification of the risks associated with the location;
- Liaise with other agencies and assist in setting up the Incident Control Post;
- The forming of a plan of action to deal with the developing situation;
- Deciding on appropriate additional resources over and above those, which form part of the initial response;
- The taking of effective command and the issue of instructions to effect the plan of action;
- Maintaining operational command of the fire fighting and rescue operations within the rescue zone;
- Evaluating the situation and any potential for development, preparing to brief a more senior officer, the Police and Ambulance Service Officers attending.

4.3 Ambulance

The first ambulance may arrive on scene before an Ambulance Officer. In such cases, the Attendant will assume the role of Ambulance Incident Commander (AIC). The crew will not become involved in treating casualties but will initiate command and control of the medical response. The following procedures should be adopted: -

- Report arrival on scene to Ambulance Control.
- Conduct an immediate visual risk assessment of the scene.
- Confirm incident appears to be a 'Major Incident', if unsure Attendant may declare 'Major Incident Standby'.
- Provide Ambulance Control with a detailed report. The mnemonic SAD CHALETS is used to assist with determining the speed and adequacy of the required information: -
- Request Ambulance/Medical resources required pending the arrival of the Ambulance Incident Commander.
- Liaise with other agencies and assist in setting up the Incident Control Post.

The Attendant should continue to act as AIC until relieved by a senior nominated officer. Upon arrival the Ambulance Incident Officer may initiate the 'Major Incident Medical Management and Support' (MIMMS) procedures and establish the necessary 'key roles'.

The AIC should also consider the need for a Medical Incident Officer, Medical Teams and Incident Support Units.

4.4 Local Authorities

The Local Authority or Authorities affected will designate an appropriate person to represent the appropriate Local Authority or Authorities at the Strategic Co-ordinating Group. This person will be part of the strategic decision making group and assess the support that the Local Authority can provide, both at the scene and elsewhere. They will continue to supply information to the Local Authority Emergency Control Centre.

Using agreed procedures, the required Local Authority staff, Voluntary Agencies and faith communities will be alerted and requested to respond.

An appropriate Local Authority Liaison Officer may be deployed to attend the Police Incident Control at the scene and liaise with the Police Incident Commander (Silver).

4.5 Maritime and Coastguard Agency (Maritime and Shoreline incidents)

Whilst every effort will be made to send a regular Coastguard officer to the scene it may be that the only Coastguard presence will be Coastguard rescue Officer who will be totally committed to the rescue.

The Maritime and Coastguard Agency (MCA) is organised such that the senior officer will always proceed to the nearest MRCC and assume overall responsibility for the conduct of the maritime search and rescue.

The first units on scene for an offshore incident could range from passing vessels, to lifeboats and helicopters. MCA initial response would be: -

- Obtaining and evaluating all relevant information from appropriate sources regarding the incident.
- Initiating Distress and Urgency broadcasts as necessary.
- Alerting and tasking appropriate Search and Rescue resources.
- Where appropriate, appointing an On Scene Co-ordinator to exercise local co-ordination at the scene of SAR operations.
- Co-ordinating the actions of all units involved.
- Informing and liaising with all other appropriate authorities including the Civil Emergency Services and advising them of the progress of an incident.

4.6 Maritime Incidents

Major maritime incidents fall broadly into 2 categories, those incidents where the rescue is conducted at sea and those on or just off the coastline.

- **Offshore**

The MCA will utilise various means of transport to get emergency services personnel to scene, for example Fire Officers and Paramedics. Also in liaison with the Ambulance Service, MCA will direct the rescue units to ferry survivors or bodies to locations ashore.

Once any survivors or bodies are landed ashore they will be handed into the care of the Police or other appropriate agency. It must be acknowledged that survivors/bodies could be landed at multiple locations or landed at locations outside the LRF area, hours or even days after the incident.

- **Inshore/Ashore**

The closeness to the shore will result in reduced transit times for rescue units landing survivors/bodies ashore. This could result in reduced warning times to Police/Ambulance. Therefore, HM Coastguard and the person in charge of the rescue unit may decide without consultation with the other emergency services, where to land survivors/bodies. This should be avoided whenever possible. The presence of a Liaison Officer from each emergency service at the MRCC will reduce this risk.

4.7 Highways Agency

The Traffic Incident Management Guidance Framework (January 2009) between the HA and ACPO sets out the respective responsibilities, including initial responses of the Police, Highways Agency and other emergency responders.

4.8 The Environment Agency

In a flood incident the Environment Agency will: -

- Use established criteria in the internal Flood Warning Procedures to predict flooding from statutory main rivers and the sea
- Issue Flood Warnings to partner organisations when conditions indicate that flooding is a real possibility
- Ensure that the public at risk are warned via telephone, loudhailers, leaflet drops, flood line, media, email, fax, text and pager.
- Mobilise a Liaison Officer to the Silver and/or Gold Control once established
- Patrol flood defences and report back on their condition
- Carry out any practicable operational actions to attempt to prevent, delay or minimise the effects of flooding
- Repair breaches of Environment Agency flood defences
- Initiate flood reconnaissance patrols
- Monitor the situation and advise other organisations of any changes to the situation

The Multi Agency Flood Plan supersedes all previous LRF Flood Plans and provides a strategic overview of actions, roles and responsibilities specific to flooding and tactical information based on Local authority boundaries.

http://www.devon.gov.uk/lrf_multi_agency_flood_plan_v1.0_28.04.10_.pdf

In an incident that has or is likely to affect the environment:-

- Assess the magnitude of the incident and whether or not input is required from the Environment Agency
- Determine whether other organisations need to be involved, for example, the Fire Service, and contact those organisations to inform / request attendance
- Establish whether others in the vicinity of the incident are likely to be affected. For example downstream water users or downwind populations
- Attempt to establish the source of the pollution
- Assess the potential duration of the incident response and if necessary establish relief rosters for response staff
- Consider the need to set up an incident room to control the Environment Agency response and liaise with other organisations
- Consider measures to minimise the impact of the incident on the environment and any possibly mitigation measures

4.9 Armed Forces

Should there be an urgent need for military assistance to assist with a natural disaster, accident or major incident for the purposes of alleviating distress or preserving and safeguarding lives and property then a local unit may be requested by a Civil Authority to assist. However in order to co-ordinate military resources to best effect, any request is best put through the Joint Regional Liaison Officer (JRLO) at 43 Wessex Brigade.

A Military Liaison Officer may be deployed to the Joint Incident Control Post to make an assessment. In most instances, the JRLO will deploy at the first available opportunity to the GOLD Control Room at the Devon & Cornwall Constabulary Police Headquarters at Middlemoor, or to any alternative location. All requests for military assistance should be channelled through the JRLO.

4.10 Military Aid to the Civil Authority

Incident Officers may identify a need for military assistance. The Strategic Co-ordinating Group should be informed at the earliest opportunity and any request for military assistance will follow the principles set out below.

The MOD Joint Doctrine publication - '*Operations in the UK: the Defence Contribution to Resilience*', addresses military operations in the UK in support of the civil authorities through the Military Aid to the Civil Authorities (MACA) arrangements. All Category 1 Responders hold copies of this document (also on the UK resilience website).

The basic principles of MACA are:-

- Military aid should always be the last resort. The use of mutual aid, other agencies and the private sector must be insufficient or unsuitable.
- The Civil Authority lacks the required level of capability to fulfil the task and it is unreasonable or prohibitively expensive to expect it to develop one.
- The Civil Authority has the capability, but the need to act is urgent (i.e. life is in danger) and it lacks readily available resources.

The Joint Regional Liaison Officer will assist the SCG to frame any request to the Lead Government Department for MACA.

Should Service personnel deploy they will work in organised bodies under the overall direction of the Police. Command and Tactical control of military assets will remain within the Military chain of command.

The following are some ways in which military assistance may be provided. The list is by no means exhaustive:-

- Helicopter Search and Rescue (SAR) Special procedures exist for SAR through the Air Rescue Co-ordination Centre; Kinloss
- Fixed Wing and Helicopter Reconnaissance
- Helicopter Lift (passengers/equipment)
- Tri-Service Specialist Engineering Tasks including bridging, ferries, boats, plant/ for earth moving, rubble clearance, diving teams, water supply, specialist search teams, emergency construction work
- Explosive Ordnance Disposal Special procedures exist including CBRN and scientific support
- Provision of Emergency Mortuary Sites
- Assistance with Searches, Cordons/Check Points
- Specialised Transport land/sea
- Imagery and Mapping Support
- Assistance with Control of Displaced Persons
- Provision of Assembly Areas
- Communications Support
- Limited Medical Support
- General Liaison
- Logistic Support and Advice

5. Command and Control

It is recommended that all personnel involved in the Command and Control of Major Incidents, particularly at the Strategic (GOLD) level and Tactical (SILVER) level, consider a STEEPLE model on the implications of key decisions. This was previously known as the PESTEL H model.

- Social
- Technological
- Economic
- Ethical
- Political
- Legal
- Environmental

If time allows, an assessment of the potential consequences arising from the particular decision should be assessed against the STEEPLE headings and included in the rationale within a written policy or decision log or in the audit trail of the incident.

It is a characteristic of the Command and Control chain that it tends to be created from the bottom up or inside out. The following more detailed explanation of roles though commences at the **Strategic – Gold** then **Tactical – Silver** and finally the **Operational - Bronze** level.

This document consistently describes this tier of Integrated Multi-Agency Emergency Management in terms of GOLD, SILVER and BRONZE and these descriptors should be used to avoid any confusion i.e. between the Armed Forces and civil organisations.

At the start of any incident for which there has been no warning the operational level will be activated first, with the other levels, tactical and strategic, being established with the escalation of the incident, or a greater awareness of the situation. It is possible in some incidents, particularly those where there is a threat of a potentially serious problem, that the activation of the three levels will be concurrent.

Fundamental to the successful control and co-ordination of a Major Incident will be liaison of all Emergency and Rescue/Support Services. This will require a recognised and easily understood structure, based on the three levels of command which can be applied to each Emergency Service or Agency.

By use of this universal structure, the Emergency and Support Services will be better able to communicate with each other and understand each other's functions and authority.

It should be understood that the titles do not convey seniority of service or rank but depict the function carried out by that particular person. At the outset, and before this formal structure is established, it is imperative that the Senior Officers of each service on the scene liaise with each other and introduce themselves. This will be the foundation upon which all later meetings will be based.

As the incident progresses and more resources attend the RVP, the level of supervision will increase in proportion. As senior managers arrive they will be assigned functions within the **Gold – Silver – Bronze** structure.

In summary the roles of each can be described as follows: -

5.1 Strategic – Gold

The purpose of the **Strategic** Command level is to be in overall command of the incident(s) or emergency within the context of a Local, Regional and National perspective. The **Strategic** level will establish a framework of policy within which the Tactical Co-ordination (Silver) will operate. The **Strategic** level will: -

- Establish a framework for the overall management of the incident;
- Set, review and update strategy using the overall principles and common objectives;
- Communicate strategy to Silver commanders
- Formulate and implement an integrated media policy;
- Ensure there are clear lines of communication with tactical commanders and managers;
- Ensure there is long-term resourcing and expertise for management/command resilience;
- Prioritise the demands of Tactical Commanders and Managers;
- Allocate resources and expertise to meet tactical commanders' requirements;
- Co-ordinate and manage the overall financial control of the incident(s)
- Undertake appropriate liaison with strategic managers in other agencies;
- Consider Business continuity management issues;
- Plan beyond the immediate response phase for the rehabilitation of the affected community and area and, with the relevant local authority, consider establishing a Recovery co-ordinating Group;
- Avoid and prevent engagement in details and decisions more properly and effectively managed at lower levels;
- Co-ordination of Health and Safety advice and briefings at a Strategic level for the benefit of Silver Commanders,
- Ensure adequate audit trails are in place for recording strategy, objectives and decisions

Other than in exceptional circumstances, during a Police led response, the Strategic Co-ordination Centre (or **Gold Control**) will likely be situated at Police Headquarters, Middlemoor. Although the **Strategic** level will be located at Middlemoor not all Agencies need to be physically present there, as audio/video conferencing may be instituted (Contact GOLD control for details).

Each Responding Agency will have ultimate responsibility for all operations within their own Agency, when deployed in response to a Major Incident, through their own Agency Strategic Co-ordinating Group. As referred to below, the SCG does not have the collective authority to issue executive orders. Each organisation represented retains its own responsibilities and should exercise control of its own operations.

Gold is the Commander in overall charge of each Service/Agency responsible for formulating the strategy for the incident. Each Gold Commander is in direct command of the resources of his/her own service, but delegates' tactical decisions to his/her respective Silver. In most incidents the Gold Commanders would operate at Gold Control at Police Headquarters, Middlemoor, Exeter.

5.1.1 The Strategic Co-ordinating Group (SCG)

The Strategic Co-ordinating Group will be responsible for liaising with Central Government and other bodies in providing additional resources for the scene and maintaining a strategic overview. These functions are perhaps best achieved from their respective command centres. They may, however, wish to visit the scene in order to receive on-the-spot briefings, assess the situation first hand, facilitate visits by VIPs and support their personnel employed at the incident.

It is important that the person sent to represent each agency at the Strategic Co-ordinating Group has sufficient authority to guarantee the delivery of facilities they offer on behalf of their organisation. It is not intended that the Co-ordinating Group should in any way assume the authority and responsibilities of individual services in the discharge of their respective and sometimes statutory duties.

The Gold commander would establish and then chair a Strategic Coordinating Group (SCG) in order to coordinate the emergency or major incident. The primary purpose of the SCG is to review the situation from a strategic perspective and to deliver the strategic leadership required throughout the course of the incident. It is required to remain focused on the overall picture, and must not become concerned with detailed tactical or operational decisions.

The key issues for consideration by the SCG are to:-

- Agree strategic aims and objectives in responding to the incident;
- Determine policy for implementation of Silver commanders;
- Assess and arrange for adequate resources;
- Prioritise allocation of resources to Silver commanders;
- Implement adequate financial controls;
- Act as an interface with national government;
- Liaise with neighbouring Police Forces or regional partner agencies;
- Coordinate communications internally and to the public;
- Provide liaison with the media at a strategic level

The constitution of a Strategic Co-ordinating Group will vary depending on the scale and nature of the incident, but may include: -

- **Police**

Overall Incident Commander (Gold) - ACPO Officer (who will chair the meeting).

Police Incident Officer (Silver).

Senior Investigating Officer (SIO).

Senior Identification Manager (SIM)

Media Officer (where Police are chairing Media Sub Group of the SCG)

Administrative Officer for minutes (must be familiar with processes involved)

- **Fire**

Chief Fire Officer or nominated representative.

- **Ambulance**

Chief Executive or nominated representative.

- **Local Authority**

Chief Executive(s) or nominated representative.

- **Other**

Additional representation will depend on the particular incident, e.g., HM Coastguard, The Military, Primary Care Trusts, Acute NHS Trusts, Health Protection Agency, Environment Agency, Highways Agency, Food Standards Agency, HSE Inspectors, British Transport Police, senior Rail Safety Staff, Air Accident Investigation Branch (AAIB), Marine Accident Investigation Branch (MAIB), Rail Accident Investigation Branch (RAIB) and Public Utilities.

Each member of the Strategic Co-ordinating Group will be responsible for providing their own administrative support.

Location

Meetings will normally be co-ordinated by the Police and will generally be held at Devon & Cornwall Constabulary Headquarters, Middlemoor, Exeter.

Frequency of Meetings

The Police Gold Commander will call an initial meeting of the Strategic Co-ordinating Group at the earliest reasonable opportunity. Subsequent meetings can be arranged at this first meeting or recalled by the Police Gold Commander or at the request of another member of the group.

In general, the nature and difficulties of the operation will govern the frequency of meetings. The aim will be to ensure a smooth transition from the first operational stages of the incident to the later recovery stage.

Tasks for Consideration by the Strategic Co-ordinating Group

The agenda should, as far as practicable, be restricted to items that concern three or more of the relevant Services as those matters concerning only two Services can usually best be resolved by direct two-way liaison. Some items, such as safety, situation reports, the establishment of priorities, and the media and future developments will always be necessary.

Situation Reports

Each service should summarise the situation as it affects its own operations. If necessary, matters which directly affect other agencies should be raised by exception.

Priorities

Priorities are essential to create a cohesive joint strategy. This will indicate how the resources available can be deployed in the most effective and efficient manner.

Each service will have objectives and actions to achieve within its own responsibility. It is important to establish which of these should have priority at the particular stage the incident has reached. In that way, inter-service difficulties may be avoided and each may concentrate upon those actions which contribute most to the overall success of the operation.

5.2 Tactical – Silver

The **Silver** Commander (Incident Officer) will operate from a Silver Control usually near to the scene. The Commander will be responsible for formulating a **Tactical** plan to carry out the **Strategy of Gold**.

In brief, the Tactical (**SILVER**) level of command exists to manage the incident within a geographic area or, within a defined area of operations. The Incident Officer of the lead organisation will undertake the role of **Tactical** Commander, and will assume a co-ordinating role across the Tactical level of response. Generally, if there is an identifiable and contained scene, the Incident Control Post (I.C.P.), will be situated at or near the location of the incident. For small-scale incidents the Forward Control Point (F.C.P) may perform this role. Where there is no identifiable or contained scene, or the incident covers a geographically large area, **SILVER Control** will be at a suitable location nominated by the lead co-ordinating agency.

The Devon, Cornwall and Isles of Scilly LRF has some designated locations across the LRF area which have been identified and equipped as SILVER Controls to facilitate the hosting of a TCG. Where these are the designated Silver Controls within Police property, the Devon and Cornwall Constabulary have trained Silver Room Managers to manage the room and its staff.

Silver Commanders will operate from a **SILVER Control** where possible and certainly on protracted incidents, which should wherever possible, be co-located with other services silver controls and form the Incident Control Post. This will usually be located at or near to the scene and should provide the most suitable location for effective co-ordination of responding agencies. Each Silver Commander will be responsible for formulating a

Tactical plan to carry out the strategy of Gold and must liaise with other Silver Commanders and attend joint Tactical Co-ordination Group meetings.

Devon & Cornwall police will invite the partners to Silver that it initially deems are required to aid with the management of the incident. If a partner working at Silver identifies another organisation is required which would aid with the management of the incident they should request that they are invited to attend by the Police.

These ongoing joint assessments and briefings must be held periodically to ensure a co-ordinated and considered response to new developments, escalation or changes to operational requirements. All joint decisions must be minuted in the co-ordination log. The Police SILVER will chair these meetings.

