

# **Major Incident Procedure Manual**



**Page intentionally left blank.**

## **PLAN ADMINISTRATION**

### **LIST OF ABBREVIATIONS**

CBRN	Chemical, Biological, Radioactive and Nuclear
CCA	Civil Contingencies Act
CEPU	Cleveland Emergency Planning Unit
CLRF	Cleveland Local Resilience Forum
COBR	Cabinet Office Briefing Room
COMAH	Control of Major Accident Hazards Regulations
CONOPS	CONcept of OPERATIONs
CRR	Community Risk Register
DEFRA	Department for Environment, Food and Rural Affairs
EA	Environment Agency
EPO	Emergency Planning Officer
HART	Hazardous Area Response Team
HSE	Health and Safety Executive
HPA	Health Protection Agency
IRU	Incident Response Unit
JRLO	Joint Regional Liaison Officer
LA	Local Authority
LGD	Lead Government Department
MACA	Military Aid to the Civil Authority
(M)ECC	(Major) Emergency Control Centre
NEAS	North East Ambulance Service
NHS	National Health Service
PCT	Primary Care Trust
RCG	Recovery Coordination Group
REPIIR	Radiation (Emergency Preparedness and Public Information) Regulations
SAR	Search And Rescue
SCG	Strategic Coordination Group
STAC	Science and Technical Advice Cell
USAR	Urban Search and Rescue
WRVS	Women's Royal Voluntary Service

### **CONTACTING THE CEPU**

Alterations and additions can be submitted to:

Cleveland Emergency Planning Unit,  
Aurora Court,  
Barton Road,  
Middlesbrough,  
TS2 1RY.

Telephone: 01642 232442

Fax: 01642 224926

**November 2010**



<b>1</b>	<b>Introduction .....</b>	<b>4</b>
1.1	General .....	4
1.2	Aim.....	4
1.3	Objectives .....	4
1.4	Civil Contingencies Act 2004 .....	4
1.5	Community Risk Register (CRR) .....	4
1.6	Major Incident / Emergency Definition.....	4
1.7	Major Incident Declaration .....	4
<b>2</b>	<b>Plan &amp; Protocol Dovetailing .....</b>	<b>4</b>
2.1	General .....	4
<b>3</b>	<b>Roles and Responsibilities.....</b>	<b>4</b>
3.1	General .....	4
3.2	Safety during an Incident .....	4
3.3	Cleveland Police .....	4
3.4	Cleveland Fire Brigade (CFB) .....	4
3.5	North East Ambulance Service (NEAS) .....	4
3.6	The Great North Air Ambulance .....	4
3.7	Acute Hospitals .....	4
3.8	Primary Care Trusts .....	4
3.9	Health Protection Agency.....	4
3.10	Local Authority .....	4
3.11	Environment Agency .....	4
3.12	Maritime and Coastguard Agency (MCA).....	4
3.13	Department for Communities and Local Government Resilience Team North .....	4
3.14	Central Government.....	4
3.15	Department for Environment, Food and Rural Affairs (DEFRA).....	4
3.16	Food Standards Agency (FSA) .....	4
3.17	Health and Safety Executive (HSE) .....	4
3.18	Government Decontamination Service (GDS) .....	4
3.19	Industry Specialists .....	4
3.20	British Transport Police (BTP).....	4
3.21	Voluntary Organisations.....	4
3.22	Utility Companies .....	4
3.23	Radio Amateur's Emergency Network (RAYNET) .....	4
3.24	Military.....	4
<b>4</b>	<b>Command and Control.....</b>	<b>4</b>
4.1	Initial Control .....	4
4.2	Command Structure .....	4
4.3	Gold (Strategic).....	4
4.4	Silver (Tactical) .....	4
4.5	Bronze (Operational).....	4
4.6	Inter-agency resources .....	4
4.7	Science and Technical Advice Cell (STAC) .....	4
<b>5</b>	<b>Strategic (Gold) and Tactical (Silver) Co-ordinating Groups .....</b>	<b>4</b>
5.1	General .....	4
5.2	Strategic Co-ordinating Group (SCG) .....	4

**November 2010**

5.3	Tactical Co-ordinating Group (TCG) .....	4
5.4	Media Considerations for SCGs & TCGs .....	4
<b>6</b>	<b>Scene Management.....</b>	<b>4</b>
6.1	Cordons .....	4
6.2	Inner Cordon .....	4
6.3	Outer Cordon .....	4
6.4	Traffic Cordon .....	4
6.5	Rendezvous point (RVP).....	4
6.6	Marshalling area .....	4
6.7	Scene Access Control (SAC).....	4
6.8	Siting of Vehicles .....	4
6.9	Emergency Command and Control Centres .....	4
6.10	Crime Scene .....	4
<b>7</b>	<b>Management of those Involved in the Incident.....</b>	<b>4</b>
7.1	Categories.....	4
7.2	Uninjured.....	4
7.3	Injured .....	4
7.4	Deceased and Role of HM Coroner: .....	4
7.5	Deceased Victim Audit Area and Temporary Mortuary Facility .....	4
7.6	Survivor Reception Centre .....	4
7.7	Friend and Family Reception Centre.....	4
7.8	Casualty Bureau .....	4
7.9	Evacuees & Rest Centres .....	4
<b>8</b>	<b>Media and Warning &amp; Informing the Public .....</b>	<b>4</b>
8.1	Introduction .....	4
8.2	Warning and Informing the Public.....	4
8.3	Holding statements .....	4
8.4	Liaison on scene .....	4
8.5	Casualty Figures .....	4
8.6	Joint Press office and briefings .....	4
8.7	Media Centres.....	4
8.8	Debriefs.....	4
<b>9</b>	<b>Investigation .....</b>	<b>4</b>
9.1	Evidence Gathering.....	4
9.2	Debriefing.....	4
	<b>Appendix A Bellwin Scheme Emergency Financial Support .....</b>	<b>4</b>
	<b>Appendix B Military Assistance to the Civil Authorities (MACA) .....</b>	<b>4</b>
	Key Principles .....	4
	How to Request Military Aid? .....	4
	Charging Regime .....	4
	Media .....	4
	<b>Appendix C Category 1 &amp; 2 Responders and Other Agencies.....</b>	<b>4</b>
	<b>Appendix D CONTEST Strategy.....</b>	<b>4</b>
	<b>Appendix E Welfare Support.....</b>	<b>4</b>
	<b>Appendix F Glossary of Terms .....</b>	<b>4</b>
	<b>Appendix G Useful Websites .....</b>	<b>4</b>
	<b>Appendix H Distribution List.....</b>	<b>4</b>

November 2010

# **1 Introduction**

## **1.1 General**

- 1.1.1 This manual has been produced by the Cleveland Emergency Planning Unit on behalf of the Cleveland Local Resilience Forum (CLRF). The Cleveland Emergency Planning Unit (CEPU) provides an emergency planning service to the four local authorities within the former area of the County of Cleveland and is a joint unit made up of emergency planners from the four Local Authorities, Cleveland Police, Cleveland Fire Brigade and the North East Ambulance Service (NEAS).
- 1.1.2 The CLRF sits on a regular basis and is the principal mechanism for multi-agency information sharing and co-operation between local responders and to facilitate better coordination and communication, and to foster a better sense of partnership. The membership of the CLRF is shown at Appendix C with a list of Category 1 and 2 responders and other agencies.
- 1.1.3 Each agency involved in an incident will have developed their own individual detailed procedures and plans for responding to emergencies. This document aims to provide the framework within which all agencies can work and understand who is performing what role and function during a major incident.
- 1.1.4 It is recognised that every emergency is different and has its own unique features. Many seemingly harmless sets of circumstances can, if not speedily dealt with, escalate to the level of an emergency. It is better to declare a major incident initially and scale down the response if resources are not required, than declaring a major incident too late and having to play “catch up” with a scenario that is rapidly getting out of control. It should be noted that the terms major incident or emergency are interchangeable and are generic labels that can be applied to a wide range of disruptive challenges, be they slow onset or sudden impact.

## **1.2 Aim**

- 1.2.1 This manual aims to outline the framework for responding to an emergency in Cleveland, to ensure that a coordinated response is provided from all agencies involved.

## **1.3 Objectives**

- 1.3.1 The objectives of this manual are to:
- Act as an information document for stakeholders and the general public that provides a generic overview of roles and responsibilities, command and control etc.

**November 2010**

- Act as a single reference document for all agencies involved who will provide a single coordinated response to an emergency;
- Define an emergency, how it is declared and notified;
- Define the main functions of the agencies involved;
- Describe the role of central government in response to an incident;
- Describe how an emergency scene will be managed;
- Define “casualties” and how they will be cared for;
- Outline the management structures during an emergency;
- Describe the agreed procedures and arrangements for coordinating the response effectively; and
- Describe how the public and stakeholders will be warned and informed in an emergency.

## **1.4 Civil Contingencies Act 2004**

1.4.1 The Civil Contingencies Act and accompanying non-legislative measures, delivers a single framework for civil protection in the United Kingdom capable of meeting the challenges of the 21st century. The Act is separated into two substantive parts: local arrangements for civil protection (Part 1) and emergency powers (Part 2). Part 1 is currently under review by the Cabinet Office.

1.4.2 Part 1 and supporting Regulations and the statutory guidance Emergency Preparedness establish a clear set of roles and responsibilities for those involved in emergency preparation and response at the local level. The Act divides local responders into two categories, imposing a different set of duties on each.

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

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

**November 2010**

- 1.4.4 Category 2 responders (e.g. Health and Safety Executive, transport and utility companies) are "co-operating bodies" and are less likely to be involved in the heart of planning work but will be heavily involved in incidents that affect their sector. Category 2 responders have a lesser set of duties, namely co-operating and sharing relevant information with other Category 1 and 2 responders. Category 1 and 2 organisations come together to form Local Resilience Forums (based on police areas), which help co-ordination and co-operation between responders at a local level. A list of Category 1 and 2 responders can be found at Appendix C.
- 1.4.5 Part 2 updates the 1920 Emergency Powers Act to reflect the developments in the intervening years and the current and future risk profile. It enables temporary, special legislation (emergency regulations) to help deal with the most serious of emergencies. The use of emergency powers is a last resort option and planning arrangements at the local level should not assume that these powers will be made available. Their use is subject to a robust set of safeguards as they can only be deployed in exceptional circumstances. The decision to use emergency powers is a matter for central government and would be handled by the relevant Lead Government Department. More information can be found in the Emergency Powers section of the Cabinet Office website.

## **1.5 Community Risk Register (CRR)**

- 1.5.1 Risk assessments are the first step in the emergency planning process. Its aim is to identify risks which could result in an emergency in Cleveland. Risks are rated on likelihood to happen and potential impact if it did.
- 1.5.2 Risk assessments are important to ensure that plans are sound, appropriate and proportionate to the risks that exist in Cleveland, and to take preventative action where appropriate.
- 1.5.3 The CRR is intended as a reference document outlining considered risks to the community within Cleveland, (e.g. local flooding, telephony failure, pandemic diseases and road traffic accidents etc.). The CRR feeds into a Regional Risk Register (RRR) and on into a National Risk Register (NRR), ensuring the government is fully aware of and actively seeking to reduce the risk to the Country, by directing strategic planning on civil protection by the Civil Contingencies Secretariat (CCS).
- 1.5.4 The risks assessed are taken from Local Risk Assessment Guidance (LRAG) which is issued from the Civil Contingencies Secretariat (CCS). These risks are divided into 9 different classifications, for example, Traffic Accidents (TA) and Severe Weather and Flooding (SWF). In the CRR there are also 3 additional sections, "Risks Discounted", "Risks Undergoing Assessment" and "Risk Specific to the Cleveland Area". The

**November 2010**

“Risks Specific to the Cleveland Area” are risks which may occur in Cleveland, but are not listed in LRAG, and have been created and assessed by the Risk Assessment Working Group. The latest version of the Community Risk Register can be found at <http://www.clevelandemergencyplanning.info/Documents/RiskRegisterLatestVersion.pdf>.