The **Tactical** Commander (SILVER) should consider appointing a deputy, a Staff Officer, a Briefing Officer and a person to complete the incident log. Specific tasks should be determined for **Operational** Commanders to be appointed. Other considerations will include the appointment of a Media Officer, IT & Communications Officer, arrangements for co-ordination with other agencies and evidence gathering. Debriefing and welfare remain an essential part of the **Tactical** Commander's role.

In addition, **SILVER** Control will be responsible for:-

- Implementation of strategy set by the Strategic Level.
- Assume tactical command of the incident.
- Develop a Tactical Plan in order to achieve the strategic intentions.
- Establishing appropriate control locations, e.g. Forward Control Point (F.C.P.)
- Providing safe and suitable RV Points.
- Ensuring a Major Incident Log is commenced and maintained to record all decisions and key events.
- Determining what resources are required to adequately deal with the incident.
- Determining the priority in allocating resources.
- Planning and co-ordinating how, when and by which agency a task will be undertaken.
- Assessing prevailing risks and monitoring requirements.
- Striking an overall balance between tasks and risks.
- Taking appropriate risk reduction measures.
- Giving due regard to the health and safety requirements of staff and public.
- Allocating tasks by delegation to Operational Commanders.
- Inter Agency liaison to ensure a cohesive & co-ordinated response at the scene.
- Establishing appropriate teams to address specific tactical issues e.g. logistics.
- Holding Tactical Co-ordinating Group meetings must ensure that accurate minutes are taken and circulated amongst the group and to Silver Control and Gold Control
- Review and amend the tactical plan as necessary.
- Recording details of and briefing personnel arriving, and then allocating them to Operational Commanders for deployment.
- The co-ordination of welfare issues for personnel present at the scene, including organising refreshments and relief.
- The co-ordination and dissemination of Health and Safety matters, including adequate briefings, for all Police personnel at the scene of an incident.

5.2.1 The Tactical Co-ordinating Group (Silver)

At all recent Major Incidents, great value has been derived from the formation of a Tactical Co-ordinating Group. In describing the functions of the Tactical Co-ordinating Group, therefore, we wish to emphasise: -

IT IS ESSENTIAL THAT THE FIRST SUPERVISING OFFICERS ON SCENE FROM EACH OF THE RESPONDING AGENCIES LIAISES CLOSELY WITH EACH OTHER AT THE EARLIEST OPPORTUNITY.

Those Officers may be invited to the first Strategic Co-ordinating Group meeting to describe their initial decisions or will brief their representative on the group prior to the meeting.

Typically, the Tactical Co-ordinating Group will consist of: -

Police

Police Incident Officer - Silver - (who will chair the initial meeting).

(In Maritime Incidents, the Maritime and Coastguard Agency will chair the meetings and in the event of a Health incident then health will nominate a chair).

Senior Investigating Officer (SIO) or nominated representative.

Administrative Officer for minutes (must be familiar with processes involved)

Fire

Fire & Rescue Service Incident Commander (Fire Silver).

Ambulance

Ambulance Incident Officer (AIO) (Ambulance Silver).

Medical Incident Officer (MIO).

Environment Agency

A representative of the Environment Agency will be designated to represent that body.

Local Authority

An appointed Local Authority representative (LA Silver)

Other specialist LA Departmental representatives as required.

Media

A Media officer (probably the designated Police Media Liaison Officer).

Other

Additional representation will depend on the particular incident, e.g., HM Coastguard, The Military, Primary Care Trusts, Acute NHS Trusts, Health Protection Agency, Environment Agency, Highways Agency, Food Standards Agency, HSE Inspectors, British Transport Police, senior Rail Safety Staff, Air Accident Investigation Branch (AAIB), Marine Accident Investigation Branch (MAIB), Rail Accident Investigation Branch (RAIB) and Public Utilities.

Each member of the Tactical Co-ordinating Group will be responsible for providing their own administrative support.

Location

The location of the Tactical Co-ordinating Group (SILVER) and supporting SILVER Control will be determined by the SILVER Commander taking into account the scale and nature of the incident or incidents being dealt with. It shall be located at the most appropriate location where it is capable of exerting tactical command of the incident.

For a single location major incident, it is recommended the TCG and SILVER Control is located near to the scene, outside the Inner Cordon but within the Outer Cordon. A suitable building can be used or mobile command vehicles and associated facilities (which most agencies have available for deployment can be utilised. Some locations which have been identified by risk assessments as potentially vulnerable to a major

Incident occurring (for example COMAH, MACR and REPIR sites) have designated locations for the establishment of a TCG and SILVER Control contained in their Contingency Plans.

Where there is a wide area or multiple location major incident, it is recommended that a suitable premise such as a Police Station or Local Authority building is used. The Devon, Cornwall and Isles of Scilly LRF has some designated locations across the LRF area which have been identified and equipped as SILVER Controls to facilitate the hosting of a TCG. Where these are the designated Silver Controls within Police property, the Devon and Cornwall Constabulary have trained Silver Room Managers to manage the room and its staff.

Frequency of Meetings

The Police Incident Officer will call an initial meeting of the Tactical Co-ordinating Group at the earliest reasonable opportunity, usually within the first 90 minutes. Subsequent meetings can be arranged at this first meeting or recalled by the Police Incident Officer or at the request of another member of the group.

In general, the nature and difficulties of the operation will govern the frequency of meetings. The aim will be to ensure a smooth transition from the first operational stages of the incident to the later recovery stage.

Structure / Agenda

The Police Silver will be in possession of a Proforma Agenda and will arrange for the meeting to be minuted. These will be reproduced as soon as is practicable.

5.3 Operational – Bronze

Bronze will control and deploy the resources of their respective service within a geographical sector or undertake a specific role to implement the tactics defined by **Silver**.

As the incident progresses, and more resources attend the RVP, the level of supervision will increase in proportion when senior managers arrive they will be assigned functions within the **Gold – Silver – Bronze** structure.

The Emergency Services may appoint a number of **Bronze** Officers who will perform various supervisory functions depending on the areas of operation designated by **Silver**. Support Agency personnel at the scene will carry a Police issued (cordon) pass to identify themselves and wear suitable high visibility clothing.

Should it be necessary, consideration will be given to assigning control for a specific task or area to a designated officer of the responding agency.

The command of the resources belonging to any agency and applied within a geographical area, or used for a specific purpose will be retained by that agency. Each agency must liaise fully and continually with others employed within the same area to ensure a sufficient and combined effort.

Bronze will control and deploy the resources of his/her respective service within a geographical sector or specific role to implement the tactics defined by Silver.

At the outset, and before the Gold, Silver and Bronze formal structure is established, it is imperative that the Senior Officers of each responding agency on the scene liaise with each other. This will be the foundation upon which all later meetings will be based.

It is important that Designated Officers at the scene wear a uniquely identifiable tabard, and pass it on to their successor. Local Authority Officers at the scene should wear suitably marked clothing to identify them.

The Emergency Services will appoint a number of 'Bronze' Officers, who will perform various supervisory functions, depending on the areas of operation designated by 'Silver'.

5.4 Minutes

Minutes or a 'Note of Decisions Taken' must be kept of all meetings of the Strategic and Tactical Co-ordinating Groups. It is also essential that individual members of the group make their own notes of meetings. Minutes, 'Note of Decision Taken' and personal notes, should provide an aide memoir of the continuing overall progress of the operation. They will provide a perspective against which decisions on priorities can be made. A Major Incident will necessarily result in an investigation as to its cause and quite possibly a formal inquest, inquiry or criminal trial. The actions of the Senior Officers of the responding agencies will be of considerable interest. Notes of meetings will be invaluable in this regard, and will, insofar as they are relevant, be disclosable, that is made available in subsequent proceedings.

Disclosure and Accountability must always be a consideration.

Members must decide on the extent of the distribution of the minutes

5.5 Summary of functions

GOLD	SILVER	BRONZE
MINISTERIAL BRIEFINGS AND STATEMENTS	ENQUIRIES AND INVESTIGATION	SEARCH AND RESCUE
LONG TERM RECOVERY MEASURES	SURVIVOR & EVACUEE WELFARE	SAFETY OF SITE
ONGOING WELFARE PROVISIONS	CASUALTY INFORMATION	FIRE FIGHTING
PUBLIC HEALTH INVESTIGATION	HOSPITAL SERVICES	CBRN RESPONSE
FINANCIAL PROVISION	ENVIRONMENTAL PROTECTION	SPECIALIST RESPONSES
ENVIRONMENTAL ASSESSMENT AND RESTORATION	SUPPORT FOR OPERATIONAL RESOURCES	OPERATIONAL CONTROL
MEDIA DISCUSSION	RESERVE RESOURCES	RESTORATION OF THE SCENE

LRF Combined Agency Emergency Response Protocol

PUBLIC INQUIRIES	COORDINATION OF RESPONSE	TRIAGE AND TREATMENT
PRIORITISATION OF ACTIONS AND RESOURCES		
HIGH LEVEL AND LONG TERM COORDINATION		

6. SCENE MANAGEMENT

6.1 General Considerations

Collective management of the scene of a Major Incident is integral to the success of each Emergency Service fulfilling its primary roles and responsibilities. Officers on the initial deployment of each service should establish scene management as a joint process as soon, as is practicable.

Every effort should be made to ensure that the Incident Officers (Silver Commanders) hold an initial briefing. This will enable Incident Officers to determine the tactics for Command and Control of the incident, to exchange operational information and detail anticipated requirements.

6.2 Initial Assessment

Each individual service attending the scene makes an assessment, concentrating on the factors, which relate directly to their sphere of operations. This information is relayed back to their respective controls. This assessment however, is not sufficient and must be developed to cover the areas, which have or can have a direct bearing on the operation of the other services present.

EFFICIENT SCENE MANAGEMENT CAN ONLY BE ACHIEVED THROUGH LIAISON; THEREFORE, EXCHANGE OF INFORMATION FROM THE ONSET OF THE INCIDENT IS VITAL. ONGOING JOINT ASSESSMENTS AND MINUTED MEETINGS MUST BE HELD PERIODICALLY TO ENSURE A RESPONSE TO NEW DEVELOPMENTS, ESCALATION OR CHANGES TO OPERATIONAL REQUIREMENTS.

6.3 Initial Scene Management

It is possible that members of one Service early on in the incident will spontaneously carry out tasks normally the responsibility of another. As soon as sufficient staff arrives, each service can be expected to establish unequivocal Command and Control of the functions for which it is normally responsible and have a designated Incident Officer (SILVER) in place.

Inter-Agency Resources

Any Service may request the temporary assistance of personnel and equipment of another. In these circumstances, while the supporting Service will relinquish the immediate control of those resources to the other Service for the duration of the task, it will nevertheless keep overall command of its personnel and equipment at all times. Personnel from one Service who help another in this way should only be given tasks for which they are trained and not simply to supplement the other Service in a potentially dangerous situation.

Safety

At incidents concerned with fire, the danger of fire, those involving hazardous substances or involving rescue, the Fire & Rescue Service will give the Tactical Co-ordinating Group professional advice on matters of safety. At other incidents, guidance should be sought from the Fire & Rescue Service, the HSE, Health & Safety professionals and Industrial Safety Officers within organisations. Each organisation operating at the scene will be responsible for the safety of all members of its organisation.

Terrorism

For known or suspected terrorist incidents, all personnel should be aware of the possibility of secondary devices. It is the responsibility of all persons to report suspicious activities or packages. The Police will be responsible for checking relevant areas for suspicious objects, dependant on the risk assessment.

Preservation of Scene

All Major Incidents will be treated as crimes/scenes of crimes until the contrary is established / evident.

Incident Officers must convey the importance of scene preservation from the onset of the incident as this will assist in de-briefing and any ensuing investigation/inquiries. Personnel must also be aware that they may be required to give evidence as witnesses at such investigation/inquiries. Logs, photographs and/or videos must be retained and will be subject to rules of disclosure in any judicial proceedings. The combined operation of Fire, Police and Ambulance photographers should be encouraged to record the scene where actual preservation is not possible.

Media Facilities

Any Major Incident will attract media attention and an immediate response to the scene. A facility for media personnel to receive regular bulletins and hold interviews etc should be provided as soon as possible and in as close a proximity to the main area of operations as is safe and practicable. Incident Officers must consider joint media briefings, to avoid misinterpretation.

On Site Expertise

It should be ascertained at an early stage as to whether any local expertise is available which might be beneficial to effective scene management. It is essential that such expertise should remain available throughout the incident.

Welfare

Incident Officers should monitor the welfare needs of its personnel, including rest and refreshment.

6.4 Control/ Command Units

The main Fire & Rescue Service, Police and Ambulance Service Control/Command Units will form the focus from which the Major Incident will be managed. These units, together with those of the Public Utilities and Local Authorities will be located where possible close to one another, and will be known as the Incident Control Post. The Incident Commanders will jointly exercise their authority from this point in a co-ordinated manner.

Liaison Officers from the Emergency Services and other organisations should be appointed to work at other Services' Strategic and Tactical Centres and elsewhere as deemed necessary. Great care must be taken to avoid duplication of Liaison Officers.

6.5 Siting of Units

The Officer in charge of the first Control/Command Unit on scene should make allowance for the siting of the other Emergency Services' Command Units. Ideally, the site would be served with good access, lighting, toilets and have telephone facilities close by.

The advice of the Fire & Rescue Service in matters of safety in connection with the placement of the Forward Control Point and Incident Control Post will be sought by the other Emergency Services. This advice may well be extended if the incident involves chemicals or other hazardous materials. The choice of the site would then be influenced by wind direction and gradient, and should be selected in consultation with the Fire & Rescue Service's HAZMAT Officer.

The Police Incident Officer, in conjunction with Officers of the other Services, will be responsible for confirming or amending the siting of the Control/Command Units, and will establish liaison between them.

6.6 Identification of Incident Control

To aid identification, the blue, red or green identifying lights on each of the main Incident Control Units of the Emergency Services will be SWITCHED ON unless to do so would be dangerous, e.g., through the proximity of flammable gases. The blue lights of all other vehicles must be SWITCHED OFF, except during incidents on open motorways, and unless deemed to be necessary elsewhere to avoid accidents.

Note: Where it is necessary to leave a vehicle unattended, ignition keys must not be removed, radios and emergency beacons must be switched off.

6.7 Rendezvous Points

A Rendezvous Point (RVP) under the control of a Police Officer identified by a reflective tabard bearing the legend '**RENDEZVOUS POINT OFFICER**' will be established in suitable proximity to the scene within the outer cordon. Emergency, Specialist and Voluntary Services attending the incident should be directed to this RVP in the first instance. A suitable RVP(s) will be identified after consultation with the other Services involved.

6.8 Cordons - Access/Egress

Any requests for access through cordons must be directed to the Police Incident Control. Access through the Inner Cordon will be via the Police Cordon Control Point.

Police cordons at the scene of an emergency will exist for a number of reasons and those seeking to enter the cordoned area must appreciate that a number of significant issues have to be taken into account by the Police Commander before permitting entry. These include the health and safety of all within the cordoned area, which is frequently an issue that needs to be determined in conjunction with other Category 1 Responders, notably Fire & Rescue and Health Services. This means that a decision to permit entry may not be a simple process. In addition, the Police Commander will have to consider matters of potential interference with evidence at certain scenes and in all cases the responder seeking entry must be able to evidence the good reason upon which they seek to enter.

The following procedure should be adopted by those seeking entry who are not members of the emergency services acting under the direct command and control of their relevant Commander.

The primary method of securing access should be prior application to the relevant representative at Silver Command. This should be the agencies own representative in the first instance unless arrangements have previously been made to proceed through an emergency service representative. Entry will be in accordance with the access policy for that incident, set by either the Gold or Silver command groups. This may not be consistent from incident to incident.

Where there is an urgent need for access or no liaison officer is present at the Silver Command, an approach should be made to the Cordon Control Officer. This officer will assess whether to permit entry within the parameters set out for them by their Command and will respond accordingly. If unable to permit entry, this officer will cause enquiry to be made at Silver Command in respect of entry.

6.9 Inner Cordon

This provides immediate security of the rescue zone and potential crime scene. When the Inner Cordon is set, it will be the responsibility of the Police and Fire & Rescue Service to clear the area of unnecessary personnel and log whose presence is essential. The Fire & Rescue Service is responsible for safety management within

the Inner Cordon. Red and white tape will usually mark the boundary of the inner cordon. The Fire & Rescue Service and Police Silver Commanders must reach an early decision on the management of the Inner Cordon.

The Fire and Rescue Service has an emergency evacuation signal which all personnel, working in the inner cordon, must be aware of and respond to if the area becomes hazardous. The Fire Officer will **blow sharp blasts on a whistle** and declare a safe point to withdraw to. People entering the inner cordon must be made aware of this signal.

- **Police Officers / Police Support Staff** at the Inner Cordon Point may issue a BLUE Incident Site Access Card to permit access to the scene. Under those circumstances their Warrant Card must be handed to the Police Cordon Officer in exchange who will retain it and log details. The card must be returned by the relevant person at the Inner Cordon Point on leaving the scene.
- **Fire and Ambulance Service Personnel** are to log their own staff entering and exiting from the Inner Cordon. This procedure must include appropriate vetting to ensure that only authorised staff accesses the scene.
- **Non Emergency Service Personnel** must possess and show their Identification Cards to the Police at Outer Cordon(s) to gain access to the Inner Cordon. Here they may be issued with a YELLOW site access Card and any identification they may have should be given to the Police Cordon Officer who will retain it, log details and confirm with the Police Incident Officer that that person is authorised to enter the Inner Cordon. This card must be returned to the relevant person at the Inner Cordon Point on leaving the scene.

6.10 Outer Cordon

This cordon should seal off an extended controlled area surrounding the rescue zone. It will be designated by BLUE & WHITE tape. All access and exit points will be controlled and persons requesting access vetted. Access will only be granted on production of a recognised identity card. Any person leaving the scene will be required to provide and have their details recorded. The control/command vehicles of the emergency services must be positioned between the inner and outer cordons.

6.11 Traffic Cordon

This will be deployed at or beyond the outer cordon preventing vehicular access to the area surrounding the scene. Early consideration must be given to a Traffic Management Plan. The Police will be responsible for this under the direction of a Bronze Traffic Manager in consultation with the Highways Agency, Local Authority Highways Departments, and the local Police Neighbourhood Team Leader.

The establishment of suitable access and egress routes must be considered at the earliest opportunity.

6.12 Marshalling Area

A marshalling area under the control of an Officer from each Service wearing suitable reflective tabards should be identified and established between the RVP and the scene. Vehicles requiring access to the scene should be held in this area.

The relevant Service's Marshalling Area Officer should inform his/her Silver Control of the arrival of any resources, so their controllers may deploy them. The Ambulance Parking Officer will advise the Ambulance Incident Officer of resources. Marshalling areas may also be used to provide briefing/debriefing areas and recuperation for personnel involved in arduous work at the scene.

6.13 Fire & Rescue Service Equipment Point

In consultation with the Fire & Rescue Service Incident Officer (Fire Silver), the Police Incident Officer (Police Silver) will agree the location of, and security for, a Fire & Rescue Service Equipment point close to the Fire &

Rescue Service Incident Command Unit. The Fire & Rescue Service Incident Officer may wish to use either the marshalling area or command point to log and brief non-service personnel in emergency evacuation procedures from the rescue zone.

6.14 Ambulance Loading Point/Casualty Clearing Station (CCS)

Likewise, in consultation with the Ambulance Incident Officer, the Police Incident Officer co-ordinating the response will agree siting for the Ambulance Parking and Loading Points, the Triage/Casualty Clearing Station and the Equipment Point.

Safety, shelter, warmth, lighting, ease of access/egress, and where possible proximity to the area(s) of rescue should be considered when deciding upon the location of the Casualty Clearing Station. The CCS will act as the initial reception for all surviving injured casualties, where medical personnel, prior to conveyance to hospital will undertake the triage process and consequent labelling by ambulance personnel.

The Ambulance Loading Point should be adjacent to the Casualty Clearing Station or within the immediate locality, for ease of despatch to designated hospitals. The Ambulance Parking Point, within the Marshalling Area, must facilitate ease of access to the Ambulance Loading Point.

6.15 Visits by VIPs

It is not uncommon for visits to be made by VIPs to the scene of a Major incident and to injured survivors at Hospitals. These visits place additional strain on the operation in terms of security, public order, increased media attention and interruption to normal rescue functions. Police Gold will undertake the planning and liaison role for the visits.

7. HELICOPTERS

7.1 Police Helicopters

Devon & Cornwall Constabulary operate a helicopter, which may be of assistance in the event of a Major Incident. Surrounding Forces have helicopter or fixed wing units, which can be considered as mutual aid, as well as the local Air Ambulances.

Air Support can provide the following support facilities:-

- Immediate overview of scene including the size of affected area, ancillary factors, etc;
- Casualty search/assessment of numbers;
- Identification of present or potential hazards;
- Weather conditions including wind direction at scene;
- Area containment including cordon deployment/infringement;
- Traffic management/route-planning schemes.

7.2 Ambulance Service Helicopters

The Air Ambulance charities operate helicopters in conjunction with land ambulances, which may be of assistance in the event of a Major Incident. This comprises of four helicopters, one based at Exeter Middlemoor, one based at Eaglescott Airfield in North Devon, one at RAF St Mawgan and the other is based in and operates from its base in Somerset, but could be called on to operate within the LRF area.

All four Air ambulances are provided by Air Ambulance Charities and operate under the direction of SWAS Trust.

The Air Ambulance can provide the following:-

- Rapid response;
- In exceptional circumstances delivery of a Doctor to the scene;
- Versatility – complimenting the ground services and accessing difficult sites;
- Reduction in patient injury through smooth ride;
- Reduction in delay – assessment and delivery of patient to most appropriate hospital

7.3 SAR Helicopters

The Royal Navy, Royal Air Force and H.M. Coastguard operate Search and Rescue (SAR) Helicopter Flights positioned around the UK (6 RAF, 2 RN and 4 Coastguard). Flights based at R.N.A.S. Culdrose, R.M.B. Chivenor and Portland Coastguard cover this LRF area.

RAF and Royal Navy SAR helicopters have the following capabilities;

RAF Sea King: Radius of Action (ROA) 240 miles with 30mins winching. Maximum of 18 passengers

RN Sea King: ROA of 205 miles with 30 mins winching. Maximum of 9 passengers

An Aircraft is on 15 minutes notice to launch 08.00 – 22.00 (normally airborne in 10 mins) and on 45 mins notice to launch 22.00 – 08.00 (normally airborne in 25 mins). A second aircraft and crew are also on 60 minutes notice to launch 0800 – Sunset.

Aircraft can fly in day and night and practically all weathers. Due to a wide range of advanced sensors, including internal radar and TI equipment, the aircraft can fly in weather that people would not drive in.

All requests for SAR Helicopters should be made to the Aeronautical Rescue Co-ordination Centre at R.A.F. Kinloss. Each civil emergency service has a dedicated line or lines to make contact directly with the ARCC duty

Controller to request SAR support. These telephone numbers are held by each emergency service and will not appear in this document. Assistance to save life by Military helicopters is provided under Military Aid to the Civil Authorities and no charge is made.

7.4 Temporary Heli-Pads

Temporary Heli-Pads might need to be identified at Major Incidents with consideration for:

- Safety of crew and aircraft from obstructions.
- Safety from harmful chemical release, fire/smoke.
- Access to and from vehicles and
- Disturbance of debris/evidence or disruption by excessive noise.

7.5 Emergency Landing Procedures

To help incoming helicopters, an Officer from any of the Emergency Services who has radio contact with the incoming aircraft should be appointed to provide a focal point for the aircraft at the intended landing site, acting as directed by the Aircraft Commander. The Police have Airwave facilities to speak directly with the Local Air Ambulance Service and the Devon & Cornwall Constabulary Helicopter and the Coastguard have radio communications with the Search and rescue helicopters.

7.6 Emergency Flying Restrictions

Police have the facility, through the Civil Aviation Authority (CAA) to request the imposition of temporary emergency flying restrictions over the scene of an incident under certain circumstances. The most likely reason would be the safety of those in the air or on the ground. Requests for temporary emergency flying restrictions should be made through the Police Silver, who will review the necessity for such restrictions at regular intervals.

8. MEDIA

A Major Incident or 'Disaster' will attract the attention of the press, radio and television media. The response is likely to be immediate from local reporters and, dependent on the scale and nature of the incident may result in national and international attention. The search for information and briefings will be instantaneous. Failure to consider the media response at an early stage may have serious implications for the management of the whole incident. During this initial period when the build-up of responding agencies is taking place, it is imperative that an element of control is exercised, as a means of assisting the media. The Media Briefing Point will be adequate in the short term but must be replaced, particularly for a protracted Major Incident, by a more suitable facility, which will be known as the Media Centre. The decision to establish a Media Centre should be a joint one involving the Emergency Services Incident Officers and Local Authority Media Liaison Officers to include the Police Media Spokesperson.

The following criteria should be considered when deciding on media access:

- The operational efficiency of all services must not be impeded
- Preservation of the scene must not be compromised
- The need for privacy of casualties, family and friends must be respected
- Access to certain areas may need to be controlled and supervised
- The area must be safe for the media personnel
- Where possible, a staging area from which the media can obtain pictures overlooking the site should be identified.

See further guidance in the 'LRF Major Incident Media Framework' document. The document can be viewed via the following link,

http://www.dcisprepared.org.uk/lrf_media_plan_v4.0_17.06.09_web_.pdf

9. NATIONAL ARRANGEMENTS FOR INCIDENTS INVOLVING RADIOACTIVITY

For some years Radiation Staff at certain Hospitals have, at the request of the Police, provided advice on the safety measures to be taken at incidents involving radioactive substances. Participating hospitals are listed in the NAIR Handbook which is issued and updated by the National Radiological Protection Board (RPB) who co-ordinate NAIR.

The arrangements are intended to cover incidents in the public places such as damage to containers in transit, accidents to vehicles conveying radioactive substances, discovery of actual or suspected radioactive substances; and incidents involving the public on premises where radioactive substances are not normally handled. They are not intended to cover incidents of any kind in places where radioactive substances are normally handled as staff should be available there who are competent to cope; nor do they cover incidents whether on or off the site involving nuclear installations or associated transport accidents. However, if the public is thought to be at risk and no other expert assistance is available then the Police might seek help from an NAIR First Stage Centre.

The Police will normally be the first authority to be informed of a transport accident or other incident in a public place. Consequently, the basis of NAIR is that the police will invoke the arrangements and for this purpose the United Kingdom is divided into areas of assistance based upon Police Forces. These are set out in the handbook.

Assistance is provided in two stages; the first enables the Police to call upon an experienced person who can advise them on action and the second provides more sophisticated resources should these be necessary. Each Police Force Area has been allotted first and second stage assistance centres. First stage assistance is provided in most, but not all, by Hospital Radiation Staff. Second Stage assistance is not provided by Hospital Staff but by Radiation Staff from Nuclear Power Stations and other similar establishments. In case of difficulty in alerting their allotted First Stage participant, the Police will contact the First Stage participant from a neighbouring area before getting in touch with their allotted second stage source of assistance. Hospitals approached by the Police should make every effort to contact their Radiation Staff quickly. When it is not possible, or the radiation staff are unable to assist, the Police should be notified promptly so that they can contact another source of assistance.

10. EVACUATION & SHELTER

10.1 General Considerations

Evacuation should always be a last resort.

Evacuation and Shelter are different forms of protective action taken to safeguard the public and emergency responders from immediate or potential danger. In 2006, H.M. Government produced 'Evacuation and Shelter Guidance' and in 2009 the LRF produced the 'Large Scale Evacuation and Shelter Strategic framework' document to assist decision making processes. This document is available via this link,

http://www.dcisprepared.org.uk/lrf_large_scale_evac_and_shelter_strategic_framework_-_v1_new.pdf

The decision to evacuate will normally be taken by the Police Incident Commander (Police Silver) following advice from the other agencies, including the Fire and Rescue Service. In case of large scale evacuation it may be appropriate for this decision to be taken at Strategic (Gold) level (See also Appendix B 'Decision Making Process' and Appendix C 'Flowchart of the Evacuation Process').

The purpose of evacuation is to move people and, where relevant, other living creatures, away from an area of actual or potential danger to a safer place. Evacuation may not be the most appropriate response to a threat, and shelter should always be the first consideration.

Many buildings can provide significant protection against various hazards and, when deciding whether to evacuate it should be considered if the population may be safer indoors. Examples of where evacuation may be counter-productive include a chemical, biological or radiological release; or a terrorist bomb threat where internal bomb shelter areas are available and appropriate.

In all cases the overall priority must be the safety of the public and emergency responders. This must be the focus of the decision making process and other factors e.g. commercial considerations must not be permitted to interfere in achieving this objective. It is important that the available resources, whether plentiful or scarce, are properly targeted to ensure that they are used to assist those in greatest need and are prioritised to help those who are least able to help themselves. In the case of large scale evacuation Central Government may have a role in:-

- Arranging the broadcast of warnings and information on national radio and television
- Providing military and other resources to assist in warning and informing
- Using influence in the transport industry to secure mass transport
- Providing military resources to assist with routing of evacuees and traffic control
- Co-ordinating the resources from local authorities further a field

Large scale evacuations require special arrangements to be made. The Police will co-ordinate the evacuation, via Evacuation Assembly Points, to safe areas such as Evacuation Staging areas, or to Local Authority Emergency Rest Centres. The LA will also provide transportation on request.

The risks involved in evacuation must be balanced against the potential advantages of other public protection measures available. Consideration should always be given as to whether other methods would suffice. Where appropriate this may include partial evacuation of a building or area as a quicker/safer alternative. It is critical that any areas identified for shelter are not also in a danger area.

The *LRF Large Scale Evacuation and Shelter Strategic Framework* recognises the significant impact of a mass evacuation by road from the region. The Strategic Road Network (SRN) managed by the Highways Agency (M5, A30 & A38) in this LRF region would be key evacuation routes.

10.2 Decision to Shelter/Evacuate

National guidelines suggest that the public should be encouraged to shelter – UNLESS THERE IS A CLEAR AND OBVIOUS DANGER TO LIFE – and the agreed national warning should be used:-

- GO IN** (go in and stay indoors, go upstairs where possible, do not collect children from school – they will be properly cared for).
- STAY IN** (close all doors and windows, extinguish all fires, and keep away from windows).
- TUNE IN** (to local radio for further details, do not use the phone – keep lines free for EMERGENCY use only).

Any subsequent changes in the situation may require a decision to evacuate which, will then be taken by the Police Incident Commander with advice from other responding agencies.

If the Police Incident Commander is in doubt regarding the appropriateness of sheltering in the longer term, he/she should then contact the Police Control Room Inspector (FIM) and arrange for a Tactical (Silver) Co-ordinating Group to convene immediately.

10.3 The Tactical Co-ordinating Group role in Evacuation

The Tactical Co-ordinating Group should consider the following:-

- How much time is available?
- What means of communication are in place (organisational, inter-agency and with the public re warning and informing).
- What resources are available / needed?
- What is the scale and potential duration of the evacuation – numbers needing evacuation
- How complex is the potential evacuation, including the location of vulnerable sites within the parameters of the area(s) to be evacuated and additional challenges incorporated with these?
- Environmental conditions, including weather and time of day
- Where applicable, the intelligence assessment (particularly in the case of bomb threats).
- Time may also be a determining factor in respect of other options, such as searches in response to bomb threats.
- If roads are blocked, whether responding staff can reach required destinations

10.4 A decision to evacuate, in addition to the above factors, may require:-

- The identification or existence of assembly points
- Robust traffic management arrangements at an early stage
- Available alerting procedures and facilities
- Transport requirements
- Resources needed to effect an evacuation
- The identification or existence of alternate accommodation (short and/or long term)
- Access to lists of vulnerable persons within the community as soon as practicably possible
- If large scale evacuation, whether Evacuation Staging Areas may be required
- If large scale evacuation, whether an Evacuation Coordinating Group is required to support the process

10.5 A decision to advise continued shelter may, additionally, require consideration of:-

- Availability of services (utilities etc)
- Health risks
- Special needs
- The need for maintenance of information

- Response to emergencies (especially in circumstances of flood etc)
- How long the potential hazard will exist
- Requirements for fresh food, water and essential items over time

10.6 The Tactical (Silver) Co-ordinating Group may be required to make high risk, life or death decisions. There will also be a requirement to:-

- Categorise competing tasks potentially against limited timescales
- Handle multiple competing problems simultaneously, potentially under stress, confusion and uncertainty
- Co-ordinate activities of specialists
- Assess the nature and extent of the hazard(s)
- Order actions which might result in major social and/or economic impact
- Activate the response, and resources of, the relevant organisations.

The Tactical Co-ordinating Group will need to have knowledge of the available options, and detail of whom to consult with, to access relevant information.

A decision to evacuate or continue with shelter could be contentious and subject to hindsight. It may well be that such decisions are challenged in litigation or other process. It will therefore be essential to ensure those decisions taken, or not taken, and the supporting considerations are comprehensively documented.

10.7 Power to evacuate

Generally speaking there is no statutory power to enforce an evacuation, except the provision under section 34 Terrorism Act 2000 to designate a cordoned area and instruct all persons to leave that area. Whilst Police officers have a common law duty to take all reasonable steps to save / preserve life, they have no authority to remove persons from their property against their will.

People who decide not to evacuate should be made aware that it may not be possible to give them additional advice to evacuate later on, and if they decide to remain where they are, rescue may not be possible or may be significantly delayed.

In the case of individuals deciding to remain in situ when the decision to evacuate has been made, the name of the person should be logged and if time allows the reason why they will not evacuate. This information must be shared as quickly as time allows to alert services of individuals locations, so that if the situation worsens appropriate help can be provided, if available.

10.8 Vulnerable People

At all times consideration must be given to the needs of the vulnerable in an evacuation scenario. This will include those vulnerable people known to the authorities (i.e. Health, Social Care Services) but also those made vulnerable by the particular crisis. Examples of this would be the elderly who are usually able, but may not cope in severe weather such as floods or ice, or blind people who can cope with a daily regime, but not special circumstances.

Reference should be made to the LRF Vulnerable People Tactical Framework document (DRAFT status October 10), which outlines protocols to be followed in this regard. Broadly, information about the known vulnerable, both people and vulnerable settings such as Care Homes, must be obtained from the local Social Care Services and other agencies, as laid out in that document.

10.9 Alerting of responders

The Police will co-ordinate the alerting of all relevant organisations, and pass on details of Evacuation Assembly Point and Rest Centre locations.

On receipt of the above information, the relevant organisations will activate their own response plan.

10.10 Warnings

The Civil Contingencies Act 2004 requires Category 1 Responders to maintain arrangements to warn inform and advise the public at a time of an emergency. In developing and maintaining their relevant emergency plans, Category 1 responders must have regard to their relevant warning arrangements and provisions for informing and advising the public.

PUBLIC AWARENESS (Pre Event)

Informing and educating the public about risks and preparedness

PUBLIC WARNING (At the time of an event or when one is likely)

Alerting by all appropriate means the members of the community whose immediate safety is at risk

INFORMING AND ADVISING THE PUBLIC (Immediate and long term post event)

- Providing relevant and timely information about the nature of the unfolding event for those likely to be caught up in an evacuation.
- Immediate actions being taken by responders to minimise the risk to human or animal health and welfare, the environment or property.
- Actions being taken by responders to assist the evacuation.
- Actions the public themselves can take to minimise the impact of the emergency and prepare for any evacuation or shelter.
- How further information can be obtained, and
- End of emergency and return to normal arrangements.

Clearly the urgency of a situation, and time available, will be significant factors in planning an evacuation. Careful consideration will need to be given to the methods and nature of these warnings. Large-scale evacuations will require large scales of resources. Particularly in the case of residential areas and, if time allows, it may be necessary for personal visits to all premises.

Additional arrangements in respect of warnings must include:-

- The available means for warning (PA systems etc)
- Mobilising Officers to attend addresses
- Whether use of the media will be appropriate
- Careful consideration to the message content, to avoid unnecessary confusion or alarm
- Whether special provisions for languages, faith or special needs are required
- Clear but simple instructions for those to be evacuated.

It must be remembered that warnings may apply equally to 'shelter' options and 'evacuation'.

Normally, in the UK, warnings will be a police responsibility. The exceptions are:-

- The Environment Agency in case of flood
- Operators of Military establishments for MACR
- COMAH operators for incidents at such sites
- Specific arrangements may apply to private locations
- The REPPiR Regulations do confer a duty on local authorities, to have in place arrangements to inform the public in respect of civil nuclear emergencies.
- The Met Office

In Devon and Cornwall pre-planned statements have been prepared for specific sites.

10.11 Evacuation Briefing Centres (EBC)

In the event of a large scale evacuation, an Evacuation Briefing Centre may be established. The role of the EBC is to act as a central location for all responding agencies and voluntary organisations to attend, be equipped and briefed before moving out to the Evacuation Assembly Points.