## **1.6 Major Incident / Emergency Definition**

- 1.6.1 The Civil Contingencies Act 2004 states that an emergency means an event or situation, which threatens serious damage to:
- Human welfare in a place in the United Kingdom,
  - The environment of a place in the United Kingdom, or
  - The security of the United Kingdom (i.e. war or terrorism)
- 1.6.2 Additionally, to constitute an emergency or major incident, an event or situation must also pose a considerable test for an organisation’s ability to perform its day to day functions. Further information can be obtained from the Cabinet Office publication Emergency Response and Recovery (<http://www.cabinetoffice.gov.uk/ukresilience>).
- 1.6.3 A major incident is any situation that requires the implementation of special arrangements by one or more of the emergency services and will generally include the involvement of large numbers of people (either directly or indirectly), resources or occurs over a large area. For example:
- The initial treatment, the rescue and transportation of a large number of casualties.
  - The large-scale combined resources of the Police, Fire Brigade and Ambulance Service.
  - The mobilisation and organisation of the emergency services and support organisations; e.g. local authority, to cater for the threat of death, serious injury or homelessness to a large number of people.
  - The handling of a large number of enquiries likely to be generated both from the public and the news media usually made to the police.
- 1.6.4 Acts of terrorism, including suspected involvement of chemical, biological, radiological and nuclear devices, are subject to a specific multi-agency response supported by HM Government.

## **1.7 Major Incident Declaration**

- 1.7.1 A major incident can be declared by any member of the organisations involved in that incident. It should be noted that, despite what is a major incident to one of the emergency services may not be to another, each emergency service will attend with an appropriate response. However, the

**November 2010**

level of response will depend on the specifics of the incident and that decision can only be made by each of the individual agencies.

- 1.7.2 There are many incidents which do not meet the criteria for a major incident but still warrant a co-ordinated effort from the emergency services and possibly other agencies. In such instances, there are benefits in using aspects of this manual to ensure the continuity of the co-ordinated approach these procedures provide. It is recognised that every incident is different with its own unique features. Therefore, the information contained in this manual should only be used as a guide.

## **2 Plan & Protocol Dovetailing**

### **2.1 General**

2.1.1 This manual should be read alongside the operational procedures and emergency response plans of each of the emergency services and local authorities but it is not intended to supersede any of those documents. This manual also links to other plans and protocols, including but not restricted to:

- **Multi-agency Flood Plan:**

This plan outlines the combined response to flooding within the boundaries of the Cleveland Local Resilience Area. It is intended to provide a basis for all Category 1 and 2 responders responding to flooding. It identifies and assesses the communities that are at risk from flooding and defines what will be done to protect them.

- **Off-site emergency response plans produced under the Control of Major Accident Hazard Regulations 1999 (COMAH):**

The Off-site Emergency Plans identify the major accident hazards which exist on sites with the potential to affect the public and environment beyond site boundaries. The Plans identify the roles, responsibilities and actions of responding organisations including actions taken by personnel on site. They also provide information on public and environmental health aspects of a major accident.

- **Emergency Response Plans produced under the Pipelines Safety Regulations 1996:**

These plans detail actions to be taken to minimise the consequences to the health and safety of people resulting from a major accident involving a designated major accident hazard pipeline within the Cleveland area.

- **Off-site response plan produced in line with Radiation (Emergency Preparedness and Public Information) Regulations (REPPPIR 2001):**

This off-site plan sets out the multi-agency strategic and tactical management arrangements and actions for dealing with an 'off-site nuclear emergency' at the Hartlepool Nuclear Power Station. The document provides instruction, information and guidance on the initial strategic actions to be taken during an off-site nuclear emergency in order to prevent/restrict public and environmental exposure from the effects of a radiation incident.

**November 2010**

- **Major Incident Recovery Plan:**

This document summarises the recovery mechanisms and protocols that would be adopted by the CLRF in the event of an incident requiring a restoration phase. It recognises that recovery is best achieved when the recovery process begins from the moment the emergency begins and, if resources allow, the Recovery Co-ordinating Group is set up on the first day. The Plan recognises the importance of considering the organisation, structure and management of memorial services, public appeals and donations. It goes into consideration of setting up a Health and Welfare Group, recognising that people react differently to a crisis and no single professional group holds the key to the recovery of those affected. Any support would be co-ordinated, managed sympathetically and not forced on individuals.

- **Humanitarian Assistance Centre Protocol:**

This sets out the multi-agency agreed protocol which defines the purpose, the use of, the management and the opening and closing procedures of a Humanitarian Assistance Centre (HAC) in Cleveland. Establishing a HAC should be considered as part of the response to a wide range of emergencies. These not only include terrorist incidents, but also transport incidents and emergencies emanating from natural causes. There is a strong case for establishing such a facility in these and other circumstances as it enables responsible authorities to focus resources and concentrate on providing for the needs of those affected. HACs will provide a service focus in the humanitarian response to an emergency. They are a 'one stop shop' for information in a crisis. It should provide families and those affected by an incident with as much information and help as is possible to arrange at a convenient location. It is possible that a HAC could still be open months or even years after the incident.

- **North East Science and Technical Advice Cell (STAC) Plan:**

The Science and Technical Advice Cell (STAC) Plan has been prepared on behalf of Northumbria, Durham and Darlington and Cleveland Local Resilience Forums and the Regional Director of Public Health. The plan outlines the role of a STAC and sets out how a STAC will be established in the North East region.

- **Cleveland Communications Strategy:**

The Cleveland Communications Strategy sets out the procedure for providing an information and advice service to the public in the case of an incident resulting from any aspect of chemical manufacturing including the transport, blending and storage of chemicals. Whilst the strategy is predominantly used for COMAH incidents it can also be used for incidents caused by the generation

**November 2010**

of energy by local power stations (e.g. Hartlepool Nuclear Power Station), or other such exceptional circumstances which could cause inconvenience, create genuine public alarm and concern, or an increased/actual risk to public health and safety.

- **Temporary Mortuary Plan:**

The Plan will be used where any incident involves several deceased victims, with consideration being given to the management of the process surrounding these victims and this will involve the decision to establish a Temporary Mortuary. The plan provides a comprehensive guide to agencies on all aspects associated with a Temporary Mortuary from activation, through process, identification and recovery.

- **Rest Centre Plans:**

The purpose of setting up a Rest Centre is to provide temporary shelter, warmth, feeding, minor first aid as necessary (by voluntary organisations or health service personnel) and welfare services to people evacuated from their own homes. There are plans for each of the 4 boroughs in Cleveland which list the procedures for establishing and running rest centres. The plans list designated rest centres for the areas with roles and responsibilities of those running them.

- **Agency Business Continuity Plans:**

The Civil Contingencies Act requires all Category 1 responders to maintain Business Continuity Plans to ensure they can continue to perform their functions in the event of an emergency, so far as is reasonably practicable. The duty relates to all critical day-to-day activities, not just those relating to emergency response.

- **Town Centre Evacuation Plans:**

The information and advice in these plans will assist anyone who may be involved in an evacuation of a Town Centre, to protect themselves before, during and after a major incident. To assist with the management of an evacuation, the Town Centre Evacuation Plans divide the town centre into a series of zones. The plan assists visitors, residents and businesses to identify which zone they are situated in and how an evacuation will be organised.

- **CONTEST Strategy:**

The CONTEST (counter-terrorism) strategy was introduced with the key aim to reduce the risk the UK faces from international terrorism so that people can go about their lives and business freely and safely. More information can be found at Appendix D.

**November 2010**

- **Transport for Evacuation Plan:**  
This document provides immediate contact details for a range of public and private transport operators for use in the transport of persons and equipment in the event of an incident.
- **North East Regional Response Plan:**  
The aim of this Plan is to set out the regional crisis management machinery that will be activated to ensure a strategic response to incidents requiring multi-agency coordination on a regional basis. It contains a separate section that details the specific response arrangements of the Government Office for the North East.
- **Marine Pollution Plan:**  
The plan lays out the individual and combined responses that the four authorities will take in the event of a marine pollution incident in the River Tees, the Tees Bay or along the coastline of Cleveland. The plan has been written in consultation with those agencies that have their own detailed plans for the response to a spill in areas which fall under their jurisdiction (i.e. the Port Authority).
- **Adverse Weather Protocol:**  
The protocol is a multi-agency agreement that provides the framework which allows the Emergency Services, Local Authorities, Environment Agency and Met Office to co-operate and respond effectively to incidents of adverse weather, particularly flooding or potential flooding, within Cleveland. The protocol lists the “triggers” used for considering if there is a requirement for a multi-agency co-ordinated response, but acknowledges that liaison between the agencies is likely to be the main factor.
- **Cleveland Mutual Aid Scheme:**  
The Scheme was developed to provide a multi-agency partnership framework to assist with mutual aid arrangements across the Cleveland area. It assists in the provision of expertise, equipment and communication to aid in the effective management of any incident and identifies which agencies have which specific capabilities. Requests for aid from the Cleveland Mutual Aid Scheme are via Cleveland Fire Brigade.
- **Multi-Agency Debrief Protocol:**  
It has been recognised that everybody learns from experience, both good and bad, and that by sharing those experiences with others it can lead to best practices being identified and, where appropriate, acted upon. Debriefing is a way of capturing learning experiences and sharing these for the good of all. Transferring that learning to future work practices and procedures, ensures that good practices are endorsed and bad practices are eliminated.

**November 2010**

### **3 Roles and Responsibilities**

#### **3.1 General**

3.1.1 Agencies and organisations that may be involved in emergency response and recovery within Cleveland will all work to the following set of common objectives:

- Saving and protecting life
- Relieving suffering
- Protecting property
- Giving information to the public
- Containing the emergency – limiting its escalation or spread
- Maintaining critical services
- Maintaining normal services at an appropriate level
- Protecting the health and safety of personnel
- Safeguarding the environment
- Facilitating investigations and inquiries
- Promoting self-help and recovery
- Restoring normality as soon as possible
- Evaluating the response and identifying lessons to be learned.

3.1.2 Rescue will most frequently be the prime function required of the emergency services. Responsibility for the rescue of survivors lies with the Cleveland Fire Brigade, at times aided by HART, with the care and transportation of casualties to hospital being the responsibility of NEAS. Cleveland Police will carry out a co-ordination role whilst generally the Local Authorities and other agencies will perform a supporting role.

3.1.3 In a protracted incident it will be necessary to rotate staff to ensure responders provide a continuous, effective and efficient response. In this case it would be beneficial for there to be an overlap period (of 30mins to 1 hour), to enable newcomers to be briefed and get up to speed with the incident during handover.

#### **3.2 Safety during an Incident**

- Responsibility for health and safety of their staff at a major incident rests with each agency.
- Responders should ensure health and safety professionals are on scene as soon as possible to provide advice to their respective officers and carry out on-site risk assessments, identifying control measures and safe systems of work. Any advice and risk assessments given must be documented to provide a future record.
- The safety advisors may also need to liaise with local authority Environmental Health Officers, Environment Agency Officers and

**November 2010**

Health and Safety Executive (HSE) inspectors who may wish to visit the scene.