The EBC acts as a BRONZE CONTROL to co-ordinate the activities of the organisations involved in the actual evacuation.

10.12 Evacuation Assembly Points (EAP)

The Police, in conjunction with the Fire and Rescue Service (if appropriate), will identify as many EAP's as necessary to achieve a controlled and co-ordinated evacuation of the area. They will advise the relevant Local Authority which locations will be used as early as possible.

All Evacuation Assembly Points will be managed by the Police, who will be assisted by other relevant organisations.

10.13 Evacuation Staging Areas (ESA)

During large scale evacuation scenarios which require the movement of large numbers of people within, out of, or into the LRF area, it may be necessary to set up ESA's. There is no reason why an Evacuation Briefing Centre should not be co-located with an ESA. It would be set up by the Police, supported by other organisations. Evacuation Staging Area(s) will preferably include large sheltered areas with plenty of capacity externally to allow coach drop-off and parking for the public, staff and the emergency services. It is intended that Evacuation Staging Area(s) will assist timely evacuation, freeing up coaches to return to designated Evacuation Assembly Points in areas requiring the immediate movement of people. Evacuation Staging Areas will act as short-term places of refuge and should be capable of receiving evacuees prior to dispersing them within or out of the county, or receiving them into it.

10.14 Rest Centres

County and Unitary Authorities have rest centre plans which include details of potential premises for use as Rest Centres (RC).

Rest Centres will be managed and staffed by Local Authority personnel, supported by the voluntary sector and PCT, and when available Police Liaison Officers. RC's will provide warmth, feeding and refreshments and welfare functions. The District Council and Unitary Authorities are responsible for temporary housing, environmental health, and assistance with pets – supported where possible by the RSPCA.

Registration will be carried out to ascertain how many evacuees are at the centre, who they are, and any special requirements, which will help to inform the Casualty Bureau process.

These centres will normally remain functional between 48-72 hours, until evacuees are able to return home or be moved into longer-term temporary accommodation.

As early as possible in the evacuation the Police will inform the relevant Local Authority if Rest Centres are required to shelter people. Information should also be provided on the approximate number of people being evacuated, and the length of time shelter will be required.

The decision as to which RC(s) will be used will be reached by discussion between the Police and the relevant Local Authority.

The Police should inform the Rest Centre Manager as soon as it is safe for people to return to their homes, so that the manager can advise the evacuees, start the deregistration process and make any appropriate arrangements. No announcements should be made direct the evacuees before the Rest Centre Manager has time to warn the Rest Centre staff, and draw up a return home plan.

10.15 Transport Arrangements

If transport, specialist or otherwise, is required by the Police for the evacuation they will ask the relevant Local Authority to arrange it, in conjunction with other organisations.

10.16 Return of Evacuees

Considerations must be given to **planning for a return**. This should apply soon after, or at the same time as the decision to evacuate. Issues will be:-

- Who decides?
- Are there any environmental health issues?
- What utilities and safety arrangements will be available?
- What support mechanisms are in place?

These issues are closely linked to the wider aspects of recovery.

10.17 Re-occupation

The decision to allow persons to return to their homes must be made by appropriate representatives of the Tactical Co-ordinating Group. However, this may require a Policy decision to be made by the SCG / Gold.

The TCG / SCG may also decide to arrange follow up visits to each home to assess the after effects of the evacuation, which could include visits by Social Care Services, Environmental Health and / or representatives of other agencies.

10.18 Stand-Down

It is essential that all agencies that were mobilised or asked to standby during the evacuation be advised when their services are no longer required. The organisation that mobilised them is responsible also to stand them down.

11. HEALTH & SAFETY

11.1 Procedures

Basic safety procedures must be understood and Incident Officers must ensure that they are emphasised to all personnel under their command at the scene. Each agency is responsible for ensuring the health and safety of their personnel.

11.2 Fire & Rescue Service 'HAZMAT' Officers

Certain Fire Officers will be nominated as Hazardous Materials (HAZMAT) Officers. HAZMAT Officers will be mobilised to the Incident as technical advisers where radiation, asbestos, chemicals and/or biohazards have been confirmed.

They will liaise with specialist personnel as appropriate and ensure relevant information is passed to the Incident Commander.

11.3 Emergency Evacuation Signal

At the outset, all three emergency services may be employed within the Inner Cordon (Rescue Zone). The Fire & Rescue Service has an emergency evacuation signal, which all personnel must be aware of and respond to if the area becomes hazardous. Their safety officer will blow several short sharp blasts on an Acme Thunderer whistle, and declare a safe point to withdraw to.

The Inner Cordon Officer must make personnel entering the Inner Cordon aware of this evacuation signal.

11.4 Railway Safety

All control rooms of the emergency services have been provided with instructions as to how trains can be stopped.

It is essential to maintain contact with Network Rail and British Transport Police (BTP) throughout the period when a request has been made for trains to be stopped.

In an emergency, when it is absolutely necessary for immediate action to preserve life, and confirmation has not been received from Network Rail that a safe method of work has been implemented, the following procedure must be followed:-

- Ask your control room to tell the relevant Network Rail Control Room that you are going on the line.
- Before going on the running line, or within 3 metres of the running line. Appoint Safety Officers and they must be positioned to provide at least 30 seconds warning of oncoming trains.
- Agree a warning signal should a train approach.
- Do not rely on signals or other equipment to indicate whether a train is approaching.
- Do not deploy more people onto the running lines than is absolutely necessary.
- Once the matter requiring immediate action has been dealt with, move quickly to a position of safety and await confirmation from Network Rail that a safe method of working has been agreed before going back onto the line.

If there is an obstruction or incapacitated person on the line and a train is already approaching, the following procedure should be followed in an attempt to stop the train:-

- Face the approaching train.
- Stand in a position of safety and give the following appropriate hand signal:-

Time of Day	Hand signal
During the Day	<ul style="list-style-type: none"> ● Display a red flag which must be clearly visible to the driver of an approaching train, or ● If you do not have a red flag, raise both arms above your head when the train approaches.
During the Night	<ul style="list-style-type: none"> ● Display a red light which must be clearly visible to the driver of an approaching train, or ● Display a light of any colour and wave violently when a train approaches.

Helicopter Support may also be able to assist in the early warning of trains travelling towards an incident on the railway line.

11.5 Military Aircraft

The Devon and Cornwall area has frequent military aircraft movements and over flights. If a military aircraft is believed to be involved, extreme caution should be taken by all agencies, and advice taken from the RAF immediately. Contact can be made through the Air Rescue Co-ordination Centre at RAF Kinloss.

11.6 Environmental Health

District and Unitary Authority Environmental Health Officers (EHOs) may attend incidents where there is considered to be a risk from notifiable and communicable diseases or environmental hazards. They may be able to offer advice on precautionary measures and assist with the correct treatment of infected items. Contact (including out of hours) should be made via relevant District or Unitary Councils.

11.7 Health Protection Agency

The HPA has a role in the context of specific major incidents such as drinking water contamination, food contamination, communicable disease outbreaks and environmental contamination by radiation or toxic chemicals. For these scenarios, there are appropriate plans in place. The HPA provides specialist advice to support the Primary Care Trusts in discharging their responsibility of assessing and advising on the impact of Major Incidents on the health of their population. This will include the need for evacuation and shelter, monitoring, the use of personal protective equipment and arranging clinical or epidemiological follow up if necessary.

12. COMMUNICATIONS and INTEROPERABILITY

Recent events have demonstrated that major incidents are likely to require a national response that will test the capability and interoperability of the response organisations. Public expectations are that agencies responding to emergencies or major incidents will interoperate effectively in a professional and coordinated manner with a unified framework that facilitates efficient consequence management and an appropriate return to normality. Helping to maintain public confidence in the responding services is one of the drivers for the 'ACPO guidance on Multi Agency Interoperability' which can be viewed via this link,

http://www.npia.police.uk/en/docs/Multi-agency_Interoperability_Secure_130609.pdf

The guidance provides 'blue light services' with a unified framework for working together that enhances established practices for communications and coordination across the command and control structures. It may also be used by the military and other partner responder agencies to build a framework for aligning their ways of working with the blue light services.

Radio or Airwave facilities exist within each emergency service which allow communications both to respective command and control centres and within the area of operations. During a major incident robust communications are essential at all levels. It is particularly important to ensure that there is continuing liaison between all Incident Officers (Silver Commanders). This will enable the joint decision making process and exchange of information throughout the incident to take place.

12.1 Inter-Agency Communication

EXISTING RADIO CHANNELS & PROCEDURES WITHIN EACH SERVICE WILL REMAIN IN USE FOR INTERNAL COMMUNICATION.

THIS WILL BE EFFECTIVE AS LONG AS EACH AGENCY SILVER COMMANDER IS PRESENT AT SILVER CONTROL TO ENSURE THAT INFORMATION IS SHARED FOR OPERATIONAL EFFICIENCY AND REGULAR MEETINGS ARE HELD.

12.2 Mobile Privileged Access Scheme (MTPAS)

Public cellular mobile telephony has played an important role during the response to recent emergencies, but the mobile networks can become overwhelmed by a high concentration of calls that often occur immediately after a major incident. Reliable access to the mobile networks, even during times when an exceptionally large number of calls are being made, is achieved by installing a special SIM card (Subscriber Identity Module) card in the telephone handset. Special SIM cards are only available to entitled users within the responder community and not to members of the public.

The resilience of telecommunications available to responders has recently been reviewed along with arrangements for entitlement to and management of all privileged access schemes. The new scheme for mobile telecommunications is called the Mobile Telecommunications Privileged Access Scheme, or MTPAS.

The Cabinet Office, Regional Government Offices and Local Resilience Forums' Telecommunications Sub Groups (TSGs) are currently working together to implement MTPAS. MTPAS supersedes ACCOLC, the old Scheme for managing mobile privileged access, SIMs issued under the old scheme will work under MTPAS.

The implementation of MTPAS started in most local resilience areas on the 1st June 2009 and should be completed during September 2009, when the new MTPAS management arrangements will be in place and privileged access SIMs will again be distributed to entitled users via the new processes. When the launch is complete, the Telecommunications Sub Groups (TSGs) will assume responsibility for coordinating the Scheme in their local resilience area.

More information is available in the '*LRF Telecommunications Resilience Plan*'.

12.3 Contingency Telecommunications Provision (CTP)

As of 1st August 2005, the Government sponsored Emergency Communications Network (ECN) was withdrawn. Until it is replaced the Government has introduced a Contingency Telecommunications Provision (CTP). This is provided by satellite telephones. These phones can be used during a Major Incident within the South West region by any agency.

12.4 Responder Communications

Some Local Authorities have their own integral radio communications systems; however, these may not be compatible with each other or with the Emergency Services. The Local Authorities have strong links with RAYNET (further contained at 12.7). Multi Agency Silver situated at Local Authority premises should allow for all organisations to remain informed on Incident developments.

The Highways Agency on road patrols has Airwave capability to communicate with their control centres.

12.5 Maritime and Coastguard Agency/Search and Rescue Units

Maritime and Coastguard Agency and the Search and Rescue units on scene will communicate on marine VHF. The co-location of a Coastguard vehicle and a Police vehicle on scene will facilitate the sharing of information. However, in general, signal traffic from maritime SAR units will be disseminated via the MRCC to the appropriate civil emergency service control room, and thence to their units on scene. The reverse route must be used for signal traffic from units on scene to maritime SAR units.

12.6 British Telecom Assistance

British Telecom are able to offer for use in a Major Incident, certain specialist communication equipment, extra telephone lines, telephone switch board with extensions and mobile pay phones, all of which can be supplied usually within a few hours.

12.7 Radio Amateurs Emergency Network (RAYNET)

'RAYNET' is a nation-wide voluntary group of UK government licensed radio operators who are able to provide emergency radio communications to the Emergency Services, Local Authorities, and Central Government Departments. RAYNET can also provide specialist VHF/ UHF radio communications assistance across the LRF area and beyond. National and International radio communications can also be provided if requested. RAYNET may support any CAT 1 responder, and would be co-ordinated by the agency for which it has been asked to support.

No communications system is secure from eavesdroppers. Radio scanners capable of receiving Police, Fire, Ambulance and Local Authority radio transmissions are readily available. Similarly, fax scanners can be quickly brought to the scene to intercept information transmitted between the services and agencies. This should be borne in mind when wording any transmission, including cellular telephone conversations that may contain sensitive information.

The RAYNET Incident Controller is the RAYNET person who receives the activation call from a "User Service"; this could be any member but in practice is most likely to be the relevant Group or County/Area Controller or the Zone Co-ordinator.

When activated the Incident Controller will immediately contact his Group/County Controller or Deputy and will remain as Control until relieved of that duty. He will then initiate an established call-out procedure, which ensures that every member is contacted and advised of the details of the incident. The Incident Controller will nominate a Net Director who will be responsible for sending and receiving all messages and for maintaining a log. The Group/County Controller will assess the situation and arrange for appropriate support, both personnel and equipment, to be made available wherever it may be necessary.

South West Region (Zone 7) includes the following Counties: Avon Area, Cornwall, Devon, Dorset, Gloucestershire, Somerset, Wiltshire and the Channel Islands. Local Groups are based upon a Local Authority district, Unitary Authority or geographical area and come under the control of their appropriate County.

13. CASUALTY RESCUE AND CLEARANCE

13.1 Categories

The term casualty, when used in the context of a Major Incident, can be defined as follows:

“Any persons who are directly involved in and affected by the incident.”

A primary responsibility of the Emergency Services at a Major Incident is the recovery and documentation of casualties.

They fall primarily into one of four categories: -

- a) Uninjured;
- b) Injured;
- c) Evacuees
- d) Deceased.

The National Risk Register requires all Local Resilience Forums to plan for a Mass Casualty emergency. Following a review the Civil Contingencies Secretariat (CCS), the programme presently consists of a total of 18 capability 'work streams'.

These fall into three groups:

- Three work streams which are essentially structural, dealing respectively with the central (national), regional and local response capabilities;
- The other five which are concerned with the maintenance of essential services: food and water; transport; health services; financial services; and utilities;
- Ten functional work streams, dealing respectively with the assessment of risks and consequences; chemical, biological, radiological and nuclear (CBRN) resilience; site clearance; infectious diseases (human); infectious diseases (animal and plant); mass casualties; evacuation and shelter; warning and informing the public; mass fatalities; humanitarian assistance and flooding.

A link to the 'LRF Mass Casualty Plan' is via,

http://www.dcisprepared.org.uk/lrf_mass_casualty_plan_v8.0_01.05.10_.pdf

The purpose of the document is to act as the overarching protocol by which all Mass Casualty Incidents (as defined) are managed within this LRF area and will provide the underpinning principles for the development of all tactical plans in relation to dealing with a Mass Casualty Incident.

13.1.1 Uninjured

These people will have been involved in the incident, but will not necessarily want or require hospital treatment. They too must be removed from the hazard. However, it must be mentioned that they have been involved in a traumatic experience, and although not requiring urgent medical attention, they should be closely monitored, and if possible checked by Ambulance and medical personnel.

They may all be possible witnesses and the police service will need to collate their details for the benefit of the Casualty Bureau, as well as the Senior Investigating Officer.

13.1.2 Survivor Reception Centre (SuRC)

A Survivor Reception Centre (SuRC) is a secure place, located outside the inner cordon but close to the scene, where survivors not requiring acute medical treatment congregate to ensure they are safe from the immediate

Consequences of the incident and where documentation of survivors can be completed for input into the Casualty Bureau.

There is no agreed definition of survivors, but the term is generally taken to include all people directly involved in an emergency or major incident. It may be possible to identify those people within a defined situation at the time of the incident and classify them as survivors. Examples of this include people on board an aircraft, train, vehicle or vessel at the time of the incident, or people rescued from a building during a fire. If the incident is widespread, however, or involves a disparate group of people, a less precise definition may be more appropriate.

For their welfare, and to assist the identification and investigation process, all survivors, other than those requiring immediate medical treatment, should be directed to an SRC. An SRC is a safe and secure location where survivors can be supported, secondary medical triage can take place, minor injuries can be treated and initial documentation to assist the identification process and investigation can be completed. Secure in this sense means secure from media and secondary terrorist or criminal intrusion, so that people attending the SuRC can do so in the knowledge that their privacy and dignity will be respected.

The requirement to open an SRC in the early stages of an emergency or major incident means that the responsibility to manage a SuRC is likely to fall on the Police. The relevant local authority will be advised as soon as is practicable. The local authority and voluntary sector should attend to support the running of the SuRC. The Silver Commander should identify a SuRC as a matter of priority. The SuRC can be any suitable premises such as a hotel or leisure centre. The Silver Commander will then make arrangements for a trained Police Major Disaster Room Manager to be contacted and deployed to manage the SuRC.

Some physically uninjured survivors will choose to leave the scene and make their way home, rather than go to a SuRC. Survivors cannot be compelled to attend a SuRC, but should be strongly encouraged to do so. Early identification of a SuRC, and strong, effective communication to survivors, supported by an effective media strategy, should ensure that most of not all attend.

The details of the survivors should be recorded on the standard survivor/evacuee forms and then transmitted promptly to the casualty bureau. In addition to the details required for the casualty bureau, the SIO or SIM may require some initial questions to be asked of each survivor to provide information for the investigation process. It is the responsibility of the SIM to arrange this, or the SIO or Silver commander if a SIM has not been appointed.

Consideration must be given to the needs of those survivors who may be of different nationalities or faith and may not speak English. In addition to the usual attendance by the Police MDRM for documentation purposes, and the Local Authority and voluntary agencies for humanitarian purposes personnel from the following agencies may attend dependant on the scale and type of Incident: -

- United Kingdom Border Agency
- HM Revenue and Customs
- Foreign and Commonwealth Office
- Department for transport
- Consulate and Embassy staff from affected countries
- Representatives from the operators / owners of the affected service
- Rail Incident Care Teams

The centre needs to provide immediate shelter, first aid treatment, welfare support, communications and room for documentation. An Ambulance presence would be advantageous due to the possible deterioration in the condition of survivors. Police will provide a Security Officer. Additional staffing for support of survivors will be available through the Local Authority Social Care departments, supported by the voluntary sector.

Further information can be found at

http://www.dcisprepared.org.uk/lrf_survivor_reception_centre_plan_v1.0_jan_11_.pdf

13.2 Humanitarian Assistance Centres

A Humanitarian Assistance Centre (HAC) is a location offering medium to long-term humanitarian assistance to people directly or indirectly affected by the emergency or major incident.

The relevant local authority is responsible for establishing an HAC about forty-eight hours after the commencement of the incident. The police should assist in the establishment of an HAC for the purposes of identification in a mass fatalities incident.

The purpose of an HAC is to:-

- Act as a focal point for information and assistance to
 - Bereaved families and friends of those missing, injured or killed
 - Survivors
 - Those directly affected by and involved in the emergency or major incident;
- Enable those affected to benefit from appropriate information and assistance in a timely and coordinated manner;
- Where necessary, facilitate the gathering of forensic samples in a timely manner to assist the identification process;
- Offer access to, 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, while minimising duplication and avoiding gaps.

This LRF has a multi-agency plan to open an HAC when deemed appropriate. The decision to open an HAC would normally be taken by the SCG during the response process. This should ensure that the provision of humanitarian assistance is not delayed and there is a seamless transition from any survivor's reception centre and family and friends reception centre opened during the early phases of the incident.

For further guidance see '*HM Government department for culture, media and sport, (and) Humanitarian Assistance in Emergencies: Non-statutory guidance on establishing Humanitarian Assistance Centres*'.

Also see the '*LRF Humanitarian Assistance Plan*'.

13.3 Injured

These people need to be rescued from the scene as quickly and safely as possible. Rescuers must be mindful of the requirement of the medical teams on site. The Ambulance service needs to be able to administer immediate aid to the patients and transport them to the receiving and support hospitals.

13.3.1 Casualty Triage and Documentation

To work an effective triage system on scene, and to minimise delay in evacuation by lengthy documentation, it is essential that all casualties are prioritised and labelled in accordance with the nationally accepted Casualty Triage 'CRUCIFORM' labelling system.

It is particularly important that those patients who have received pain-relieving drugs can be readily identified on arrival at the receiving hospital.

The most important aspect of triage is to understand that it is a dynamic process and each casualty will be repeatedly assessed at each stage of the treatment and extrication process. For ease of explanation the two most distinctive phases of triage are:

- **Triage Sieve**

This is carried out as soon as possible to aid with casualty number estimates and to label each patient with a colour only. At this stage an indication to fatalities, severe injuries and minor injuries can be relayed to the Ambulance Incident Officer and receiving hospitals. Importantly, at this stage, the Triage Officer writes nothing on the cruciform label. The purpose is to visually identify and prioritise casualties for rescuing crews.

- **Triage Sort**

This is normally conducted at the Casualty Clearing Station (CCS). This consists of repeat patient assessment, the start of documentation and prioritisation for evacuation to the nearest receiving hospital.

The purpose of a CCS is to act as a focal point where injured persons can gather or be taken for triage, immediate life saving medical intervention, treatment and then transport away from the scene to the designated receiving hospitals. There may be more than one CCS.

The responsibility for managing a CCS lies with the South West Ambulance Service Trust, assisted by the voluntary sector, but the police may be requested to support the process. A police liaison officer will be appointed to advise and monitor movement of ambulances for the information of the Bronze Traffic manager.

13.3.2 Receiving Hospitals

The Police will need to record the names and details of the injured for onward transmission to the Casualty Bureau. Each Hospital will provide a room for the use of Police Officers at or near the Accident & Emergency Department of receiving Hospitals. The room will need to have telephone and fax facilities.

A police team will be deployed to each hospital receiving casualties from an emergency or major incident. The purpose of this team is to document the casualties who attend or who are brought to that hospital. Devon and Cornwall Police have a number of Major Disaster Room Manager Coordinator's, one of which is specifically the coordinator for the LRF's main receiving hospitals who has established links with the Emergency planning and liaison officers at each hospital. That officer will be contacted and can coordinate the deployment of Major Disaster Room Managers to the receiving hospitals. The coordinator has a working knowledge of the relevant hospital procedures and the integration of this role into the hospital environment.

The MDRM will co-ordinate the receipt of casualties in line with the PCT Major Incident Plans working closely with the patient tracking manager, patient tracking nurse and clerks. A link will also be maintained with the Senior Manager at the relative holding area although all attempts will be made to relocate these family and friends to the FFRC once opened.

The main reason for documenting casualties is to input that information into the casualty bureau process. This may also involve taking additional information from casualties, for example, regarding missing persons.

The Hospital Documentation Team Leader will be a trained Police Major Disaster Room Manager (MDRM) and will report to the Senior Identification Manager (SIM) as part of the overall identification and investigation process. The standard casualty form should be used to record details of each individual at hospital as a result of that incident. For further information see *ACPO (2008) Guidance on Casualty Bureau Standard Administrative Procedures (CBSAP)*

The Ambulance Service will provide an Ambulance Service Liaison Officer at each designated Hospital. The Officer will provide a communication link and will also update the Hospital and the Ambulance Centre of the situation.

13.4 Evacuees

Some Major Incidents may require the evacuation of a large surrounding area because of the danger to life from environmental or structural hazards. This function is primarily a Police role, usually on the advice of Fire

& Rescue Service and in consultation with the Local Authority, but circumstances may involve personnel from several agencies.

The Police in consultation with the Fire & Rescue Service will identify an Evacuation Assembly Point, if appropriate. Rest Centres, will need to be provided by the relevant Local Authority, staffed by their personnel and Voluntary Agencies, which will provide welfare, communication, catering and medical facilities. Evacuees will need to be registered in order that the Casualty Bureau may be informed.

If the evacuees have been brought ashore from a ship, consideration should be given to liaison with appropriate government departments, such as Immigration and Border Agency, HM Revenue & Customs and the Port Health Authority.

See Section 10 and Appendices B, C and D for guidance

13.5 Deceased

The deceased should not be moved unless that is the only way of reaching a live casualty, or if the dead body is likely to deteriorate due to environmental hazards such as fire. The deceased may otherwise be left in situ until the evidence gathering stage begins.

All the Emergency Services have a legal obligation to HM Coroner to provide evidential continuity of the handling of a cadaver from its location at the incident through its recovery, to the post mortem examination. To facilitate this, and to provide best evidence, a record should be made of the location of the cadaver or body part by video, photograph or any other appropriate means.

If only one Officer has handled the cadaver, then continuity is simple to establish. If several Officers, perhaps from different Services, have handled the cadaver, then they must provide statements and continuity evidence regarding their handling.

A specialist Police team for Body Recovery (DVRT) and Identification (DVI) must be formed, in consultation with HM Coroner. The internationally agreed Police Body Labelling System will be used. Once recovered, the deceased and human remains will be removed in the first instance to a Victim Audit Area, where they will be collated before transfer to a mortuary.

A Police Senior Identification Manager (SIM) must be informed at the earliest opportunity in an incident involving fatalities or possible fatalities will manage the identification process on behalf of HM Coroner.

13.6 Emergency Mortuary

The LRF plan entitled the '*Devon, Cornwall and Isles of Scilly LRF Emergency Mortuary Plan*' provides guidance for the setting up, operation, and closing down, of a mortuary facility set up in response to a Mass Fatality Incident and is available via this link,

http://www.dcisprepared.org.uk/lrf_emergency_mortuary_plan_-_d1.0_21.01.09_draft_web_.pdf

The decision to activate emergency mortuary arrangements will be made by the Multi-Agency Strategic Co-ordinating Group based on the recommendation of the Mass Fatalities Co-ordination Team.

This process is contained in the LRF *Guidance for Responding to a Mass Fatalities Incident*.

Dependent on the nature of the incident there are 4 levels of response. These are summarised below.

Level I - NHS Mortuary Facility

A Level 1 response is to use existing NHS mortuary facilities in the LRF area. (Mortuaries in the LRF area are NHS facilities. There are no Local Authority managed facilities).

It is difficult to specify the number of human remains that can be managed at this level, as factors will vary with each facility.

Level II – Enhanced NHS Mortuary Arrangements

A Level II response is to increase capacity at an existing mortuary facility e.g. by the provision of additional body storage units.

Again, it is difficult to specify the number of human remains that can be managed at this level, as factors will vary with each facility and resources available.

Level III – Local Emergency Mortuary Arrangements

A Level III response is to establish a separate Emergency Mortuary facility using a combination of land, premises, demountable structures, and equipment from local resources, contracts, or elements of the national stockpile

This will only be considered if the response cannot be managed with Level I or Level II arrangements but does not require the full deployment of National Emergency Mortuary Arrangements (Level IV).

This is likely to be for an incident involving up to 100 fragmented deceased.

Level IV – National Emergency Mortuary Arrangements

A Level IV response is the deployment of the National Emergency Mortuary on a suitable site in the LRF area.

This response is intended to cater for the deaths of between 100 and 1000 fragmented deceased. A link to the 'LRF Excess Death Plan' is via

http://www.dcisprepared.org.uk/lrf_excess_deaths_plan_v1.0_june_09_-3.pdf

13.7 Rescue

The rescue of injured casualties is the most immediate joint aim of the Emergency Services. The movement of the obviously deceased should be kept to a minimum and only to assist rescue, thus preserving the scene for any subsequent investigation.

Uninjured casualties should be transported directly to a Survivor Reception Centre for temporary accommodation and documentation.

13.7.1 Air Support/Helicopters

Where an incident occurs which involves a very high number of casualties it may be necessary for some of them to be taken to a Hospital some distance from the scene. Local Air Ambulances can be considered. Military Search and Rescue Helicopters are always on stand-by. Any requests for their attendance at the incident to assist with casualty clearance should be made through Ambulance Control / MRCC following consultation with the Police Incident Officer.

13.8 Family and Friends

A Major Incident is likely to draw a large number of concerned family and friends to the area looking for information on a person who may be involved.

13.8.1 Family and Friends Reception Centre (FFRC)

The decision to establish a Friends and Family Reception Centre will usually be taken by the Silver Commander in consultation with Gold. The relevant local authority should also be involved in the decision to open an FFRC. Police will be asked to identify suitable premises and the local authority should attend to support the work of the police and to provide practical and emotional support to those present. It is agreed that the Police will be the lead authority at an FFRC.

The FFRC will be established to help reunite family and friends with survivors and will provide a capacity to register, interview and provide shelter for family and friends. Any commercial, industrial or other organisations may also need to be consulted as they may have role in providing assistance. Any family and

friends of the deceased or survivors should be directed to the Family and Friends Reception Centre. The FFRC should be opened as soon as possible and in any event within 12 hours of the incident.

The Police have trained Major Disaster Room Managers to ensure a secure environment for the necessary information handling. Police, relevant Local Authority staff, Health Services and suitably trained Voluntary Organisations, will support the Police with the welfare function. The authorities should also consult and involve representatives of faith communities whenever appropriate. Interpreters may also be required.

13.9 Casualty Bureau

Police will provide a Casualty Bureau, which is the only place that will accurately collate details of dead, surviving and evacuated people. **It is imperative that casualty numbers are not disclosed to the press other than through the Casualty Bureau.** This will prevent conflicting information being published by different agencies. It is advisable that where a Media Cell has been established that there be representation from the Casualty Bureau within that cell.

The Police will ensure that all appropriate organisations are informed of the Casualty Bureau telephone number in order to reduce confusion and provide a focus for telephone enquiries.

Bureau staff will receive other detailed information from the scene, the Survivor's Reception Centre, Hospitals, the Mortuary and Rest Centres. At the same time, enquiries will be received from relatives of persons who are believed to be involved in the incident. They will sort, collate and search enquiry, casualty and survivor records in order to match casualties with people about whom enquiries have been made.

Where a match is made, they will contact the enquirer and inform them of the condition and whereabouts of the person concerned. If the information is of a delicate nature, it will be delivered by a personal visit from a Police Officer.

The bureau does not close until all the casualties have been identified, all next of kin have been informed, and telephone enquiries have diminished to a level where they can be dealt with by the local Police Area.

13.10 Family Liaison Officers

Police Family Liaison officers (FLOs) will be deployed as determined by the Family Liaison Coordinator (FLC). They will act as the first and primary point of contact between the family and the police. They will collect ante-mortem information and samples to assist in the identification process, and, where appropriate, collect evidence to assist the investigation. For further information see *ACPO (2008) Family Liaison Officer Guidance* which can be viewed via this link,

http://www.npia.police.uk/en/docs/Family_Liaison_Officer_Guidance_2008.pdf

14. DOMESTIC ARRANGEMENTS AND WELFARE

14.1 Domestic Arrangements

All personnel will require: -

- Refreshments, hot and cold drinks, light and substantial meals.
- Toilets - Male and female with hand-washing facilities.
- Rest Rooms - For relief from arduous or stressful tasks and to facilitate the opportunity for defusing and / or support from colleagues.

Mobile catering facilities may be utilised. However, it may be advantageous to provide welfare facilities for mutual use by all three Services. If circumstances allow, a Local Authority premises may be suitable and the Local Authority could be requested to make appropriate arrangements to open a facility of this nature, including the mobilisation of agencies such as the WRVS to support it.

INCIDENT OFFICERS SHOULD MONITOR THE WELFARE NEEDS OF PERSONNEL TO ENSURE REST AND REFRESHMENTS ARE TAKEN

14.2 Welfare

Incidences of Post Traumatic Stress Disorder (PTSD) in Emergency Services personnel have been recognised from past experiences of Major Incidents. A greater understanding should be considered, of this possible reaction following a traumatic event and the psychological help which may become necessary to support responding personnel.

Counselling should NOT be attempted in the immediate aftermath of the incident. PTSD may occur during the weeks, months or years following a traumatic event in some people, particularly if it remains unnoticed.

Organisations need to remain vigilant and put in place systems to ensure that responding staff are properly supported. Emergency Services personnel can access help, through their own organisational welfare and counselling support mechanisms. However, assistance should be sought through his / her GP in the first instance.

15. INVESTIGATION

15.1 General Considerations

Most Major Incidents, whatever the cause, will be subject to some formal investigative process, led by the relevant agency.

In all cases, assumptions as to the cause of the incident should not be made. Only by proper and appropriate investigation can any determination be made as to why a Major Incident occurred and who or what may have been responsible.

The issue of a potential crime being committed should not be ignored, and where death has resulted from the Major Incident, a Major Enquiry under Article 2 of the Human Rights Act may be instituted in addition to the normal enquiry on behalf of H.M. Coroner.

It is strongly recommended the Strategic Co-ordinating Group (GOLD) appoint a Senior Investigating Officer as soon as possible and that the investigative parameters are set early.

15.2 Police

It is the role of the Police to investigate a potential breach of the Criminal Law and to investigate sudden and unexpected deaths on behalf of H.M. Coroner.

The Police will appoint an appropriately trained and accredited Senior Investigating Officer, who may be a Detective or member of the Roads Policing Unit.

The Senior Investigating Officer (SIO) may establish a Major Enquiry Team, located in a Major Enquiry Room (MIR) to conduct the relevant enquiries.

15.3 Marine Accident Investigation Branch (MAIB)

As their name suggests, the M.A.I.B. investigate maritime incidents. The initial M.A.I.B. response to a major maritime incident will consist of an Inspector or small team of Inspectors who will attend the scene after liaison with the relevant co-ordinating Authority.

15.4 Air Accident Investigation Branch (AAIB)

The AAIB investigates all civil air accidents, which occur in the UK and help in the investigation of military accidents at the request of the Ministry of Defence. There are a number of statutory powers associated with this role through the Civil Aviation (Investigations of Accidents) Regulations 1989. These regulations give the AAIB powers of investigation and also relate to the management of the scene. Close liaison between the A.A.I.B. Investigators and the Emergency Services at the scene is essential at the earliest possible opportunity.

The Police investigation will be carried out in close co-operation with that of the AAIB. The Police will be responsible for contacting the AAIB on being informed of an accident.

15.5 Rail Accident Investigation Branch (RAIB)

The RAIB is required by directive to investigate serious accidents on the railways and tramways, as defined by the directive, and has discretion to investigate other accidents and incidents. Its remit covers all railways, except for those in some industrial premises; museums; and funfairs.

15.6 Health and Safety Executive

The Health and Safety Executive will lead an investigation where there may be a potential breach of Health and Safety legislation. The HSE also lead on the investigation of breaches of COMAH and REPPIR legislation.

Where there is a Major Incident, which may involve both the HSE, and Police investigating the event, a protocol will be drawn up by the respective S.I.Os to agree responsibilities and investigation parameters.

15.7 Environment Agency

The Environment Agency may investigate breaches of environmental legislation, including pollution incidents, whether on land or in water courses.

15.8 Retention of Evidence

Any investigations will require evidence of the highest possible quality. This can only be gathered with integrity if the scene is secured as soon as possible. Anything that can be reasonably anticipated to be required as evidence should be preserved and not damaged, moved or disposed of without reference to the Senior Investigating Officer.

The Senior Investigating Officer is responsible for the appointment of crime scene managers, crime scene investigators, exhibits officers and other technical experts as required to conduct an adequate investigation.

Note: Each agency may have different criteria as to what is admissible evidence. The Police will need to obtain evidence of the highest standard for court, and will require all evidence to be left in situ unless the threat to life prevents this. Accurate notes of what transpires at the scene need to be made including timings using the 24 hour clock.

All responding and supporting organisations may be required to disclose any material, information or documents recorded or held by them for disclosure purposes.

The relevant steps are to **retain**, to **record**, and to **reveal**.

What to retain

You should retain everything, including physical, written and electronically captured material, until otherwise instructed and the investigator has indicated the appropriate action to take.

How long to retain

The period of time for which materials are required to be retained will vary from case to case and will depend on a number of factors. Examples include the nature of the incident; the stage and status of any legal proceedings; whether the case is of special interest. It must also be remembered that the retention requirement may alter as a result of a change of circumstances during the course of the investigation. You should, therefore, obtain advice from the investigator for the retention period that applies to that particular investigation or incident and always before contemplating destruction of any material.

When to record

The requirement to commence making records begins at the time you receive instructions and continues for the whole of the time you are involved. You should keep records of all the work you have carried out and any findings you make in relation to the incident.

You are required to reveal everything you have recorded.

16. TRANSPORT INCIDENTS

16.1 Railway Incidents

A memorandum of understanding is in existence between the British Transport Police and the Railway Accident Investigation Branch (R.A.I.B.) for the investigation of railway incidents.