### 3.3 Cleveland Police

3.3.1 Cleveland Police discharge their responsibilities through the implementation of their emergency procedures, consolidated within the force 'Model Response Structure' providing a generic framework of response incorporating command levels, guidance and key specialist roles.

**Note:** The Police retain primacy of an incident scene, if it has been declared a crime scene, with the Senior Investigating Officer, Senior Identification Manager (if there are deceased involved) and Scene Evidence Recovery Manager providing a lead and focus around decisions associated with the scene. This primacy should continue to be assumed until otherwise informed by the Police.

3.3.2 The primary areas of responsibility for Cleveland Police at a major incident are outlined within the Association of Chief Police Officers (ACPO) Emergency Procedures Manual as:

- To maintain public order and the rule of Law.

Also the Home Office (2007) Counter Terrorism Contingency Planning Guidance identifies four strategic intentions to ensure co-ordinated, effective multi-agency activity in order to:

- Save, preserve and protect life and minimize further harm.
- Inform and advise the public and maintain public confidence.
- Prevent, deter and detect crime.
- Assist in the return to normality.

Further Key responsibilities include:

- Co-ordination of the activities of the emergency services and other responding agencies at and around the scene of a sudden impact emergency or major incident
- The duty to investigate and potential breaches of criminal law including the collection of evidence under conditions to provide legal integrity of that evidence and protecting and preserving the scene until all evidence is retrieved.
- The duty to support the role of HM Coroner in the investigation of the cause and circumstances of unexplained or sudden deaths. This duty extends to the retrieval of the deceased, their personal property, the positive identification of the deceased and their return to their family or friends for burial or cremation
- Responsibility for designating and maintaining any cordons required, including implementation of traffic management arrangements.

**November 2010**

3.3.3 The first responder on scene will assess the situation and ensure as much information as possible is given to the Force Control Room. The mnemonic 'SAD CHALETS' has been devised to help:

<b>S</b>	Survey	What can I readily see, hear, smell or feel
<b>A</b>	Assess	What do I think is happening and needs to be done
<b>D</b>	Disseminate	Report back to the control room accurately, concisely and clearly and Declare a Major Incident if appropriate.
<b>C</b>	Casualties	Approximate numbers of all casualties and where are they located. What symptoms are present? What percentage of casualties are deceased, seriously injured, have minor injuries or are trapped?
<b>H</b>	Hazards	Present and potential hazards. 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 Hazard markings visible?
<b>A</b>	Access and 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 are likely to be needed to maintain clear access and egress routes? Is it necessary to removed 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)?
<b>L</b>	Location	The exact location of the incident, use grid references if possible. How large is the area affected? Does it contain residential properties, shops or offices? Are there any venues with large numbers of people nearby?
<b>E</b>	Emergency	Which emergency services are required? Is specialist equipment required? Are specialist support organizations required? Is evacuation necessary or is shelter a more viable

**November 2010**

	option?
	Will evacuation of people and / or animals be required, if so approximate numbers?
	Are there vulnerable groups or individuals?
	To where will they be evacuated?
	Is there an identified safe route to use?
	Where will they be taken and are facilities available to receive them?
<b>Type</b>	Type of incident with brief details of types and numbers of vehicles, trains or buildings involved. Are there any early indications if the incident may be an act of terrorism or a crime?
<b>Start a Log / Safety</b>	Consider health and safety, conduct dynamic risk assessments. Commence incident log.

3.3.4 In carrying out their functions the Police must consider:

- Off-site consequences if a chemical or other industrial site is involved.
- Wind speed and direction.
- Responders to the incident.
- Access to the site of the incident.
- Setting up road closures.
- All aspects of health and safety, including appropriate personal protective equipment.

3.3.5 Cleveland Police emergency procedures incorporate comprehensive arrangements for other necessary measures including:

- Traffic management.
- Facilitation of any Communications Strategy or media statement.
- Establishing a Casualty Bureau.
- Evacuation.
- Investigation of the scene as a crime.
- Liaison with the Local Authority and other agencies.
- Co-ordination of the media.
- Force Hazardous Materials (HAZMAT) officer, who leads on the transportation of dangerous goods.

3.3.6 Cleveland Police has access to a helicopter which can provide the following support facilities:

- Immediate overview of scene including the size of affected areas.
- Casualty search / assessment of numbers.
- Visual and thermal imaging equipment, effective day and night.
- A high power searchlight, capable of illuminating a wide area and for immediate rescue needs.
- A public address system capable of broadcasting messages.

- Video transmission equipment to ground-based receiving stations at Police HQ.
- Identification of present or potential hazards.
- Area containment, including cordon deployment/infringement.
- Evidential imagery of scene, including photographs, video, thermal imaging and detailed target analysis.

### **3.4 Cleveland Fire Brigade (CFB)**

3.4.1 The Fire & Rescue Service Incident Commander (IC) has command and control responsibilities of operations on the incident ground. The Police will alert Fire & Rescue Service Control for incidents where CFB are not initially involved, who will respond in accordance with standard mobilising procedures. A dynamic risk assessment will be made of the situation at the scene and any additional resources requested.

3.4.2 Cleveland Fire Brigade will carry out the following activities as detailed in the Fire Services Act 2004, National Framework Document 2008-2011, and the Civil Contingencies Act 2004:

- Establish a Forward Control Point.
- Rescue people trapped by fire, wreckage or debris.
- Liaising with the Police regarding the provision of an Inner Cordon.
- Save and prevent further loss of life with other emergency services and any other relevant organisation.
- Gather information and complete risk assessment(s) to provide advice to the Police and enable them to advise the public to evacuate or remain in their homes.
- Prevent incidents from getting worse by controlling or extinguishing fires, stabilising vehicles or taking other preventative measures (e.g. dealing with chemical releases and other hazardous situations).
- Manage hazardous material incidents safely and mitigate their effect on people and the environment.
- Coordinate and implement the Detection, Identification and Monitoring (DIM) of chemical, biological and radioactive substances involved in incidents.
- Mobilise Hazardous Material (HAZMAT) Officers to all confirmed chemical incidents.
- In the event of a radiation incident CFB inform the Police and ask them to implement NAIR (National Arrangements for Incidents involving Radiation).
- Can provide specialist equipment depending on the incident in hand, for example, high volume pumps, water rescue craft etc.
- Provide access to CHEMDATA which provides data sheets for chemicals including identification, chemical properties, hazards (physical and environmental), advice on PPE and mitigation actions and details of manufacturers and their emergency contact details.

**November 2010**

- Give consideration to the effect the incident may have on the environment and to liaise with the Environment Agency and Local Authority Environmental Health Officers.
- Liaise with the Medical Incident Officer, the Ambulance Service and other appropriate organisation with regard to providing assistance at ambulance loading points and the priority evacuation of injured persons.
- Organise and provide mass decontamination of the public where many people have been exposed to chemical, biological, radioactive and nuclear (CBRN) in collaboration with the North East Ambulance Service.
- Provide health and safety advice for all persons operating within the inner cordon (except in the initial stages of a confirmed Terrorist incident).
- Arrange for Urban Search and Rescue (USAR) and other resources as necessary.
- In conjunction with partner agencies, assist with the response to flooding incidents.
- Work with partner agencies to minimise the impact to the community, working with relevant agencies to return to normality at the earliest opportunity.
- Provide Fire Safety and Community Safety messages to the public.
- Liaise with other agencies for post incident investigation and debriefs.

### **3.5 North East Ambulance Service (NEAS)**

3.5.1 It is the responsibility of all Control staff when receiving a call about a major incident to ensure the following information is obtained:

- Telephone number of caller
- Type of incident
- Exact location of Incident
- Hazards (current and potential)
- Best access
- Wind direction (if appropriate or known)
- Number of casualties and severity of injuries and their condition
- Emergency services required or already at scene.

3.5.2 Ambulance Control will:

- Dispatch ambulances and personnel to the scene including an Ambulance Incident Officer and inform other senior personnel.
- Will inform the receiving and support hospitals of the anticipated number of casualties, severity of injuries and details of any chemicals involved if known.
- Inform responding officers of safe access routes to RV points in the event of an incident involving hazardous materials.

**November 2010**

- Dispatch an ambulance representative to a chemical site's Emergency Control Centres if the incident requires it.

3.5.3 The main areas of responsibility for the North East Ambulance Service (NEAS) in an emergency are summarised as follows:

- Provide a focal point at the incident for all National Health Service (NHS) and other medical resources.
- The saving of life, in conjunction with the other emergency services.
- The treatment and care for those injured at the scene, either directly or in conjunction with medical personnel.
- Provide appropriate transport, medical staff, equipment and resources.
- Establish effective triage points and systems and determine with NHS medical support on scene, the priority evacuation needs of those injured.
- Provide communications for NHS resources at the scene.
- Determine and alert the receiving hospitals for the receipt of those injured.
- Act as the "gateway" into the wider health services.
- Arrange and ensure the most appropriate means of transporting those injured to receiving hospitals.
- The restoration to normality at the earliest opportunity.

3.5.4 Ambulance staff arriving at the scene will use the METHANE principle to assess the incident passing any details to the Ambulance Service Dispatch Centre:

<b>M</b>	Major Incident declared or standby
<b>E</b>	Exact location
<b>T</b>	Type of Incident
<b>H</b>	Hazards
<b>A</b>	Access and egress
<b>N</b>	Number of casualties
<b>E</b>	Emergency services present on scene and required

3.5.5 NEAS will also arrange for the Hazardous Area Response Team (HART) to be deployed if necessary. Within HART there are currently two components. The Incident Response Unit (IRU) and the Urban Search And Rescue (USAR).

3.5.6 The IRU works alongside other emergency services and specialist agencies to provide an enhanced ambulance response to the following types of incidents:

- Chemical, Biological, Radiological or Nuclear (CBRN) incidents or those involving hazardous materials (HAZMAT) which have happened accidentally or have been initiated deliberately. These could include

**November 2010**

events such as a chemical explosion at a factory, large fires, explosions or a suspected terrorist attack.

- In support of the military (within England).
- Covert operations support.

3.5.7 HART USAR paramedics are specially equipped with the latest technology to safely locate, stabilise, treat and rescue casualties from dangerous environments. The paramedics are trained specifically for this hazardous role and are taught extended clinical skills which enable them to provide clinical intervention at the following types of incident:

- Collapsed buildings or structures (e.g. scaffolding).
- In tunnels, such as a major evacuation of a tube train.
- Heavy transportation or multiple vehicle collisions resulting in a number of casualties.
- At height, for example a casualty located in the cab of a construction crane.

### **3.6 The Great North Air Ambulance**

3.6.1 The Great North Air Ambulance (GNAA) is a charity and is not part of the National Health Service; however they have a proven working relationship with NEAS.

3.6.2 Some of the activities that GNAA may be involved in include:

- Transporting patients requiring immediate medical attention.
- Provision/transport of industry specific drugs.
- Provision of trained medical staff to a site.

3.6.3 Notification to GNAA or requests for assistance will be carried out by North East Ambulance Service (NEAS) control room operators.

3.6.4 It should be noted that:

- GNAA will only operate during daylight hours and suitable weather conditions.
- Several landing sites in close proximity to industrial areas have been identified and risk assessed by the GNAA, however the decision on the safety of landing always resides with the pilot.
- Where practicable Roads should be closed off at the discretion of the Police.