- In incidents involving terrorism or homicide the responsibility for investigation will lie with the Home Office force.
- In other Major Incidents within the jurisdiction of BTP the responsibility will normally remain with BTP unless the incident is of such a scale or there are special reasons for creating a joint investigating team.
- All Officers arriving at the scene will report to the Senior Officer present. That Officer, whether from BTP, or Devon & Cornwall Constabulary, will perform the function of the Police Incident Officer (Silver). Where the first supervisor to arrive is from the Devon & Cornwall Constabulary, it is recommended that the first BTP officer to arrive be appointed as Liaison Officer where their specialist knowledge will prove useful.
- It is essential that the Police response between the local Force and BTP is co-ordinated with no wasted resources or duplication of roles. The first Officer of Inspector rank or above from either force will assume the role of Incident Officer taking responsibility for the initial co-ordination and deployment of resources from each Force.
- On the arrival of their counterpart from the other Force they will work together forming an Incident Officer team ensuring the resources, equipment and communications of both Forces are used in the most effective way.
- In broad terms, the responsibility for each Force is - BTP on-site, Devon & Cornwall Constabulary off-site. The specific responsibilities shown overleaf are suggested as a guide. It is emphasised that each incident and the resources available will be different. Therefore, flexibility, discussion and mutual co-operation is essential to ensure the co-ordinated response discussed earlier.

16.2 Heritage Railways and Tramways

Private companies run Heritage Railways. Any response to incidents on their facilities will **NOT** be through BTP. The R.A.I.B. must be contacted in all incidents.

16.3 Responsibilities in Railway incidents

<u>RESPONSIBILITY</u>	<u>FORCE</u>
Overall Incident Commander (GOLD)	Devon & Cornwall Constabulary with BTP Senior Officer working in conjunction to advise on BTP/railway matters and attend co-ordinating group meetings.
Investigation	Except in the case of terrorism or murder, BTP will be responsible for investigating the incident. Where an incident is of such a magnitude or there are special reasons whereby a joint team should be formed, this will be done after discussions between senior officers of both forces.
Inner Cordon and matters on railway property	BTP / Fire Rescue
Outer Cordon	Devon & Cornwall Constabulary
Removal of bodies	The removal of all bodies from the scene must be co-ordinated by Devon & Cornwall Constabulary
Emergency Mortuary	Devon & Cornwall Constabulary
Casualty Bureau and identification	Devon & Cornwall Constabulary
Property of deceased	Devon & Cornwall Constabulary
Property from scene	BTP
Press/ media	Joint response through Media co-ordinating group.
Traffic (road)	Devon & Cornwall Constabulary
Live Casualties	South Western Ambulance Services Trust
Hospital Documentation	Devon & Cornwall Constabulary with BTP/Mutual Aid assistance if necessary.

16.4 Aircraft Incidents

The role of Police and other responder in an Aircraft Incident is detailed in the 'ACPO NPJA Guidance on Emergency Procedures 2009' and also 'Air Accidents Investigation Branch (2008) Aircraft Accidents Guidance for the Police, Emergency Service and Airfield operators'. It is not intended to repeat the guidance here.

16.4.1 Role of Airlines in Air Accidents

In the event of an aircraft major incident at a UK commercial airport, airlines will activate response plans to ensure that passengers, crew, staff and others affected receive appropriate assistance and care.

The United Kingdom Airlines Emergency Planning Group (UKAEPG) assists airlines with emergency response planning and establishing good practice in emergency response to air incidents. Airlines take a humanitarian assistance role rather than an accident investigation role and Police should be aware of the assistance an airline can provide in response to an aircraft incident.

Where there is an aircraft incident at or close to an airport, the airport will set up an Emergency Operations Centre (EOC) located at the airport. The EOC should have representatives of all agencies involved, including a Police Liaison officer and a representative of the airline involved.

UK based airlines generally have a Special Assistance Team (SAT), which consists of employees of that airline who are volunteers. These volunteers receive psychological training for the role, have language skills and are culturally aware of the needs of passengers. They can assist in a major incident by:-

- Providing early defusing
- Providing emergency use of clothing and footwear
- Providing food and drink
- Providing small amounts of money to assist passengers with immediate needs
- Contacting Family and Friends
- Escorting passengers home or providing transport to their destination

16.5 Transport Incidents

16.5.1 Strategic Road Network (SRN (M5, A38, A30 in LRF Area))

The HA and ACPO joint strategic agreement - The Traffic Incident Management Guidance Framework (TIMGF) - sets out the operational framework on how the Police and the Highways Agency work together on the management of road traffic incidents on England's SRN .

While the Police and other emergency services continue to be the primary lead for major incidents (such as serious or fatal road traffic collisions or spilled hazardous chemicals), the HA has a key role to play in managing less serious incidents. The HA also manages traffic around police led incident scenes, instigating strategic message signing, appropriate diversions, liaising with other road service providers, restoring the network afterwards and identifying and promulgating any lessons learned. The HA is also responsible for managing both the scene and affected traffic in all HA led incidents at which the Traffic Officer Service has primacy.

16.5.2 Local Authority Roads (Devon County Council)

Devon County Council (DCC) is Highway Authority for all the highways maintained at public expense within Devon (not including Torbay and Plymouth who are their own Highway Authorities) which are not trunk roads or motorways (these are the responsibility of the Highways Agency).

As a Highway Authority DCC undertakes inspections of the highway (at differing intervals depending on the category of highway) to identify serious defects which require attention, and also undertakes precautionary winter treatments on 21% of its more heavily trafficked roads.

The police and other emergency services are the primary lead for all incidents on the DCC highway network that require an emergency attendance and are responsible for the on-scene management of any such incident. Devon County Council has a 24 hour Highway Operations Control Centre which can provide advice and support to incidents, including the assistance with diversions, setting of variable message signs (where applicable) and liaising with other highway authorities (where Devon incidents affect other highway authorities). DCC also have

Emergency response arrangements with its term maintenance contractor to respond to incidents within an hour of them being accurately notified of the location and nature of an incident. Whilst it is the police's responsibility to organise recovery of any vehicle involved in an incident, it is the highway authority who will, once notified by the police, to take the necessary steps to ensure that highway is left as safe as reasonably practical for other highway users following an incident where there is damage to the highway or associated structures.

Whilst highways staff are instructed not to enter scenes which may cause trauma, DCC will seek information from the police after the incident to determine if there are lessons to be learnt.

17. COASTAL POLLUTION INCIDENTS

17.1 Context

The National Contingency Plan (NCP) produced by the Maritime & Coastguard Agency (MCA - see section 3.2.13) sets out three levels of maritime pollution response capability -

- Tier 1 – Local (within the capacity of the local authority or harbour authority)
- Tier 2 – Regional (beyond the capacity of the local authority)
- Tier 3 – National (requires national resources)

All Local Authorities, Ports and Harbours are required to maintain their own Coastal Pollution Plans. The NCP has guidance for these plans and the MCA STOp notice 3/2003 gives further specific guidance for Local Authority Plans.

17.2 Pollution Response

17.2.1 Command & Control

The multi-agency response to a maritime pollution incident has the added dimension of co-ordinating command centres controlling the off-shore and on-shore responses and recovery. The response elements can be complex when shipwreck, coastal pollution and/or maritime Search & Rescue (SAR) arrangements are employed together with a land based response and recovery. When the pollution is toxic it adds another layer of complexity which may require evacuation and decontamination at sea and/or on land and similarly inert pollution can bring its own challenges.

Response needs to be swift and dynamic where life and welfare or control of potential massive pollution is at stake and very considered when dealing with the environment and waste disposal. The MCA will control the at sea response, Harbours and Ports will be in control of the incident within their jurisdiction and all other on-shore co-ordination will be dealt with in line with LRF Major Incident response procedures at Section 4. All command centres need to work closely together as the incident unfolds.

Where the NCP is invoked, the maritime response to a Tier 3 pollution incident is directed by the Secretary of State's Representative for shipping (SOSREP), appointed by the Department of Transport. The SOSREP will be primarily concerned with the off-shore incident. The at sea response and recovery of the vessel, will be managed at a Marine Rescue and Co-ordination Centre (MRCC), which contains a Marine Response Centre (MRC) and a Salvage Control Unit (SCU) (see also 4.5 / 4.6). The SOSREP has powers to direct the actions of Ships at Sea and Ports Harbours. The MCA Counter-Pollution and Response Branch will deal with the response to the at sea pollution, (see also 3.2.13).

With the exception of the shoreline pollution clean-up, which is managed by the SRC, the SCG chair will command all other aspects of the land-based response including; liaison with the MRC, liaison with Ports and Harbours, traffic management, public order, making safe of hazardous and noxious substances (HNS), any associated displacement of people, etc. By mutual agreement the land-based command role may transfer as and when the control of the incident transfers to another agency / management group, see 17.2.3. The Local Authority in consultation with the MCA will make a decision as to who will be in control of the shoreline pollution clean-up outside of Ports and Harbours. Their decision will depend on the nature and amount of pollution and the actions of the ship's owners or insurers. The options are:-

- a) a multi-agency Shoreline Response Centre (SRC), chaired by the Local Authority
Or
- b) use of independent contractors engaged by the ships insurers, with local authority overview

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The SRC or independent contractors will need to ensure that robust links are maintained with the MRC and SCG throughout the incident. Ports and Harbours may be directed by the MCA to co-operate and share resources with the SRC.

It should be noted that local authorities have no statutory duty to clean up the shoreline but have accepted a voluntary commitment to do so (see DoE circular 29/81).

An Environment Group (EG), a comparable group to the Scientific & Technical Advice Cell (STAC- see 3.2.20), will be set up. The EG is a neutral group which provides impartial and independent advice on the environmental and health impacts of any aspect of an incident, both at sea and on land. The EG will provide advice to the MRC, the SCU, the SCG, Ports and Harbours, the SRC, independent clean-up contractors and/or any alternative management structure.

Table 1: Response and Recovery Elements

(With reference to CAERP sections 3.2.13 & 3.2.14)
(The type and scale of the incident will dictate which cells will be set-up)

Action	Agency	Command Centre
Notification and Assessment	HM Coastguard (HMCG), part of the MCA	HMCG stations (MEIR at Southampton for Major Incidents)
Rescue of the Ship's crew (CAERP ref: 13.7.1)	1) Search & Rescue (at sea) 2) Police, HMCG, Ambulance and Local Auth (reception on land)	1) HMCG/MRCC 2) SCG
Fate of the Ship (salvage)	SOSREP, part of the MCA	SCU
Materials, goods or pollution at sea	Counter Pollution Response (CPR), part of the MCA	MRC
Materials or goods on shore and liaison with ship's owners	Receiver of Wrecks, part of the MCA	SCU
Public Order Issues	Police	SCG
Traffic Management	Police and local authority	SCG/SRC
Rendering safe toxic pollution on shore (non oil)	Hazmat teams of the FRS	SCG
Technical advice on environmental and health issues	Environment Group	Decided at the event
Removal of pollution on shore – Public and private areas	Either: a) independent contractors b) by the local authority	a) Contractors Base b) SRC
Removal of pollution on shore – Harbours and Ports	Either: a) inside boundary - Harbours & Ports Authority or b) inside and outside harbour boundary – in negotiation with SRC	a) Harbours & Ports Command Centre b) SRC
Public relations, warning and informing	MCA, Police and local authority	SCG or SRC
Waste transportation and disposal	Either: a) independent contractors b) by the local authority	a) Contractors Base b) SRC
Social and Economic recovery	Local Authority	SRC / Local Authority chaired recovery group.

17.2.2 Response Timeframe

<i>Approx timescale:</i>	<i>0 days</i>	<i>1 month</i>	<i>3 months</i>	<i>6 months</i>
SAR	→			
MRC, SCU	—	until retrievable maritime pollution is removed	→	
SCG	→	until public safety issues are satisfied		
SRC or Contractor	—	until shoreline pollution is removed	→	

17.2.3 Command and Control Handover

Maritime Control:

The at sea command and control is likely to be with the MRCC. This includes the clean-up of inert and toxic pollution at sea. Where the at sea pollution is toxic and poses a threat to the population / environment on land the MRC should inform the local authority and police as soon as possible.

Harbours and Ports Control:

Harbour Masters are in control of all pollution incidents within their jurisdiction. Where the pollution is toxic and poses a threat to the population / environment on land the Harbour Master should inform the local authority and police of the danger as soon as possible.

Shoreline Control:

- a) For inert pollution incidents the initial control for all aspects, apart from the pollution clean-up, will be with the SCG. The responsibility for the clean-up of inert pollution will be determined and the SCG will remain in the control of all other aspects of the incident unless a transfer of responsibility is mutually agreed with the SRC or an alternative incident management team. The SCG will stand for as long as is mutually agreed between all agencies.
- b) For incidents where HNS and inert pollution has originated at sea and arrives on the shore, there is a danger to the population on land. The SCG will be in control of all aspects of the incident until the danger is mitigated. Once the danger has been reduced to a suitable level, part a) of this section will apply.

17.3 Options for the Shoreline Response Centre functions

- a) Where a Shoreline Response Centre is established:-
 - For each incident there will only be one SRC.
 - The National Contingency Plan (NCP) and the MCA STOP notice 3/2009 give details of the SRC functions and the representation required from the relevant agencies. (Agencies and landowners affected by the pollution will need to send liaison officers to represent their interests at the function group meetings, at least one to the management group and another to the technical group, as meetings may be concurrent. Support staff will also be required.)
 - The SRC will be chaired by the Local Authority.
 - If the pollution crosses local authority or LRF boundaries and there is no agreement on the location for the SRC, it should automatically be referred to the MCA for a decision.
 - If the pollution crosses harbours and adjacent shoreline, the SRC will remove conflict by providing overall co-ordination of command and control and allocation of resources.

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- Harbours and ports normally have standing agreements with pollution response contractors, whereas local authorities do not. The determination of priorities will be resolved at the SRC.
- Each liaison officer at the SRC will ensure that any issues raised at the SRC are fed back to their own organisation for an appropriate response.
- There may be one or multiple Forward Control Centres, depending on the spread of the pollution, to manage the local clean up response under the direction of the SRC.

b) Where a Shoreline Response Centre is not established:-

- There is a requirement for an alternative management structure to be established to manage the response to the pollution.
- The alternative management group will need to consider all of the roles and responsibilities of the SRC and set up structures to discharge responsibilities relevant to the incident.

18. DEBRIEFING**18.1 In Service De-Briefing**

The methods of de-briefing with personnel involved in a Major Incident may vary within each individual Service. It will, however, be beneficial to de-briefing if consideration is given to the following: -

De-briefing to start as soon after the incident as is practicable.

Everyone involved, including personnel remote from the area of operations, (e.g., Control Room Staff) should be afforded the opportunity to contribute to de-briefing at some stage.

The need for additional de-briefing sessions for personnel involved in specific or specialist operations.

RECORDS MADE AT THE INCIDENT, PARTICULARLY VIDEO RECORDINGS AND PHOTOGRAPHS, ALONG WITH WRITTEN REPORTS WILL ASSIST IN DE-BRIEFING

18.2 Multi-Agency De-Briefing

A Multi-Agency de-brief will be held and lessons learnt incorporated into this manual and other service manuals, as appropriate. It is not necessary for the lead agency, in that particular incident, to be responsible for this Multi-Agency de-brief. A decision should however be made at an early stage in the recovery phase as to which agency will lead the debrief. It is important that personnel actually involved in operations represent each organisation, as it will be necessary to give firsthand accounts of events. The aim of any de-brief would be to identify areas for improvement in procedures, equipment and systems. It is important to note that such de-briefs and related documents would be disclosable in legal proceedings.

De-briefs should not be a forum to criticise the performance of others but a positive step towards improving emergency response for future incidents, leading to lessons learned and revisions to procedures.

18.3 Exercising and Training

Exercises are the acknowledged means by which plans and procedures may be validated. Of equal importance is the opportunity they provide for the development of liaison arrangements in a less stressful situation. The Local Resilience Forum are responsible for a co-ordinated programme for exercising and training within the LRF area.

Whilst it is recognised that some organisations hold exercises to comply with statutory requirements or inquiry recommendations, they are most effective if they are intended to test current operational policy; to experiment with new tactics and equipment; and to identify and overcome any unrecognised problems.

Exercises are, therefore, of most benefit if the Emergency Planning Officer of each organisation is consulted early in the exercise planning process. The guidelines of the LRF Training and Exercising Protocol should be followed.

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APPENDICES**APPENDIX A****FUNCTIONS AND RESPONSIBILITIES OF LOCAL AUTHORITIES IN DEVON AND CORNWALL**

There are two systems of local government in the Devon and Cornwall Constabulary area, County and District "two tier", and Unitary Authorities.

Local Authorities are also responsible for the co-ordination of the recovery phase.

FUNCTIONS AND RESPONSIBILITIES OF DEVON AND CORNWALL LOCAL AUTHORITIES

The following functions are those most likely to be carried out or involved, in the response to a Major Incident. This is not a comprehensive list of all functions carried out by Local Authorities and should not be considered prescriptive.

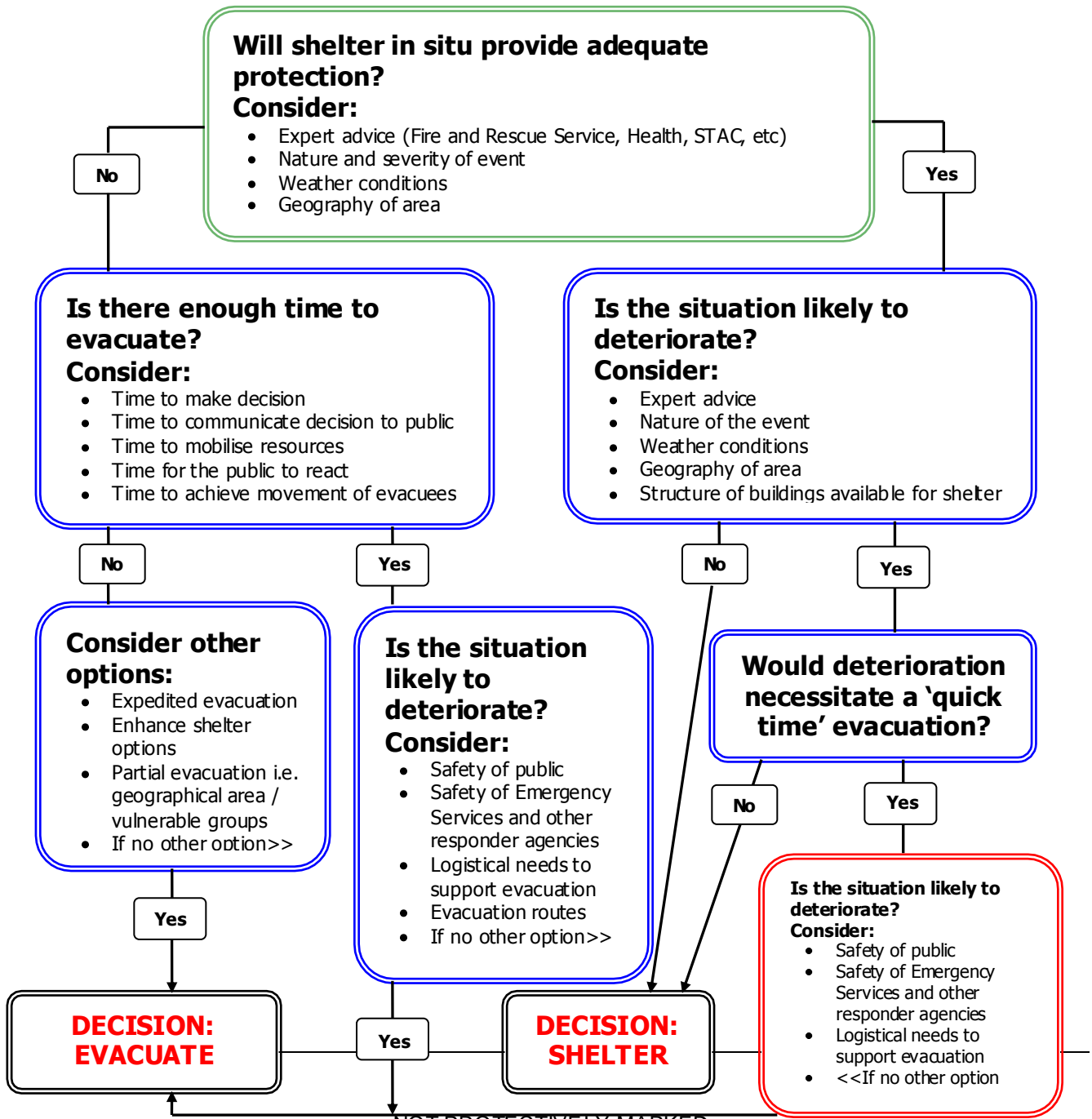
Function	County Council	District Council	Unitary Authority
BUILDING CONTROL		x	x
HM Coroner – (Responsible for determining cause of death – may require an Emergency Mortuary to be set up)	x		x
Education	x		x
Emergency Planning (District Councils included as Category 1 Responders under the Civil Contingencies Act 2004)	x	x	x
Environmental Health <ul style="list-style-type: none"> • Prevention of Statutory Nuisances • Environmental protection • Quality and portability of public and private water supplies • Contaminated land duties • Air quality • Public health considerations (in liaison with the Director of Public Health and Health Protection Unit) • Food Safety 		x	x
Highways and Public Rights of Way	x		x
Housing Including temporary accommodation		x	x

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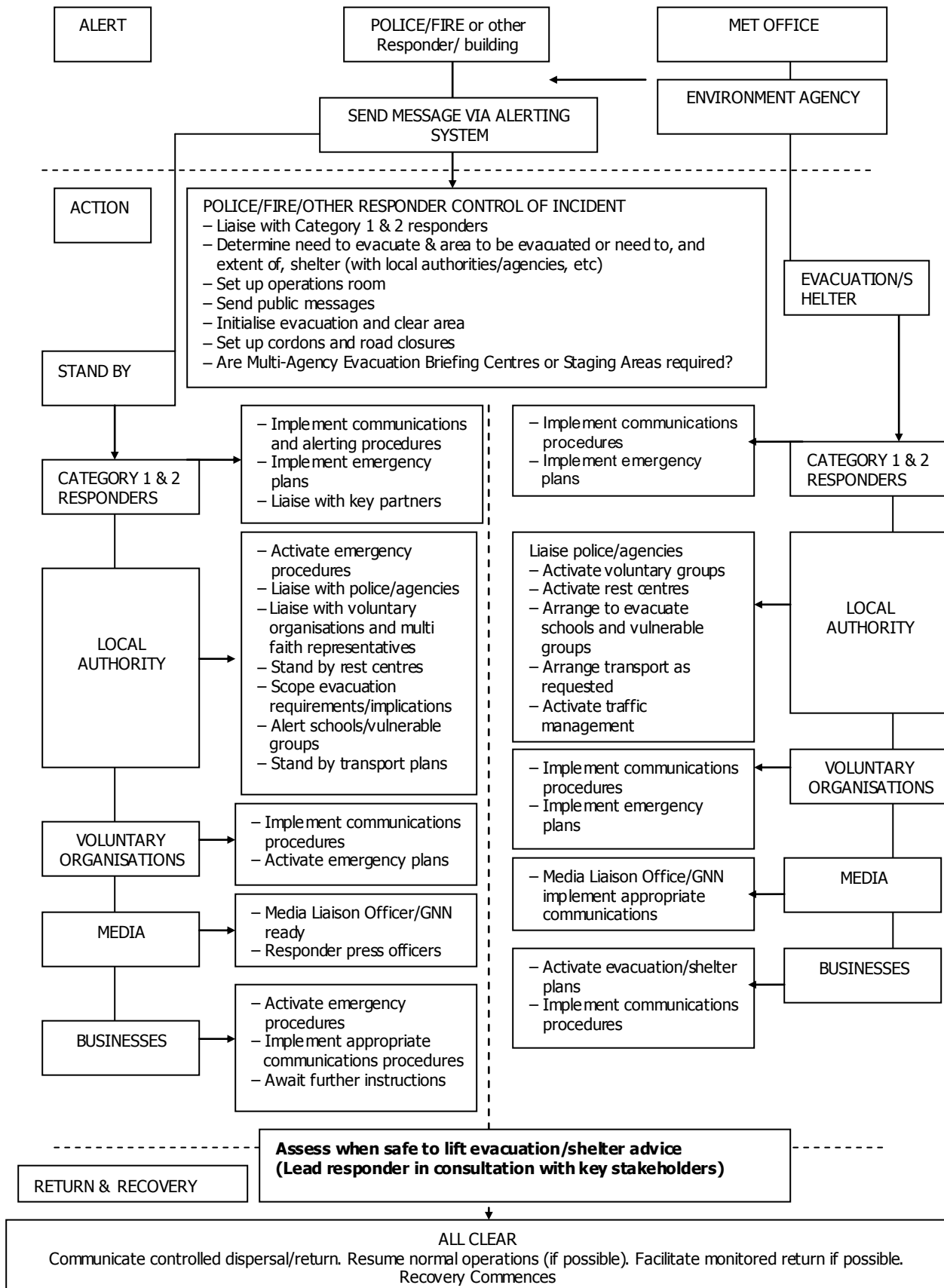
<i>Planning/Development Control</i>		x	x
<i>Registration Service</i>	x		x
<i>Social Care Services</i> Assistance to the police with welfare functions at: <ul style="list-style-type: none"> • Evacuation Assembly Points • Evacuation Briefing Centre • Evacuation Staging Areas Responsible for: <ul style="list-style-type: none"> • Management and staffing of Emergency Rest Centres 	x		x
Sport and Leisure (Including management of Leisure Centres in some authorities)		x	x
TRADING STANDARDS (ANIMAL HEALTH/WELFARE EMERGENCIES MAY BE DEALT WITH BY ENVIRONMENTAL HEALTH IN UNITARY AUTHORITIES)	x		x
WASTE PLANNING	x		x
WASTE COLLECTION- INCLUDING STREET CLEANING		x	x
Waste Disposal	x		x
Engineering Services		x	x
Transport	x		x
Humanitarian Assistance Centre	x		x
Contact with the Voluntary Sector to support welfare functions	x		x

APPENDIX B **EVACUATION DECISION CHART**

- How much **time** is available?
- What **command and control** arrangements are in place?
- What means of **communication**?
- What **resources** are needed?
- What is the **scale** of the potential evacuation?
- How **complex** is the potential evacuation?
- Are there any **environmental conditions** (e.g. bad weather or darkness) that would hamper an evacuation?
- What are the **health** risks and **special needs** provision?
- Where applicable, what is the **intelligence assessment**?
- What is the **capability** to respond to this and further emergencies?
- What is the **duration** that the potential hazard may exist?
- Maintenance of **critical services** to venues?

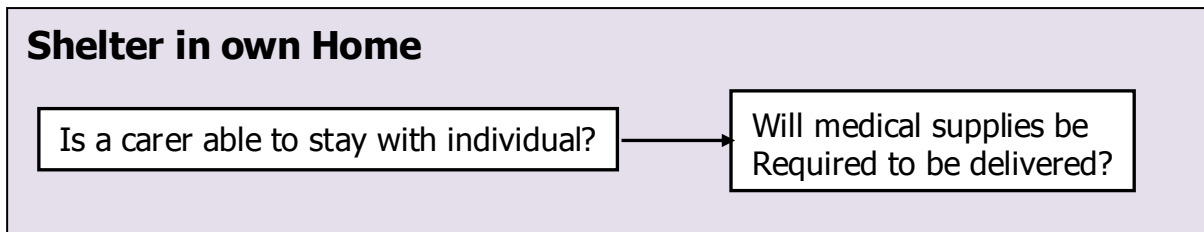
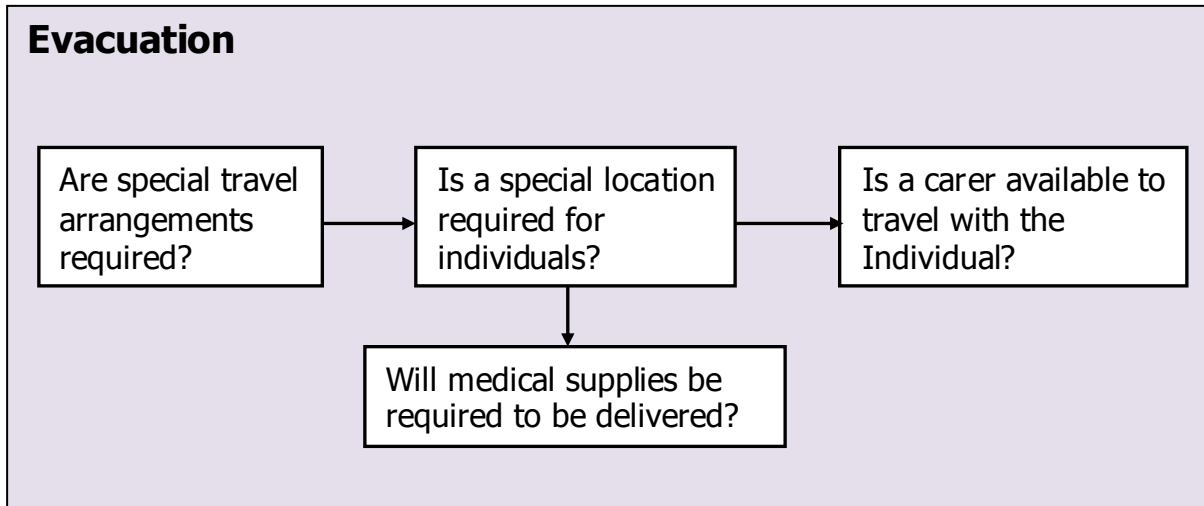
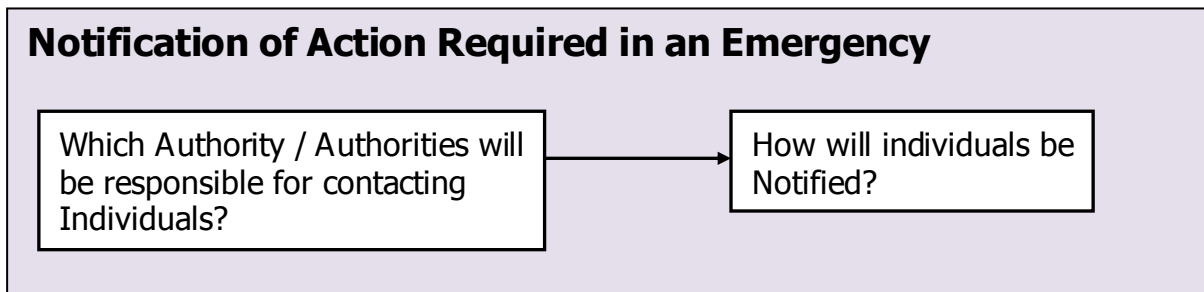
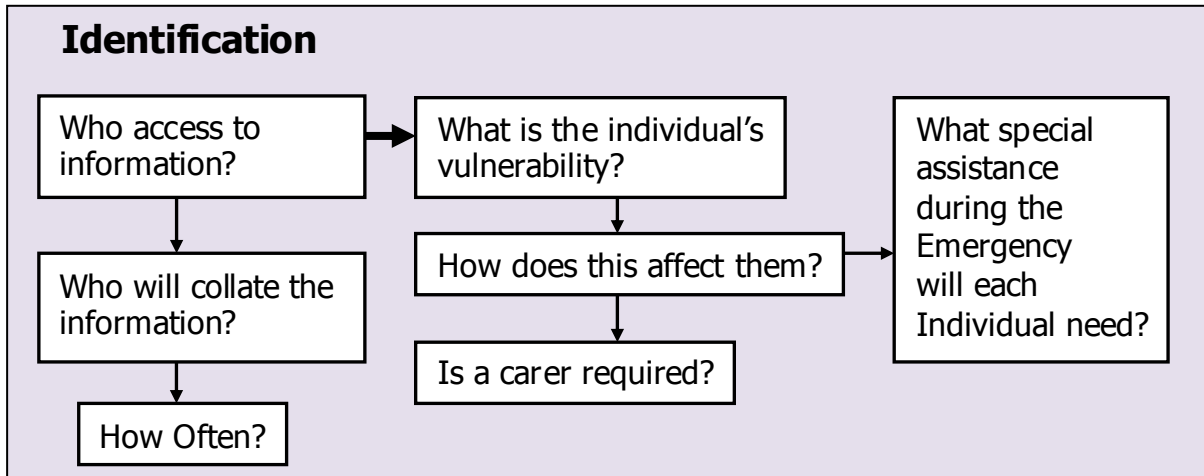


APPENDIX C FLOWCHART OF THE EVACUATION / SHELTER EVALUATION PROCESS



APPENDIX D

EVACUATION PROCESS CHART



APPENDIX E**WARNING CODE DESCRIPTIONS**

Each warning code has a description, or 'strapline', for use in public facing materials and as the heading for warning messages (voice, fax, e-mail etc).

The description summarises what the general impact of flooding is for each code.

Flood Watch

To provide a warning of low impact flooding from rivers and the sea within the floodplain. This replaced the previous Flood Watch. A Flood Alert means that flooding is possible and that you need to be prepared

Flood Warning

This means that flooding is expected and that you should take immediate action. You should take action when a flood warning is issued and not wait for a severe flood warning

This is to provide a warning of property or other high impact flooding, from rivers and the sea, within specific Flood Warning Areas.

Severe Flood Warning

This means that there is severe flooding and danger to life. These are issued when flooding is posing **significant** risk to life or disruption to communities.

This is to provide a warning of the highest impact flooding, from rivers and the sea within specific Flood Warning Areas. Resulting in extreme danger to life and property and the need for intensive emergency response

All Clear

Flood Watches or Warnings are no longer in force for the area. To indicate receding flood waters and a settled outlook. Covers Flood Watch and Flood warning Areas.

Further explanation can be found at <http://www.environment-agency.gov.uk/homeandleisure/floods/31620.aspx>

APPENDIX F**Example SCG Agenda.****2009 ACPO Guidance on Emergency Procedures****STRATEGIC COORDINATING GROUP AGENDA**

Item	Description	Lead
1.	Introduction of attendees, roles and responsibilities	Chair
2.	Declaration of items for urgent attention	Chair
2a.	Decision on items for urgent attention	Chair
BREAK OUT TIME TO ACTION URGENT ITEMS AS AGREED ABOVE		
6.	Review and agree minutes of previous meeting	Chair
4.	Update on Strategic situation (Common recognised information picture)	Chief of Staff
5.	Review and agree Strategic Aim and Objectives	Chair
6.	Review Outstanding Actions	Chair
7.	Update from working groups/cells/attendees	Cell Chairs
8.	i. Discuss and Agree on Strategic Decisions ii. Confirmation and allocation of Actions required	All Members
9.	Date and Time of Next Meeting	Chair
	Closure of Meeting	

APPENDIX G**Example TCG Agenda****TACTICAL COORDINATING GROUP AGENDA**

Item	Description
1	Introductions/roles and responsibilities
2	Declaration of Items for Urgent Attention
2a	Decision of items for urgent Attention
	BREAK OUT TIME TO ACTION URGENT ITEMS AS AGREED ABOVE
3	Command Structure issues
4	Review and Agree Minutes of Previous Meeting
5	Business Continuity Issues
6	Update on Significant Issues or Incidents
7	Intelligence Update
8	Threat levels and Security Issues
9	CBRN Preparedness
10	Community Tensions
11	Media
12	Logistics & Finance Cell/Mutual Aid
13	Handover Phase/Exit Strategies
14	Any Other Business

APPENDIX H**Linking LRF Emergency Plans**

Combined Agency Emergency Response Protocol (CAERP) (April 2011)
(LRF generic response document)

Severe Weather & Flooding

Flooding - Strategic
Multi-Agency Flood Plan (01.03.11)

Flooding - Annexes

Devon

Cornwall

Plymouth

Torbay

Isle of Scilly (30.04.10)

Flooding - High Risk Community Plans

Devon x54

Cornwall x24

Plymouth x2

Torbay x3

Isle of Scilly x1

Severe Weather

Haldon Hill Snow Response Plan (15.09.10)

Humanitarian Assistance / Evacuation & Shelter

Humanitarian Assistance Centre Plan (01.05.07)

Survivor Reception Centre Plan (15.12.10)

Family & Friends Reception Centre Plan

Vulnerable People Tactical Framework (15.12.10)

Large Scale Evacuation & Shelter Plan (14.06.09)

Recovery & Site Clearance

Strategic Recovery Guidance Plan (15.09.10)

Site Clearance Plan

Mass Fatalities

Emergency Mortuary Plan (15.12.10)

Excess Deaths Plan (31.05.09)

Mass Fatalities Plan (15.12.10)

Coastal Pollution

No LRF plans (Local Authority Plans used)

Animal Diseases

No LRF plans (DEFRA & local plans used)

Health Emergency Management

Mass Casualty Incident (01.05.10)

Flu Pandemic Plan (17.12.08)

Flu Pandemic Containment Plan (08.12.09)

Mass Vaccination Plan (08.12.09)

Science & Technical Advice Cell Plan (28.10.09)

Telecommunications Resilience

LRF Telecomms Resilience Plan

CBRN

CBRN Plan (30.04.09)

Strategic Holding Area Plans (28.02.11)

Search & Rescue

Combined SAR Plan (15.12.10)

CAERP (19.10.09)

Miscellaneous

Fuel Shortage Plan (16.03.10)

Information Sharing Protocol (25.03.10)