3.6.5 There are significant health and safety issues involved in the operation of helicopters at hazardous sites:

- All instructions given by the crew should be followed.
- The aircraft should not be approached from the rear at any time unless authorised by the pilot.
- The aircraft should only be approached by ground staff only when the pilot instructs them to do so.

**November 2010**

- 3.6.6 The meet and greet of the crew and transport where required will normally be undertaken by NEAS. The crew should be made aware of any specific Personal Protective Equipment or intrinsic requirements.
- 3.6.7 Where possible the landing zone and any road closures should be maintained for 5 minutes after the helicopter departs, allowing the pilot to return if required.

### **3.7 Acute Hospitals**

- 3.7.1 There are the two receiving hospitals for major emergencies occurring in the Cleveland area:
- James Cook University Hospital, Middlesbrough.
  - University Hospital of North Tees, Stockton.
- 3.7.2 Upon receiving an alert message the hospitals:
- Will be alerted by NEAS Ambulance Control on a dedicated line and the hospital switchboard will immediately cascade major accident alert. The alerting message can also come from the Police or be self declared by the hospital.
  - Will immediately invoke their major incident plan which identifies established procedures and practises.
  - Notify the Strategic Health Authority and relevant Primary Care Trust.
  - Actions by the Hospitals follow the guidance laid down in the NHS Guidance "Planning for Major Incidents".
  - Initiate its cascade procedure to inform everyone and enable the Control Team to be formed.
  - Alert the hospital pharmacy which holds emergency supplies of drugs intended for use in major emergencies.
  - Alert NHS supplies and request quantities of sterile fluids.
- 3.7.3 The Control Team:
- Consists of a senior clinician, senior manager and senior nurse and a PCT representative will be invited to attend.
  - Will be based near the Accident & Emergency Department and follows established procedures.
  - Primary function is to manage the Trusts response and deploy staff appropriately.
  - Will consult with the Ambulance Incident Officer and Police concerning the despatch of a Mobile Medical Team (MMT) to the scene of the incident. The MMT will not necessarily be provided from the designated receiving hospital.
  - Should obtain details and effects of exposure of any chemical or biological agents involved and how bad casualties are contaminated. It

**November 2010**

is important to note that chemicals can be altered by reactions with fire, air, water and by human metabolism.

- Should refer to the National Poisons Information Service for information and advice regarding the diagnosis and management of poisoning.
- Should ensure that staff who may be put at risk through contact with chemically or biologically contaminated casualties are issued with appropriate personal protective equipment to minimise the risks of contamination.

3.7.4 The Control Team will deploy staff as necessary in relation to the incident, which may include:

- Triage Team
- Resuscitation Team – priority 1 patients
- Serious Injury Team – priority 2 patients
- Walking Wounded Team – priority 3 patients
- Ward Teams
- Theatre Team(s)
- Portering and Mortuary Team
- Friends and Relatives Reception Team, who will work closely with the Ambulance Liaison Officer and the Police Documentation Team

3.7.5 Consideration should be given to the deployment of a Medical Incident Officer (MIO) to the scene who:

- Will have managerial responsibility for the deployment of medical and nursing staff at the scene.
- Work closely with the Ambulance Incident Officer to ensure effective management of resources.
- Is **not** part of the Mobile Medical team and should not get involved in rescue work.
- May be requested by the Ambulance Service and unlike the MMT, the MIO may be deployed by the designated receiving hospital.

### **3.8 Primary Care Trusts**

3.8.1 PCTs have the responsibility to provide NHS support to an emergency, this includes:

- Treat minor casualties and patients in community settings including general practice, reception centres, minor injury centres, walk in centres and community hospitals.
- Provide advice and guidance to Local Health practitioners dealing with the general public in the community (including pharmacies or GPs surgeries etc).
- Provide care and advice to evacuees, survivors and relatives, including replacement medication, health screening and general support.
- Assist acute hospitals by supporting faster discharge of patients.

**November 2010**

- Co-ordinate community hospital-bed capacity in liaison
- Provide support to the NHS infrastructure and monitor public health following an incident.
- Assess the effects of an incident on vulnerable care groups in conjunction with partner agencies across health and social care.
- Administer medications, prophylactic treatments, vaccines and antidotes as advised by the Health Protection Agency and/or Department of Health.
- Provide psychological and mental health support to staff, emergency services, patients and relatives, with social services and the mental health services.
- Ensure PCT staff are kept fully informed of any situation, and have access to relevant guidance and advice as and when available.
- Ensure commissioning organisations keep service providers informed of any situation which might impact on service delivery, including private health facilities where appropriate.
- Continue to work with the local authority and community to keep core services going and so support the recovery phase.

### **3.9 Health Protection Agency**

3.9.1 The main functions of the Health Protection Agency North East are:

- Provide public health support and advice to NHS organisations, particularly Primary Care organisations and their Regional Directors of Public Health, and other agencies involved in responding or managing the incident at a local, regional and national level.
- Provide impartial and authoritative advice to health professionals, other agencies and the public in monitoring long term effects of an incident.
- Support the management of incidents and support the co-ordination of the NHS response through attendance at control centres, Strategic Coordination Groups, etc.
- The HPA local and regional teams will act as the gateway to specialist health advice at local, regional and national levels.
- Provide specialist input to incident management teams including Science and Technical Advice Cell (STAC) if called.
- Provide public health advice and support to PCT's in monitoring the long-term health effects of an incident.

### **3.10 Local Authority**

3.10.1 Cleveland Emergency Planning Unit:

- Provides an emergency planning service to the four local authorities including planning for and co-ordinating the Local Authority response to such events.

**November 2010**

- During normal office hours the Cleveland Emergency Planning Unit will be alerted by Cleveland Police or, if the incident is fire related, by Cleveland Fire Brigade.
- Out of hours, the duty emergency planning officer will be alerted in accordance with the duty roster held by both the Police and Fire Brigade. (**Note on Response:** Local Authorities take time to mobilise, especially 'out of hours' and therefore early notification is required. They need to be updated constantly as the incident progresses so that their response is measured and appropriate.)
- The duty officer will make an assessment of the situation and inform the designated contact within the appropriate local authority in accordance with existing procedures. The Chief Emergency Planning Officer should also be informed.
- The duty officer will provide notification where a situation may develop into a major incident or when it would be advisable to put the local authority on alert even at an early stage.
- A local authority liaison officer, who may be an Emergency Planning Officer, will attend the Police Command Room (Silver) at Ladgate Lane, when requested, to act as a liaison between the emergency services and the local authorities involved/affected by the incident. Depending on the circumstances a second officer may be required to assist the first as a loggist.
- The Chief Emergency Planning Officer should also be informed in major instances.

#### 3.10.2 Local Authority:

- When informed, the designated Borough Coordination Officer will assess the situation and alert the Emergency/Incident Management Response Teams and council officers who have a role to play in the response. The CEO of the LA will be informed in major instances.
- If appropriate, the CEO will implement the Borough Major Incident Plan and have the Borough Emergency Centre and/or Departmental Incident Rooms opened to deal with specific aspects of the incident. The senior manager will obtain administrative support from trained personnel for the Borough Emergency Centre.

#### 3.10.3 The response of the Borough Council(s) involved will be in accordance with the roles and responsibilities as set out in their Major Incident Plan. Response to the incident by the Local Authority can include:

- Provision of a Liaison Officer to the 'Silver/Tactical Control'.
- Provision of Rest Centres, Survivor Reception Centres and/or Friends and Family Reception Centres.
- Provision of assistance to the emergency services e.g. barriers, road diversionary management, emergency works etc.
- Emergency accommodation and feeding.
- Provide support and care for the local wider community.

**November 2010**

- Use of resources to mitigate the effects of an emergency.
- Co-ordinate the response by the voluntary organisations.
- Dissemination of information to all local authority operated premises, through implementation of the communications strategy or major incident plan.
- Act in support and in partnership with the emergency services.
- Maintain, as far as practicable, the normal day-to-day services to the local community.
- Chief Executive will keep elected members informed of the situation.
- Assisting the Police with the management of information to the media.
- Specialist advice e.g. environmental health issues.
- Expedite the return to normality as soon as possible.
- Capitalise on opportunities for regeneration.

3.10.4 The recovery phase encompasses those activities necessary to provide a rapid return to normality for the community and those involved with the response. Therefore, this phase will require the establishment of a **Recovery Working Group** at the earliest opportunity. Any recovery will vary just as the nature and effects of the major incident will vary but could include:

- Removal of debris
- Repair to roads or highways infrastructures
- Implementation of traffic management scheme(s)
- Provision of temporary or permanent housing for persons made homeless
- Actions to safeguard the public against environmental conditions.
- Help and advice to the community
- Reassurance and regeneration of the community and locality
- Assistance with maintaining public order.

3.10.5 It is in the recovery period of a major incident that the Local Authority's involvement may be prolonged and extensive. The services which may be provided are based upon a wide range of skills and resources drawn from its day to day operations such as:

- Technical and engineering advice
- Building control
- Highways control
- Public health and safety
- Environmental issues
- Provision of rest and reception centres
- Temporary accommodation
- Transport
- Health and Social Care support
- Help lines
- Welfare and financial needs

**November 2010**

#### 3.10.6 Reimbursement of Expenditure:

- Central Government, in exceptional circumstances, can provide special financial assistance to Local Authorities who, as a consequence of an emergency, would otherwise incur undue financial burden in providing relief and carrying out immediate works to safeguard life, property or prevent suffering/severe inconvenience to affected communities.
- The Government would not expect to contribute towards normally insurable losses.
- Accurate records of expenditure will be vital, albeit difficult initially, as there will be substantial insurance claims that will need precise information.
- Local authorities will need to seek advice from its own insurers regarding its own claims and extent of cover. The public may seek advice from the local authority on making their individual claims.

#### 3.10.7 Section 138, Local Government Act 1972:

- This section enables local authorities to incur whatever expenditure they consider necessary when an emergency/disaster involving the destruction of or the damage to life or property occurs or is imminent.
- This power, which can be used in the event of any major emergency, includes the power to make grants or loans to other persons or bodies.
- Councils are advised to ascertain whether financial assistance will be available from Central Government under the circumstances of the incident.

#### 3.10.8 The Bellwin Scheme:

- Allows Ministers to make additional revenue support to local authorities to assist with immediate and unforeseen costs on dealing with the aftermath of an incident. More information can be found at Appendix A.
- It's important to differentiate between current expenditure eligible for 'Bellwin' and 'aftermath' costs, such as housing.
- The Local Authority may get help with the final cost of responding to an incident, either through a government grant or Bellwin scheme, *but note that the local authority will initially pay out of normal revenue.*

### **3.11 Environment Agency**

#### 3.11.1 The Environment Agency:

- Has responsibility for the environmental protection of water (including "controlled waters"), land and air.
- Provides flood warnings to professional partners and the public.
- Maintains and operates flood defences on the coastline, River Tees, other identified rivers and critical ordinary watercourses.
- Should be informed about any major accident polluting (or has the potential to pollute) the environment.

**November 2010**

- Are the competent authority, alongside the Health and Safety Executive (HSE), relating to COMAH regulations.
- Should be notified of any major accidents at a COMAH site to enable joint investigation with the HSE.