Isles of Scilly Reinforcement Plan (16.06.10)

Warning, Informing & Media

Media Plan (09.09.10)

Key to Colour coding: - Live / draft / under development

APPENDIX I

Roles and responsibilities of the voluntary sector

• **VOLUNTARY SAR TEAMS**

General

Capabilities include Extreme weather assistance, specialist rope rescue, search management, Mobile control and communications units, 4x4 and snow kit, doctors and casualty care medics, Open area search, still water boat search

• **BRITISH RED CROSS
(Non religious)**

General

Provision of emotional and practical support – befriending, listening, signposting
Provision of short term medical loans i.e. wheelchairs
Procurement and/or provision of supplies (i.e. clothing and blankets)
Escort, accompany and transport non-seriously injured survivors, evacuees, family and friends
International message and tracing
Management of disaster appeals and funds

Survivor reception Centre

First Aid
Provision of emotional and practical support
Assistance with registration/other recording needs

Rest centre / FFRC / HAC

Practical and emotional support – befriending, listening and sign-posting
First Aid
Reception duties
Procurement and/or provision of supplies (i.e. clothing, bedding and blankets)

Accident and Emergency departments

Practical and emotional support as above

• **CRUSE BEREAVEMENT CARE
(Non religious)**

FFRC / HAC / SRC

Support and counselling to those affected by a death

• **DISASTER ACTION
(Non religious)**

General

Advice to victims regarding:
• How to form support groups
• Bureaucratic and legal issues
• Referral to psychological specialists
Advice to emergency planners regarding preparedness and the response

• **RAYNET
(Non religious)**

General

Delivery of third party messages via a amateur radio
Mobile radio control room facility
Mobile radio station

• **ROTARY CLUBS
(Non religious)**

Rest Centre

Any support tasks requested, dependent upon resources available

- **ST JOHN AMBULANCE
(Non religious)**

General

Paramedics and registered nurses
Ambulances for the transport of injured survivors
Mobile First Aid posts
Radio communications

Survivor reception Centre

First Aid

Rest centre / FFRC / HAC

First Aid

- **SALVATION ARMY
(Considered multi faith)**

General

Emergency Feeding and food distribution
Shelter
Housing
Missing person enquiry service
Escorts on transport from an Evacuation Assembly Point to an Emergency Centre
Any other tasks requested, dependent upon resources available at the time

Rest centre / FFRC / HAC

Counselling service

Emergency Mortuary

Escort, practical and emotional support for victim's relatives

- **THE SAMARITANS
(Non religious)**

General

Long term emotional support to victims

FFRC / HAC

Emotional support for victims or distressed individuals

- **VICTIM SUPPORT
(Non religious)**

General

Long term emotional support to victims of crime

- **DEVON AND CORNWALL 4X4
(Non religious)**

General

Logistical support under both normal and adverse road and weather conditions, including towing/ transport of equipment for other agencies

Provision of 4x4 vehicles

- **WRVS
(Non religious)**

General

Practical and emotional support – meeting/greeting, befriending, listening and sign-posting

Rest centre/FFRC/HAC

Providing/assisting with providing refreshments

Registration of evacuees

Reception duties

General organisation and establishment of centres
Rest Centre management by previous agreement

APPENDIX J Handover document

Operation *Insert Name*
Insert Location to be handed over.
Insert Date

Handover Document

In line with agreed protocol (Combined Agencies Emergency Response Protocol) established by the Devon, Cornwall and Isles of Scilly Local Resilience Forum, the Devon & Cornwall Police assumed responsibility as the lead co-ordinating agency from the time a Major Incident was declared on the *Insert date of incident*

Devon & Cornwall Police have continued in that role during the reaction, rescue and retrieval phases of the incident. The Devon & Cornwall Police has now completed the retrieval phase to the best of our knowledge and belief.

Therefore, in accordance with the above protocol, the Devon & Cornwall Police now relinquishes the role as lead co-ordinating agency, which is passed to the relevant local authority, in this case, *insert name of relevant Local Authority*.

From the time and date shown below, all responsibility for the co-ordination of the remediation and regeneration phases of the incident pass to *insert name of relevant Local Authority*, including all further responsibility for the safety of the public, provision of adequate resources, and all financial arrangements relating to this Major Incident.

Signed on behalf of the
Devon & Cornwall Police

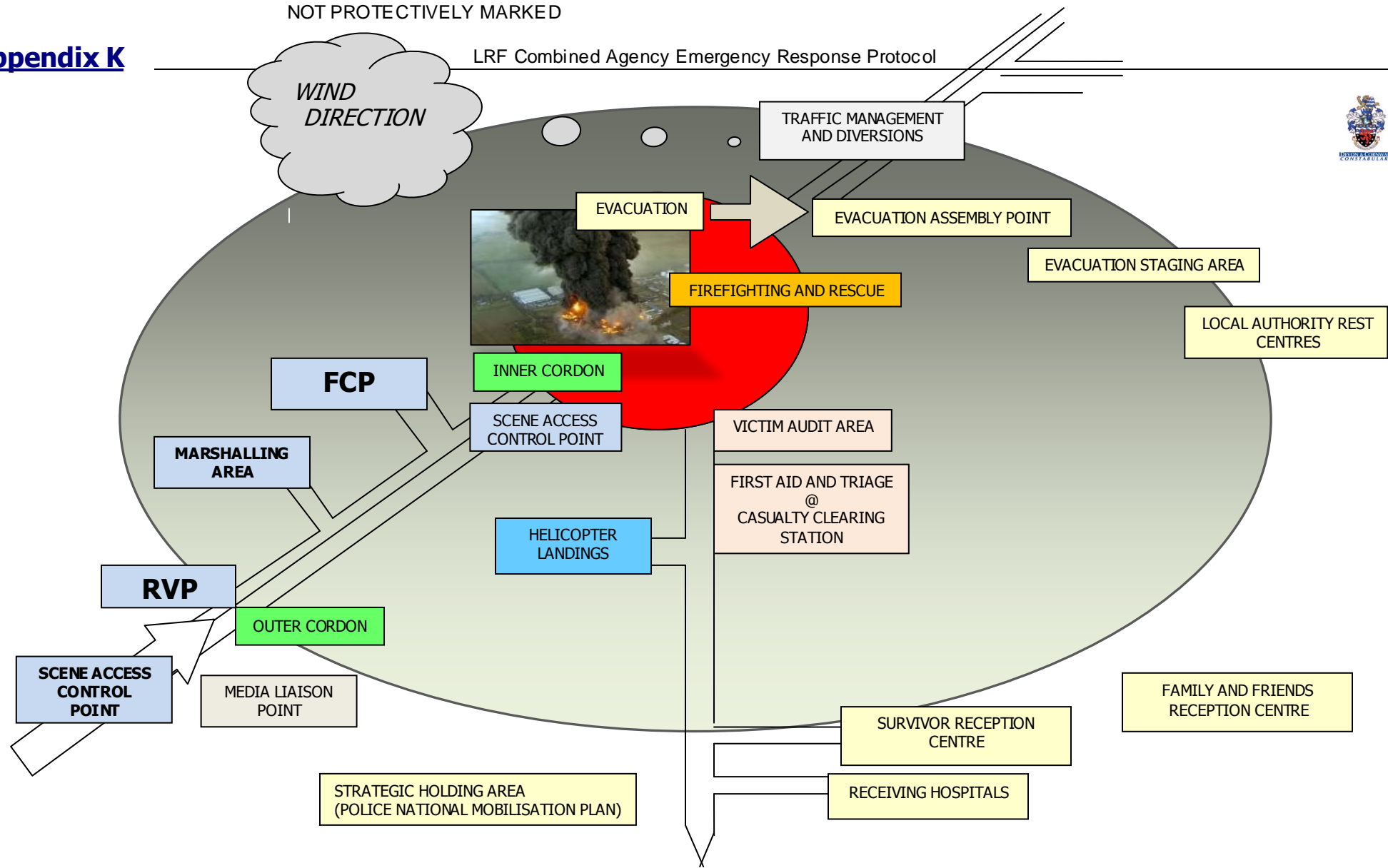
Signed on behalf of the
Insert name of relevant Local Authority

Time.....

Date.....

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Appendix K



GLOSSARY OF TERMS

Ambulance Control Point	An emergency mobile control vehicle, readily identifiable by a blue flashing light, providing an 'on site' communications facility which may be at a distance from the incident. It is to this location that all NHS/Medical resources should report. Ideally, the point should be in close proximity to the Police and Fire & Rescue Service Control/Command vehicles, subject to radio interference constraints.
Ambulance Incident Officer	The Ambulance Officer with overall responsibility for all Ambulance resources at the incident.
Ambulance Loading Point	An area, preferably hard standing, in close proximity to the Casualty Clearing Station, where ambulances can manoeuvre and load patients.
Ambulance Parking Point (Marshalling Area)	The place designated at the scene of a major incident where arriving ambulances can park, thus avoiding congestion at the entrance to the site or at the Ambulance Loading Point. These areas are also suitable for staff briefings, procurement of refreshments and re-stocking of equipment.
Fire & Rescue Service Control	The Fire & Rescue Service Command & Control Centre.
Bronze Control	The operational level of command at an incident under the control of Silver. Responsible for a sector of operations or a function.
Casualty Bureau	Central contact and information point for all records and data relating to casualties.
Casualty Clearing Station	An area set up at a Major Incident by the Ambulance Service in liaison with the Medical Incident Officer to assess, treat and triage casualties and directs their evacuation (see Triage).
Category 1 responder	Defined as Police, British Transport Police, Fire Authorities, Ambulance Service and Maritime and Coastguard Agency
Category 2 responder	The Act requires Category 2 Responders, many of whom are private sector bodies (e.g. Gas, Electric, Water, Ports and Rail Authorities, HSE), to co-operate and share information with Category 1 responders to inform Multi-Agency planning frameworks.
Chemet	A scheme administered by the Meteorological Office, providing information on weather conditions as they affect an incident involving hazardous chemicals.
Controlled Area	The area contained by the Outer Cordon, which may be divided into geographical sectors.

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Cordon – Inner	Surrounds the immediate scene and provides security for it.
Cordon – Outer	Seals off the controlled area to which unauthorised persons are not allowed access.
Crisis Support Team	A team of 'on call' social care personnel from Adult Community Services and Children and Young People's services, and volunteers from other organisations such as the NHS Partnership trust, Age Concern, and voluntary sector organisations, who will support the Police MDRM's in Survivor or Family and Friends Reception Centres.
Emergency	An event or situation which threatens serious damage to human welfare in the United Kingdom or in a Part or region, an event or situation which threatens serious damage to the environment of the United Kingdom or of a Part or region, or war, or terrorism, which threatens serious damage to the security of the United Kingdom.
Emergency Mortuary	The requirement for mortuary arrangements will depend upon the number of the deceased, their condition and the level of post mortem investigation required by the SIM and coroner. A local emergency mortuary arrangement may be considered.
Evacuation Assembly Point	An area or building of safety, near the scene, where evacuees can initially be directed for assembly prior to being transported to Rest Centres.
Evacuation Briefing Centre	A centre to coordinate and brief all the agencies involved in the evacuation.
Evacuation Staging Area	It is intended that Evacuation Staging Area(s) will assist timely evacuation, freeing up coaches to return to designated Evacuation Assembly Points in areas requiring the immediate movement of people.
Family and Friends Reception Centre	Secure area set aside for the use by, and interviewing of, family and friends arriving at the scene, or for example, an arrival lounge in the case of aviation incidents. Police responsibility, managed by a Major Disaster Room Manager.
Forward Control Point	The Command Point nearest the scene responsible for immediate deployment of emergency resources and security.
Health Protection Agency	The Health Protection Agency (HPA) is a non departmental public body and in a Major Incident provides expert advice on public health issues. The South West Peninsula Health Protection Unit (HPU) has offices in Dartington and St Austell

Hospital - Receiving	The Hospital(s) to be alerted by the Ambulance Service to receive casualties in the event of a Major Incident.
Hospitals - Listed	Hospitals listed by the Regional Health Authority as adequately equipped to receive casualties on a 24-hour basis and able to provide, when required.
Incident Control Post	The point from which the management of the incident is controlled and co-ordinated. The central point of contact for all specialist and Emergency Services engaged on the site.
Maritime Rescue Co-ordination Centre	A command centre run by H.M. Coastguard to deal with maritime incidents.
Marshalling Area	Area to which resources and personnel from all services not immediately required at the scene can be directed, or where resources can be held for future use.
Marshalling Officer	Service representative at the above location.
Media Briefing Centre (MBC)	Central contact point for media enquiries, providing communications and conference facilities and staffed by press officers from all organisations.
Media Briefing Point (MBP)	Location at or adjacent to the scene designated for exclusive use by accredited media representatives and through which official press releases will be issued.
Media Liaison Officer (Scene)	Representative(s) of each organisation responsible for the initial release of information from the scene of the incident reflecting co-ordinating group policy.
Media Spokesperson	Senior appointee chosen by the overall incident commander to be responsible for the release of information on behalf of the police.
Medical Incident Officer	Medical Officer with overall responsibility (in close liaison with the ambulance incident officer) for the management of medical resources at the scene of a major incident. He/she should not be a member of a mobile medical team.
NA IR (National Arrangements for Incidents involving Radioactivity)	National Assistance given in the time of need for incidents involving radioactivity. Assistance is provided in two stages; the first enables the police to call upon an experienced person who can advise them on action and the second provides more sophisticated resources should these be necessary.

Overall Incident Commander (Gold)	Designated Principal Officer of each service who assumes the co-ordinating function for the operation as a whole on behalf of their service.
Paramedic	A qualified NHS Ambulance Officer, who has obtained the NHSTD Certificate in Extended Ambulance Aid Training. They may also be permitted to administer specified drugs.
Rendezvous Point	Point to which all resources arriving at the outer cordon are directed for logging, briefing, equipment issue and deployment.
Recovery Co-ordinating Group	Recovery Co-ordinating Group – Each affected Local Authority may establish its own RCG working alongside the Strategic Co-ordinating Group. An important part of the work of the RCG, in the response phase of the incident, is to develop a recovery strategy and inform the SCG of this to ensure that decisions made by the SCG do not unnecessarily compromise medium to long term recovery.
Rendezvous Point Officer	Officer responsible for the routine of the RVP.
Rescue Zone	The area within the Inner Cordon.
Rest Centre	Building taken over by Local Authority for the temporary accommodation of evacuees.
Sector Commander (Bronze)	The Officer in command of an operational area and having functional responsibility within the controlled area.
Senior Investigating Officer	Police Senior Detective Officer appointed by Gold to assume responsibility for all aspects of the Police investigation.
Senior Identification Manager	Police Senior Detective appointed by Gold to assume responsibility for all aspects of Disaster Victim Identification.
Scientific and Technical Advice Cell	A strategic group, taking advice on health aspects of an incident from a range of experts and providing consistent, accurate and timely support to GOLD.
Strategic Co-ordination Centre	The Strategic Co-ordination Centre is activated in the case of large-scale incidents, which require greater strategic support. The Gold Commander will make the decision to open a SCC. The SCC supports the Gold Commander in the management of the overall Incident.

Strategic Co-ordinating Group	<p>The formation of a Strategic Co-ordination Group provides the overall strategic assessment and co-ordination of an Incident by organisations and agencies involved in the Incident.</p> <p>Representatives must be empowered to make decisions at a Strategic level.</p>
Survivor Reception Centre	<p>Secure location to which uninjured survivors can be taken for shelter, first aid, interview and documentation. Police responsibility managed by Major Disaster Room Manager.</p>
Triage	<p>Process of prioritising the evacuation of the injured by the Medical or Ambulance staff at the Casualty Receiving Station.</p>
Victim Audit Area	<p>A place, close to the scene where deceased persons can be placed on a temporary basis to allow initial documentation prior to transfer to the mortuary. Ideally the premises should be secure, dry, and cool and have ample drainage.</p>

ABBREVIATIONS (GENERAL)

AAIB	Air Accident Investigation Branch
ACCOLC	Access Overload Control (relates to the mobile phone network)
AIO	Ambulance Incident Officer (<i>may change to Commander</i>)
ARCC	Aeronautical Rescue Co-ordination Centre
ATC	Air Traffic Control
BASICS	British Association of Immediate Care
BTP	British Transport Police
CAA	Civil Aviation Authority
CBRN	Chemical, Biological, Radiological and Nuclear
CCDC	Consultant in Communicable Disease Control
CHEMET	Chemical Meteorological Service
DEFRA	Department of the Environment, Food and Rural Affairs
EA	Environment Agency
EOD	Explosive Ordnance Disposal
EHO	Environmental Health Officer
EMS	Emergency Management Service
EPO	Emergency Planning Officer
FFRC	Family and Friends Reception Centre
GOSW	Government Office South West
HAC	Humanitarian Assistance Centre
HA ZMAT	Hazardous Materials
HPA	Health Protection Agency
HPU	Health Protection Unit
HSE	Health and Safety Executive
IAG	Independent Advisory Group
JRLO	Joint Regional Liaison Officer
LEC	Local Emergency Centre
LRF	Local Resilience Forum
MACA	Military Aid to the Civil Authority
MAIB	Marine Accident Investigation Branch
MBP - MBC	Media Briefing Point/Media Briefing Centre
MCA	Maritime and Coastguard Agency
MERIT	Medical Emergency Response Incident Team
MIO	Medical Incident Officer
MOD	Ministry of Defence

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MRS	Mines Rescue Service
MRCC	Maritime Rescue Co-ordination Centre
NHS	National Health Service
PCT	Primary Care Trust
PIO	Police Incident Officer
PTSD	Post Traumatic Stress Disorder
RAIB	Rail Accident Investigation Branch
RAF	Royal Air Force
RAFRLLO	Royal Air Force Regional Liaison Officer
RAYNET	Radio Amateurs Network
RCG	Recovery Co-ordinating Group
RNRLO	Royal Navy Regional Liaison Officer
RVP	Rendezvous Point
SCU	Salvage Control Unit
SuRC	Survivor Reception Centre
SRC	Shoreline Response Centre
SAR	Search and Rescue
SCC	Strategic Co-ordinating Centre
SCG	Strategic Co-ordinating Group
SIM	Senior Identification Manager
SIO	Senior Investigating Officer
SuRC	Survivor Reception Centre
STAC	Science and Technical Advice Cell

The authors of this protocol acknowledge similar publications produced in Gloucestershire, Dyfed Powys, Avon and Somerset, London, Derbyshire, Greater Manchester, South Wales, Home Office publications 'Emergency Preparedness' and 'Emergency Response and Recovery', NPIA and ACPO

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