3.11.2 Upon being informed of a major incident, the Environment Agency will pass the notification to a competent officer who will assess the incident and determine the response required. Responses may include:

- Discuss and provide mitigation measures to prevent and minimise the impacts of the incident. Ensuring any remedial action is undertaken professionally and competently.
- Provide specialist advice.
- Assess the risk of who and what in the environment is at risk.
- Notify or warn those likely to be affected, including river water abstractors who may be at risk.
- Involvement in an Environment Impact Analysis Team.
- Investigate the source and cause of pollution and collect samples and other evidence in relation to offences under pollution legislation.
- Co-ordinate air quality monitoring and modelling during major incidents where there are impacts on the environment, ensuring delivery of robust and timely information to key partners to enable appropriate action by the emergency services and meaningful messages to be provided to the public.
- Work effectively with external partners.
- Ensure the owner/operator/polluter takes responsibility for the remediation.
- Provide liaison officers to multi-agency command centres.

### **3.12 Maritime and Coastguard Agency (MCA)**

3.12.1 The Maritime & Coastguard Agency:

- Provides a response and co-ordination service for maritime search and rescue (SAR), counter pollution and salvage.
- Is responsible for the initiation and co-ordination of all civil maritime Search and Rescue within the UKSAR Region, including maritime incidents on inland waters.
- Mobilises and organises adequate resources to respond to persons either in distress at sea or at risk of injury or death on the cliffs and shoreline.
- Maintains 24hr coverage of the coastline via its' Maritime Rescue Co-ordination Centre at Bridlington.
- Requests, tasks and coordinates SAR assets of its own and those made available by other appropriate authorities.
- Is the competent U.K. authority responsible for responding to pollution from shipping and offshore installations.

**November 2010**

- The MCA responds in conjunction with the Counter-Pollution Branch to reports of actual or potential threats of maritime pollution.
- 3.12.2 HM Coastguard is responsible, for ensuring that every SAR incident is carried through to a successful conclusion, and in particular for:
- Obtaining and evaluating all relevant information from appropriate sources regarding the incident.
  - Initiating Distress and Urgency broadcasts as necessary.
  - Alerting and tasking appropriate SAR units and other resources effectively.
  - Determining search areas and formulating search plans.
  - Where appropriate, appointing an On-scene Coordinator (OSC) to exercise local co-ordination at the scene of SAR operations, and an Aircraft Coordinator (ACO) to co-ordinate the involvement of multiple aircraft in SAR operations.
  - Coordinating the search, rescue and recovery actions of all units involved and making any necessary arrangements for the transfer of those rescued to a safe haven ashore.
  - Calling out Search and Rescue helicopters, fitted with infrared equipment and winches, if appropriate.
  - Deciding, after consideration of all the available information, that there is no longer any probability of survival of any missing persons and SAR action can be terminated.

### **3.13 Department for Communities and Local Government Resilience Team North**

3.13.1 The Department for Communities and Local Government Resilience Team North primary role in an Incident is to assist the flow of information between Local Responders and Central Government. The team will only facilitate a regional response if required, due to the scale of the incident (e.g. in the event of a worst case scenario as illustrated in Section 2).

This role will involve:

- Advising central departments on the likely consequences/wider implications of an incident and the availability of support within the region and wider area.
- Supporting / providing the Government Liaison Officer at Gold Command.
- Disseminating information, advice and instructions from Central Government to Local Partners.
- Providing appropriate local information and briefings to the Civil Contingencies Secretariat, Lead Government Department officials and press officers.
- Supporting local responders in communicating information to other LRFs and assisting with mutual aid requests.

**November 2010**

## 3.14 Central Government

### 3.14.1 Central Government:

- Will respond to emergencies, using arrangements set out in the Concept of Operations (CONOPS) document and have identified 3 broad levels of emergency which are likely to involve a response from Central Government, these are:
  - **Significant Emergency**; has a wider focus and requires central government support from a lead government department but no actual/potential requirement for a collective central government response.
  - **Serious Emergency**; threatens wide/prolonged impact and requires sustained central government co-ordination and support from numerous departments and agencies and the regional tier. Central government response would be co-ordinated from the Cabinet Office Briefing Rooms (COBR).
  - **Catastrophic Emergency**; has an exceptionally high and potentially widespread impact and requires immediate central government direction and support. This would be a “top-down” response and include circumstances where local responses were overwhelmed or emergency powers enacted. As above, the government response would be co-ordinated from COBR.
- COBR provides a focal point for the government’s response and an authoritative source of advice for local responders. Within COBR, a senior decision making body oversees the government’s response supported as necessary by sub groups and other sources of specialist advice.
- Where COBR is activated, its strategic objectives are to:
  - To protect human life, property (as far as possible), and alleviate suffering;
  - Support the continuity of everyday activity and the restoration of disrupted services at the earliest opportunity; and
  - Uphold the rule of law and the democratic process.
- Will designate a lead government department (LGD) to be responsible for the overall management of the central government response. A list of LGDs can be found at: <http://www.cabinetoffice.gov.uk/media/349543/lead-government-department-march-2010.pdf>.
- The LGD is responsible for ensuring that appropriate plans exist and manage the emergencies on which they lead, that adequate resources are available, and lead on public and parliamentary handling.
- Will dispatch a Government Liaison Officer at the onset of an emergency, where central government is involved, to attend the Strategic Coordinating Group.

**November 2010**

- Will be responsible for the national communications strategy for responding to the emergency, coordinated with the lead local responder.

### **3.15 Department for Environment, Food and Rural Affairs (DEFRA)**

3.15.1 Defra is directly responsible for the national and local response to animal disease and maintains lead agency status throughout any animal disease outbreak. The operational response is assigned to Animal Health (formerly the State Veterinary Service) which is an executive agency of Defra.

3.15.2 The role of Animal Health is to:

- Maintain and assure its state of readiness to manage outbreaks of animal disease.
- Control and eradicate animal diseases, providing advice on disease prevention.
- In the event of an outbreak, establish a Local Disease Control Centre (LDCC). The LDCC will co-ordinate the local disease control activities to control, eradicate and recover from an outbreak and will be led by the regional operations director.
- The regional operations director has the responsibility, in the event or suspicion of an animal disease outbreak, for notifying the following agencies:
  - The Cleveland Emergency Planning Unit.
  - The Animal Health and Welfare section of the relevant local authorities.
  - The Environment Agency.
  - The Health Protection Agency.
  - Local Veterinary Practices.
  - The local branch of the National Farmers Union (NFU)
  - The local Central Office of Information (COI).
  - Cleveland Police.
  - Utilities (where relevant).
- Implement and enforces national and EU legislation on animal welfare carrying out welfare visits to farms and markets.
- Provide advice on requirements for importing and exporting animals.
- Provide advice, guidance (and if necessary licensing or service of notices) to those responsible for the clean-up and any responders who were involved for those incidents involving animal by-products.
- Work alongside the local authority and the Environment Agency as part of wider waste disposal issues.

### **3.16 Food Standards Agency (FSA)**

3.16.1 The Food Standards Agency:

- Protects the public's health and consumer interests in relation to food.

**November 2010**

- Will play a key supporting role providing food safety and standards advice during incidents which could impact upon the food supply.
- Ensure that any remediation takes into account food safety issues.
- Will arrange the issue of food alerts to Local Authorities, other Government departments, trade organisations etc.

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

#### 3.17.1 The Health and Safety Executive:

- Can provide information / advice to Category 1 responders during an incident.
- Are the competent authority, alongside the Environment Agency, relating to COMAH regulations.
- Are required to be notified of any major accidents at a COMAH site, at the earliest possibility, to enable joint investigation with the Environment Agency.

### **3.18 Government Decontamination Service (GDS)**

#### 3.18.1 The Government Decontamination Service:

- Identifies and assesses the ability of specialist contractors in the private sector to carry out decontamination operations during an incident and ensures that responsible authorities have access to those arrangements if the need arises. If required the Service will also help co-ordinate decontamination operations.
- Advises Central Government on the national capability for the decontamination of buildings, infrastructure, mobile transport assets and the open environment.
- Is a repository of information, and a source of expertise in the event of a CBRN incident or major release of HAZMAT materials.

#### 3.18.2 In an incident caused by CBRN or HAZMAT release, GDS will have the capability to:

- Provide strategic advice on decontamination to national response machinery.
- Provide advice on decontamination approaches, strategies and capabilities to strategic co-ordinating machinery, whether police or LA-led, as part of an over-arching multi-agency Recovery Strategy.
- Provide practical assistance in formulating the decontamination element of the Recovery Strategy.
- Provide advice, guidance and help in securing contracts and managing them.
- Address and resolve operational issues arising from the deployment of specialist suppliers to the recovery phase of a CBRN or HAZMAT incident.

**November 2010**

### 3.19 Industry Specialists

3.19.1 Depending on the specific incident, responses may be required from third parties who have specialist advice for the areas of industry they work in.

3.19.2 COMAH sites

#### Site Incident Controller (SIC):

- Located at the scene.
- Provides advice and should have good knowledge of overall situation.
- Directs on-site fire and rescue operations until emergency services arrive.
- Direct shutting down and evacuation of affected plant areas.
- Has overall responsibility for directing site operations in an incident.
- Provide advice and information to the emergency services at the scene.
- Make details available to the emergency services of any special equipment or other resources which may be useful. Include availability and applicability of such.
- Brief the Site Main Controller and keep the Emergency Control Centre (ECC) informed and up-to date.

#### Site Main Controller (SMC):

- Attends the ECC as quickly as possible.
- Has overall responsibility for directing operations from the ECC.
- Should get up-to speed with the incident as soon as possible and ensure emergency services have been contacted.
- Provide support, advice and guidance to the SIC.
- Ensure key personnel have been mobilised.
- Ensure that direct operational control is available for those parts of the site outside the areas directly affected.
- Review and assess developments to help predict the most likely developments of the incident.
- Provide advice and guidance on the shutting down of plants and evacuation.
- Ensure, through HR and in liaison with the Police, that a company representative attends any receiving hospital for casualties and keep relatives informed of missing and injured people.
- Provide advice on off-site consequences to external agencies, i.e. Local Authority, Emergency services etc.
- Make details available to the emergency services of any special equipment or other resources which may be useful. Include availability and applicability of such.
- Provide interaction with the Duty Managers of nearby companies.

**November 2010**

### 3.19.3 REPIR Sites (e.g. Hartlepool Power Station)

#### Emergency Controller:

- Establishes and attends the Emergency Control Centre (ECC) on the site.
- Will determine the condition of the event declaring a site incident / off-site nuclear emergency as necessary.
- Carry out relevant notifications.
- Ensure immediate safety of personnel on site.
- Provide advice to the Police around off-site monitoring of any release, using the Cleveland Radiation Risk Chart, to enable appropriate risk assessment for response to be undertaken.
- Provide advice to the Police to ensure the protection of the public until the Strategic Coordination Centre (SCC) and Central Emergency Support Centre (CESC) are operational.
- Request assistance from the emergency services as necessary.
- Deploy site personnel as appropriate.
- Monitor and assess the levels of radioactivity on and off site as necessary.
- Prepare an initial press statement and liaise with public relations staff.
- Assess the course of the incident and review its status.
- Keep personnel on site informed of the situation.
- Formulate, in conjunction with the shift change engineer and ECC staff, a strategy for responding to the event and bringing the situation under control.
- Authorise emergency exposure limits.
- Liaise with the senior fire officer regarding any fire fighting activities.

### 3.19.4 Rail Industry

- In Cleveland, Network Rail controls the track, signals and infrastructure and will be the lead authority for the rail industry at rail incidents and will protect the scene in consultation with the emergency services.
- To ensure an effective response to an incident on the rail network, the industry can provide advice on specialist information on rolling stock, infrastructure (tunnels, services etc) and recovery equipment either owned or under contract.

#### Rail Incident Commander:

- Acts as the rail industry's Gold (Strategic) level incident manager.
- Has responsibility for setting the overall policy for the response to the incident.
- Takes the lead in determining and initiating the level of resources needed to provide an effective response.

#### Rail Incident Officer:

- Acts as the rail industry's Silver (Tactical) level incident manager.

**November 2010**

- Has responsibility for determining the priorities in allocating resources, obtaining other resources as required, planning and co-ordinating the overall rail response on-site.
- Leads the rail site management team and assist with evacuation, lighting and other resources.
- Direct the actions of other members of the Railway Group, the owners and operators of wagons, vehicles and locomotives involved and their agents, specialists and infrastructure organisations.
- Ensures initiation of the accident site investigation process and preservation of evidence.
- Establish and maintain effective communication systems within the site and to other locations.
- Manages likely environmental issues.
- Attends the multi-agency Silver Control if requested.
- Can request for trains to be stopped, this request will be passed to the Network Rail Control Room at York who will confirm the request has been carried out.

### 3.19.5 Port Authority

#### PD Teesport LTD:

- Is the statutory body for the ports of Hartlepool and the River Tees and may take the lead in managing marine incidents.
- As well as maintaining their own commercial operations they are responsible for enforcing the Port Marine Safety Code, which lays down the expectations on the authority for the process of protecting vessels, the Public and the environment.
- Is legally required to have a marine pollution response plan which is audited by the MCA. In Teesport, this covers most of the tidal River Tees, Seal Sands and Hartlepool Harbour.
- Is responsible for the overall co-ordination of the spill response, in the event of a marine pollution incident on the river or in the port area
- Are responsible for maintaining the safe and efficient use of the harbour by all those who wish to do so.
- Must exercise their functions, having regard to the environment.
- Have a specific duty to prepare for and respond to marine oil pollution incidents within their jurisdiction.
- The statutory duty for reporting and dealing with pollution from any vessel en-route to the ports of Tees or Hartlepool, prior to entering the Port Authority's jurisdiction lies with the Ship's Master and vessel owners.
- Once within the jurisdiction, reporting and response to any pollution will be through the Port Authority's Oil Spill Contingency Response Plan.
- If they cannot contain the incident using their own resources, they may rely on additional resources available through mutual support agreements with other harbour authorities, oil companies and local

**November 2010**

authorities, or through formal agreements with oil spill contracting companies as set out in the oil spill response contingency plan. They may also call upon MCA.

### **3.20 British Transport Police (BTP)**

#### 3.20.1 The BTP:

- Will lead in railway incidents other than those relating to murder or terrorism.
- Where the incident is of such a scale or there are special reasons, a joint team of BTP and local police may be formed, following discussions between senior officers of both services.

### **3.21 Voluntary Organisations**

3.21.1 There are numerous voluntary organisations that can contribute towards the successful outcome of an incident. Their support at an event can alleviate some pressure on the statutory bodies by providing humanitarian services. Some examples are:

- Women's Royal Voluntary Service (WRVS)
- Salvation Army
- St. John Ambulance
- British Red Cross Society

3.21.2 The Cleveland Emergency Planning Unit, on behalf of the 4 Local Authorities, currently has a Service Level Agreement (SLA) with the WRVS under which they will provide staff and support to the Local Authority at Rest Centres.

### **3.22 Utility Companies**

- Provision of gas, electricity and water supplies.
- Can be mobilised by any of the emergency services/local authority.
- Their activities will initially be co-ordinated by the Police.

### **3.23 Radio Amateur's Emergency Network (RAYNET)**

- It is a nationwide voluntary group of UK government licensed radio operators.
- Can provide emergency radio communications to the emergency services and local authorities.
- Can provide specialist VHF/UHF radio communications assistance across Cleveland and beyond into neighbouring counties.
- Their radio equipment is specifically designated for emergency use.
- National and international radio communications can be provided if requested.

**November 2010**

### **3.24 Military**

- 3.24.1 During a major incident, the armed services are authorised to provide all possible assistance to the emergency services where a threat to life exists. Local authorities can call directly upon military assistance under the Military Assistance to the Civil Authorities (MACA) process. This process is found in more detail at appendix B.
- 3.24.2 MACA is not required in order to request airborne SAR assistance. During an incident the Police Control Room will request assistance via the Air Rescue Coordination Centre (ARCC) who directs all MCA & RAF SAR UK operations. The ARCC will consider any request and judge it on its own merits. The primary function of SAR is the preservation of life, any request that does not fulfil that criteria may be subject to cost recovery from the agency requesting assistance. The aircraft can carry out conventional rescue and winching operations as well as being capable of transporting casualties, survivors and rescuers, under the supervision of the aircrew paramedic.

## **4 Command and Control**

### **4.1 Initial Control**

4.1.1 It is possible that early in the incident; members of one service will spontaneously carry out tasks normally the responsibility of another. As soon as sufficient staff arrive, each service can be expected to establish command and control of functions for which it is normally responsible.

### **4.2 Command Structure**

4.2.1 'Gold,' 'Silver,' and 'Bronze' are titles of functions adopted by each of the emergency services and other agencies including the local authorities and are role related. These functions are equivalent and interchangeable to those described as 'strategic,' 'tactical,' and 'operational' in this and other documents about emergency procedures. It is recognised that not all three levels may be needed depending on the scale of the incident. The summary of roles each performs follows below.

### **4.3 Gold (Strategic)**

- It is the level of management that establishes strategic objectives and the overall management framework, ensuring long term resourcing and expertise.
- Gold officers are the person in charge of each service or local authority responsible for formulating this strategy, but appropriate liaison must be undertaken with strategic managers in other organisations.
- Each Gold officer commands the resources of their own organisation, delegating tactical decisions to their respective Silver(s). One feature may be dealing with the prioritisation of demands, sometimes conflicting, from a number of tactical managers.
- Record a strategy statement from the outset of an incident. Monitored and reviewed continually.
- Strategic management takes place away from the scene at Police Headquarters, Ladgate Lane or at Local Authority Borough Emergency Centres.
- To consider issues regarding recovery from the emergency and a return to normality.

### **4.4 Silver (Tactical)**

- Provides overall tactical management of the response.
- Is responsible for formulating the tactics to be adopted by their service to achieve the strategy set by Gold.
- Allocates resources accordingly.

**November 2010**

- Location of the multi-agency Silver / Tactical Command will be appropriately located to exert effective command, with Cleveland Police default position being Police HQ at Ladgate Lane. However this does not detract from the position of the Fire and Ambulance Silver / Tactical Commanders being at the most appropriate location for them which may, predominantly be at the scene.

#### **4.5 Bronze (Operational)**

- Will control and deploy resources of their respective services within a geographical sector or for a specific role and implement the tactics defined by Silver.
- There can be a number of Bronze Officers, each in charge of specific sectors or roles operating to a Silver command.
- Titles do not convey seniority of rank but depict the function carried out by that individual.
- It is important that the senior officers of each service liaise with each other to ensure an efficient and combined effort with further meetings building on this.
- Senior officers arriving on scene are to establish contact with their incident commanders and should contact the Police Silver to notify of any transfer of command.
- It is important for title holders to wear identifiable tabards and pass these on to any successors.

#### **4.6 Inter-agency resources**

- Emergency services can request the temporary assistance of personnel and equipment of another agency e.g. local authority.
- In such a case, the immediate control will be relinquished to the requesting service for the duration of the task. (Overall command of the personnel and equipment will be kept by the supplying agency).
- Personnel from any service who helps in this way must only be tasks for which they are trained or is not beyond their capabilities. E.g. Street Wardens could help with outer cordons but should not undertake hazardous rescue work.

#### **4.7 Science and Technical Advice Cell (STAC)**

- 4.7.1 A Science and Technical Advice Cell (STAC) may be established at an incident to provide timely and co-ordinated advice on issues such as impact on the health of the population, public safety, environmental protection, sampling and monitoring of any contaminants. STAC's are comprised of individuals with knowledge and skills dependent on the incident, ensuring they are effective regardless of the emergency. In the

**November 2010**

event of an emergency a STAC would be activated by the Strategic Coordinating Group chair.

4.7.2 The main functions of the Science and Technical Advice Cell are:

- Provide a common source of science and technical advice to the Strategic Commander and other SCG (Gold) members.
- Monitor and corral the responding science and technical community to deliver Gold's high-level objectives.
- Agree any divergence from agreed arrangements for providing science and technical input.
- Pool available information and arrive at a common view on the scientific and technical merits of different courses of action.
- Provide a common brief to the technical lead from each agency represented in the cell on the extent of the evidence base available, and how the situation might develop, what this means, and the likely effects of various mitigation strategies.
- Agree with the Gold Commander the advice to be given to the public on the health aspects of the incident and provides advice on actions to protect the public, including the consequences of any evacuation or containment policies. Ensuring consistent advice is presented locally and nationally.
- Provide clarification on advice provided by the SCG, to a single, nominated, point of contact within a multi-agency Silver Command.
- Identify and liaise with other agencies who should be invited to join the STAC.
- Ensure practical division of effort among scientific response to avoid duplication.
- Maintain a written record of decisions made and the reasons for those decisions.

4.7.3 Although not exhaustive, membership of a STAC could include:

- Emergency service technical advisers
- Site operator technical advisers
- Health Protection Agency
- Primary Care Trust
- Strategic Health Authority
- Environment Agency
- Food Standards Agency
- Health and Safety Executive
- Local authorities (e.g. Environmental Health Officers)
- Met Office
- Government Decontamination Service
- Defra
- Any other agencies deemed necessary

**November 2010**

## **5 Strategic (Gold) and Tactical (Silver) Co-ordinating Groups**

### **5.1 General**

- 5.1.1 The formation of both a Strategic and Tactical co-ordinating group is likely during a major incident. Any delays setting up these groups should be kept to a minimum. Where there is a multi-agency command and control structure in place, it is important that the commanders appointed by agencies at all levels, communicate and coordinate with each other; i.e., interoperate to ensure information is shared and incident management across all agencies is co-ordinated effectively.
- 5.1.2 It's essential that the first supervising officers on scene from each of the emergency services liaise closely with each other as soon as is possible. These officers may be invited to the first Tactical co-ordinating group meeting to describe their initial decisions or they will brief their representative beforehand.
- 5.1.3 It is important, when agencies send a representative to either a Strategic or Tactical co-ordinating group, that the person has sufficient authority to guarantee that the facilities they offer on behalf of their service can be delivered. Only one person from each service should attend any meetings of the group(s) ensuring the meetings are not unduly long and crowded.
- 5.1.4 Minutes of decisions taken must be kept of all co-ordinating group meetings and individual members should also keep their own logs of the meetings. These logs of the continuing progress of the operation provide a perspective against which decisions or priorities can be made and aid any persons who will be relieving group members, especially in protracted incidents.
- 5.1.5 A major incident may involve an investigation as to its cause and quite possibly a formal inquest, inquiry or criminal trial. The actions of the senior officers of the emergency services and/or other organisations will be of considerable interest. Logs will be invaluable and, if considered relevant, will be disclosable in subsequent proceedings.

### **5.2 Strategic Co-ordinating Group (SCG)**

#### 5.2.1 Representatives

Police (normally chair the meeting):

- Overall incident commander (Police Gold).
- Minute taker.
- Media and Communications Co-ordinator.

**November 2010**

Fire:

- Overall incident commander (Fire Gold).
- Specialist Officers (e.g. HAZMAT, USAR, DIM officers).
- Communications Officer.

Ambulance:

- Overall incident commander (Ambulance Gold).

Local Authority:

- The Chief Executive or senior manager of the local authorities providing support services.
- Chief Emergency Planning Officer.
- When the incident moves into the consolidation phase or recovery phase it is likely that the local authority will assume the chair of the SCG.

Other:

Additional representation will depend upon the scale of the incident and can include, among others:

- Scientific and Technical Advice Cell (STAC).
- NHS Gold.
- Strategic Health Authority.
- Food Standards Agency.
- DEFRA.
- MCA (HM Coastguard).
- Government Liaison Team if required.
- Dependent on the nature of the incident and industry affected, consideration should be given to the specialist knowledge and expertise available from the industry to assist the group.

5.2.2 The SCG will normally meet at Police Headquarters or alternatively at other suitable venues away from the incident. E.g. Borough Emergency Centres.

5.2.3 The Senior Police Officer (Police Gold) will chair the meetings. The nature and difficulties of the incident will govern the frequency of SCG meetings. The Local Authority assumes the chair as the incident moves into the recovery phase.

5.2.4 The agenda and tasks for the SCG meetings will be decided by the group at the time and depends upon the type and scale of the incident, the SCG will:

- Determine the strategic issues relevant to the incident.
- Ensure that sufficient support and resources are available at the incident and maintain a strategic overview.

**November 2010**

- Undertake the planning and liaison role for visits made by VIPs to the scene and to injured survivors.

### **5.3 Tactical Co-ordinating Group (TCG)**

#### 5.3.1 Representatives

##### Police:

- Tactical Commander (Police Silver).
- Minute taker.
- Advisors.

##### Fire:

- Incident commander (Fire Silver).
- Environmental advisor, where applicable.
- Press advisor.
- Loggist.
- Fire Investigation Officer.

##### Ambulance / Health:

- Incident Officer (Silver Medic).
- Medical Incident Officer (MIO).
- Press advisor.

##### Local Authority:

- Local Authority liaison officer, usually a senior representative of the local authority providing support services and/or an Emergency Planning Officer.

##### Other:

Additional representation will depend upon the scale and type of the incident and can include:

- Environment Agency.
- Utility companies.
- Dependent on the nature of the incident and industry affected, a company Liaison Officer should be present to give specialist knowledge and expertise to assist the group.

5.3.2 The multi-agency Tactical co-ordinating group, in most cases, will be positioned at Police Headquarters, Ladgate Lane.

5.3.3 The Police Silver will call and chair an initial meeting of the TCG at the earliest opportunity. Subsequent meetings can be arranged at this first meeting or may be called by the Police Silver at the request of another member of the group. The meetings will be determined by the ongoing nature of the incident but should include a formal agenda to monitor the

**November 2010**

progress of actions previously agreed. Situation reports, priorities and future developments will be necessary. Issues that can be resolved by direct two-way liaison should be dealt with prior to any meetings and the results reported then.

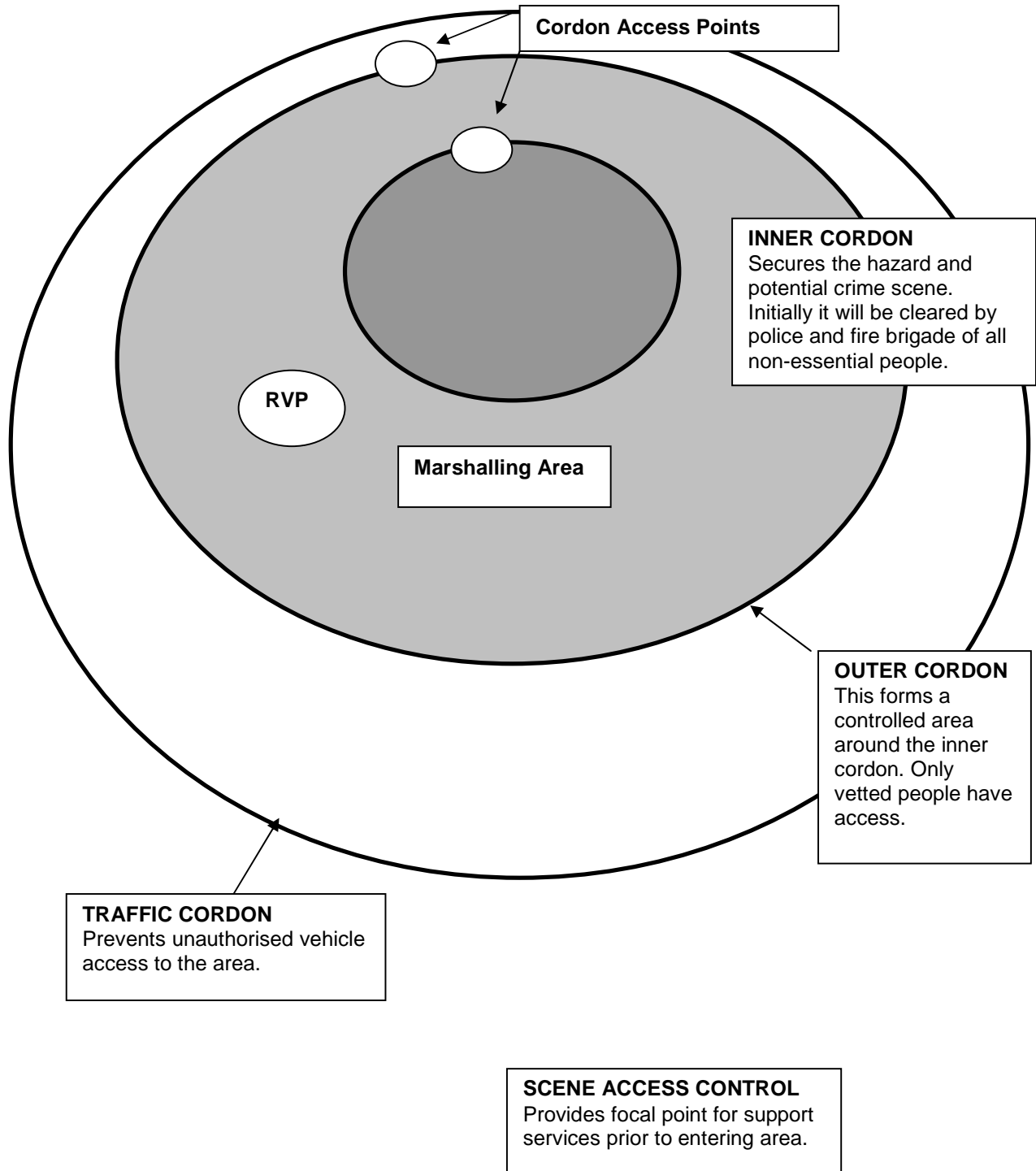
- 5.3.4 At TCG meetings, each service / organisation should briefly describe the situation as it affects its own operations and mention those matters for which it requires the assistance / co-operation of others.
- 5.3.5 Priorities are essential to creating a cohesive joint strategy. This indicates how available resources can be deployed in the most effective and efficient way. Each service will have objectives to meet within its own area of responsibility. It is important to establish which should have priority at which particular stage the incident has reached. In that way inter-service difficulties can be avoided and each may concentrate upon those actions which contribute most to the success of the operation.
- 5.3.6 This group should give consideration to the requirements of later phases of the operation including identifying actions that need to be taken in advance.

#### **5.4 Media Considerations for SCGs & TCGs**

- 5.4.1 Ideally a Police Media and Communications Co-ordinator (Press Officer) will attend the Strategic Co-ordinating Group meetings. It may be necessary for senior public relations / media and communications personnel from other emergency services / local authorities to attend the Gold group meetings.
- 5.4.2 The Police Media and Communications Co-ordinator (Press Officer), in consultation with Police Gold or Silver, takes the lead on the content of subsequent media statements about the incident. It is important that each emergency service has the opportunity to ensure that the media is aware of their front line staff's activities and each agency involved may need to identify a 'media spokesperson' to act as the talking head, for that agency, in relation to an on-going incident.
- 5.4.3 In addition to the media spokesperson, senior personnel should be available for interviews. A decision as to who should 'front' the media should be made at the Gold level but is likely to be the Chief Constable, Chief Fire Officer or the Local Authority Chief Executive.

**November 2010**

## 6 Scene Management



November 2010

## 6.1 Cordons

6.1.1 Cordons are established around the scene for the following reasons:

- To secure the scene and those persons within it.
- To protect the public.
- To control the sightseers.
- To prevent unauthorised interference with evidence or property.
- To facilitate the operations of the emergency services and other agencies.

6.1.2 Cordons should be established as security is of utmost importance. Unauthorised access to the scene of a major incident could jeopardise both rescue and criminal investigation. Three cordons will be setup by the police with the support of other agencies, particularly the fire brigade, ambulance service and local authority:

- Inner cordon – provides immediate security of the hazard area and potential crime scene. Initially the area will be cleared by the Police and Cleveland Fire Brigade of all non-essential people.
- Outer cordon – seals off an extensive area around the inner cordon. Only vetted people will have access.
- Traffic cordon – set up at or beyond the outer cordon to prevent unauthorised vehicle access to the area surrounding the scene.

6.1.3 For all known or suspected terrorist incidents, personnel should be aware of the possibility of secondary devices. The Police will be responsible for checking rendezvous points (RVPs), marshalling areas and cordon points for suspicious objects.

**Note:** In terrorist or suspected terrorist incidents, it is a criminal offence to cross a police cordon designated under the Terrorism Act 2000.

## 6.2 Inner Cordon

6.2.1 An inner cordon is used to control access to the immediate scene of operations. Access to the area is controlled by Cleveland Fire Brigade. The inner cordon should be restricted to the minimum numbers required for work to be undertaken safely and effectively. However, if the incident is the consequence of a suspected criminal act, the Police will assume overall control of the area and liaison between the services will determine entry and exit protocol.

6.2.2 The Fire Brigade is responsible for providing health and safety advice of all personnel within the inner cordon and will exclude persons who do not have a specific role within the inner cordon or those who are not wearing appropriate clothing. **It is important to note that the responsibility for Health and Safety of anyone entering the inner cordon lies with the**

**November 2010**

**individual agencies and not the Fire Brigade.** Such agencies should ensure that personnel arriving at the scene have appropriate PPE and are adequately trained and briefed for the work they are to undertake within the cordon. Where this is not the case, the matter must be referred to the command level.

**(The exception to this is if an individual (e.g. a Technical Advisor from a COMAH site) is escorted into the inner cordon, as part of a Fire Brigade Team, to perform a specific task (e.g. turning off a valve). In this case, the Fire Brigade could be responsible for their health and safety).**

- 6.2.3 To aid security and safety, Fire Brigade cordon controllers will record all personnel already in and those entering or leaving the inner cordon. The Police and Ambulance Service working in conjunction with the Fire Brigade will also log and verify their own service personnel entering the inner cordon.
- 6.2.4 Non emergency service personnel e.g. site technical advisors providing assistance in the inner cordon will be directed to the appropriate location at the scene prior to going to the inner cordon and their involvement will be logged by the police.
- 6.2.5 The Fire Brigade has an emergency evacuation signal which all personnel working in the inner cordon must be aware of and respond to if the area becomes too hazardous. Upon hearing the signal all personnel must withdraw to a safe point.

### **6.3 Outer Cordon**

- Police control all access and egress points to the outer cordon. Only necessary and authorised personnel are allowed within the outer cordon.
- Command vehicles of the emergency services must be positioned between the inner and outer cordons, as will the RVP.
- Other category 1 responders arriving at the outer cordon will undertake their own dynamic risk assessment for their respective employees/volunteers, considering advice from the emergency services.

### **6.4 Traffic Cordon**

- Is established to restrict vehicle access to the area surrounding the scene.
- Immediate action must be taken to ensure the free passage of emergency service vehicles to and from the incident and to prevent

**November 2010**

congestion at the scene. Emergency services will be directed to the RVP.

- Specialist and voluntary services will be directed Scene Access Control for vetting prior to direction to the RVP.

## **6.5 Rendezvous point (RVP)**

- Established within the outer cordon, under the control of the police.
- Responding agencies will be advised of any resources arriving. Any not immediately required will be directed to a marshalling area.

## **6.6 Marshalling area**

- Is an area under the control of an officer from each service that should be established within the outer cordon or traffic cordon near to the RVP.
- Is for resources not immediately required at the scene or which having served their purpose are being held for future use. It should therefore be an area suitable for accommodating large numbers of vehicles.
- May also be used to provide briefing/debriefing areas and recuperation for personnel involved in arduous work at the scene.
- As the event is scaled down, the local authority, utilities and other contractors will need to maintain the marshalling area for the duration of the recovery phase.

## **6.7 Scene Access Control (SAC)**

- Established outside the outer cordon, adjacent to the RVP if possible, and under Police control. It must be clearly identifiable to those wishing to gain entry through the outer cordon.
- SAC will be responsible for checking the authenticity of and issuing passes to non-emergency service personnel whose presence is required within the outer cordon.
- SAC must maintain a record of all persons entering the outer cordon and will need to establish a link (telephone, radio and fax) with the Silver Tactical Control for this purpose at an early stage.
- The role of the SAC is to facilitate entry through the outer cordon and does not replace the arrangements in place in relation to control of and entry to the inner cordon.

## **6.8 Siting of Vehicles**

6.8.1 The officer in charge of the first command/control vehicle on scene should make allowance for the siting of other command/control vehicles. The site should:

- Have enough space to accommodate all anticipated agency controls.

**November 2010**

- Be away from the hazards of the scene, but close enough to maintain control over it.
- Be risk assessed to ensure it is a safe location.

6.8.2 To aid identification the identifying lights on each of the main control vehicles of the emergency services will be switched on. The identifying lights on all other vehicles must be switched off except where they are necessary to avoid accidents.

## **6.9 Emergency Command and Control Centres**

- All top-tier COMAH Operators within Cleveland have their own Emergency Control Centres (ECC) or have a contract with SembCorp Utilities on the Wilton International Site to use their MECC, from where the Operator will control their response to a serious or major incident on their site. Further details can be found in the COMAH Emergency Off-Site Plans prepared by the Cleveland Emergency Planning Unit on behalf of the Local Authorities.
- The emergency services will provide a Liaison Officer into the MECC, where available, to act as a conduit for information between that location and the emergency services at other locations.
- For major incidents involving COMAH sites, protocols are in place for Site Operators to send a company representative to Silver/Tactical Control to provide specialist advice and guidance to the emergency services. He/she will act as a link between that location and the Site Main Controller in the MECC.
- COMAH operators have also identified fallback locations for their ECCs located throughout the area.

## **6.10 Crime Scene**

6.10.1 If an incident has been declared as a crime scene or if it involves the deceased or body parts the Police will retain responsibility and control of the scene, and make efforts to secure, protect and preserve the scene of the crime.

6.10.2 The Senior Investigating Officer, Senior Identification Manager (if deceased involved) and the Scene Evidence Recovery Manager will provide a lead and focus around decisions associated with the scene. The Police will retain primacy of the crime scene until it is established otherwise.

**November 2010**

## **7 Management of those Involved in the Incident**

### **7.1 Categories**

7.1.1 A primary responsibility of the emergency services at a major incident is the recovery, documentation and management of people. Coming under one of four categories:

- Physically uninjured
- Injured
- Deceased
- Evacuees

The above may be witnesses/victims or even suspects and carry evidence or hazards on their clothing particularly in terrorist incidents.

### **7.2 Uninjured**

- Will have been involved in the incident, but may not want or need medical attention other than minor first aid. They will be escorted from the hazard by the Fire Brigade or the Ambulance Service.
- May be witnesses. The Police will need to collate their details for the benefit of the casualty bureau as well as the Senior Investigating Officer (SIO). This can be done at the survivor reception centre.
- People involved may not have physical injuries but may have psychological injuries due to the trauma of the incident or be vulnerable due to being made homeless or having members of their family missing or injured. They may need care and support from responder organisations.

### **7.3 Injured**

- Need to be rescued from the scene as quickly and safely as possible by the Fire Brigade or Ambulance Service. Ambulance paramedics will administer the appropriate pre-hospital treatment before the patients are taken to receiving hospitals.
- When demand for ambulances outstrips resources a triage system will be used. To work an effective triage system on scene and minimise delay in evacuation by lengthy documentation, it is essential that casualties are prioritised and labelled in accordance with the nationally accepted SMART triage label carried out by Ambulance/medical personnel. It is vital that patients who have received pain-relieving drugs can be readily identified on arrival at the receiving hospital. The standard labelling of patients covers four categories as follows:
  - Immediate first priority, P1 – Red
  - Urgent second priority, P2 – Yellow

**November 2010**

- Delayed third priority, P3 – Green
  - Deceased – White.
- Police should liaise with the Ambulance Incident Officer to maintain a count of persons processed with details of hospitals to which they have been taken. Police officers deployed to the A & E Departments of receiving hospitals will perform the role of hospital documentation teams.

#### **7.4 Deceased and Role of HM Coroner:**

- Has responsibility over bodies lying in their jurisdiction and therefore, should be kept informed of the situation and any changes which occur.
- Has ultimate responsibility of identifying deceased persons and establishing the cause and time of death.
- Are assisted in their efforts by Home Office pathologists and forensic scientists of many disciplines. Police officers will make enquiries on their behalf.
- It should be noted that the Coroner, Supervising Pathologist or other investigating body may wish to view victims in situ and they must be consulted before recovery of the deceased begins.
- Deceased persons should not be moved (until evidence-gathering begins) unless it is the only way of reaching a live casualty or if the body is likely to be lost/further damaged.
- As soon as is practicable the deceased should be moved from the scene to a body-holding area to avoid undue delay in identification and notification to next of kin.
- Deceased will be marked using nationally agreed labelling system. The Fire Brigade and Ambulance Service may assist police with recovery and labelling of the deceased.
- Once recovered, the deceased will be removed, initially, to a deceased victim audit area where they will be collated before transfer to the mortuary.
- The Coroner should be informed prior to any removal of a victim from a deceased victim audit area.
- At the mortuary, teams of police officers will work with the pathologist and other specialists to establish the identity of the deceased and cause of death and to provide security.
- The emergency services have a legal obligation to HM Coroner to provide evidential continuity of the handling of a deceased victim from their location at the incident, through recovery to the post mortem examination.
- It is simple to establish continuity if only one officer has handled the deceased. If several officers, perhaps from different services, have handled the body then they must provide statements and continuity evidence about the deceased victim.

**November 2010**

- The deceased should be handled sensitively and with as much dignity as possible.

Police Disaster Victim Recovery Team:

- Cleveland Police has a number of specially trained recovery and identification officers.
- They can give specific advice during major incidents resulting in mass fatalities and can be deployed in a mortuary (temporary or permanent) to assist the identification team.

## **7.5 Deceased Victim Audit Area and Temporary Mortuary Facility**

- Deceased victim audit area will be set up in the event of an incident involving multiple fatalities.
- Temporary mortuary facilities will be activated if normal mortuary facilities are overwhelmed.
- The decision lies with the local Coroner; in consultation with Supervising Pathologist, Police Senior Investigating Officer, Mortuary Manager and the Chief Emergency Planning Officer.
- Suitable premises have been identified by the Local Authorities which provide privacy, security, ease of access and parking.

## **7.6 Survivor Reception Centre**

- Provides shelter, first-aid treatment, welfare support, communications and room for documentation.
- Police will provide security and documentation teams.
- Investigators can begin to interview witnesses.
- Telephone calls can be made by evacuees.
- Details of survivors arriving or leaving should be passed to the casualty bureau.

## **7.7 Friend and Family Reception Centre**

- Police/Local Authority will consider establishing a secure and comfortable location where friends and relatives of casualties and missing persons can be directed for information and temporary shelter.

## **7.8 Casualty Bureau**

- Established by the Police when an incident involves several deceased or large numbers of people. Cleveland Police will activate a national agreement to perform the functions of casualty bureau.
- Details of all persons involved in the incident will be required from all locations to where they have been moved i.e. rest centres, hospitals, mortuaries etc.

**November 2010**

- Staff will match details of persons involved in the incident to enquiries from relatives and friends and inform them of the condition and whereabouts of the person concerned. Where the information is of a delicate nature, it will be delivered by a personal visit from a Police Officer.
- The casualty bureau will remain open until all casualties have been identified, next of kin informed and telephone enquiries dropped to a level where they can be dealt with by the local Police area.
- The casualty bureau must be consulted before any casualty information is released to avoid discrepancies in casualty figures. Casualty figures can only be released after consultation with Police Gold or their press officers.
- Where injuries are fatal or serious, consideration should be given to the appointing of a family liaison officer.

## **7.9 Evacuees & Rest Centres**

- Evacuation may be required depending on the specifics of the incident. It's important to ensure that evacuation does not place those involved in greater danger.
- Evacuation is primarily undertaken on the instructions of the Police 'Silver' Officer taking advice from the Fire Brigade 'Silver' Officer. The Ambulance Silver and Local Authority Liaison should also be consulted as personnel from all services may be required to assist.
- Rest centres are facilities where people displaced by a major incident can find shelter, support and sustenance as appropriate.
- Rest centre plans define the locations of rest centres, roles and responsibilities of persons involved with the running of the centre and the registration systems for persons attending the centre.
- The selection of a suitable rest centre for use during an emergency depends upon the dynamic of the incident.
- Local Authority and WRVS personnel will staff rest centres which provide security, welfare, communication, catering and medical facilities.
- Evacuees need to be documented upon arrival, with the task likely to be undertaken by WRVS staff and basic details passed to the casualty bureau. Police documentation teams may play a role in gathering information.

**November 2010**

## **8 Media and Warning & Informing the Public**

### **8.1 Introduction**

- 8.1.1 In the event of a major incident, there is a need to provide speedy, accurate information and advice to the public because, by its very nature, the incident could cause inconvenience, create genuine alarm and develop into an increased or actual risk to public health and safety.
- 8.1.2 Major incidents will attract significant interest from local, national and international media. Due to the nature of the media, major emergencies and mass fatality incidents soon become public knowledge for both national and international incidents.
- 8.1.3 It is natural that people make enquiries regarding friends and family who may be involved. These enquiries will often be made to emergency services, particularly the police, but could also be local authorities or other agencies and if not effectively managed can place these points of contact under considerable pressure and adding to the potential distress and concern of those making the enquiries.
- 8.1.4 It is recognised that the media can have a significant role to play in delivering accurate and speedy public information. They will also have a news gathering function.
- 8.1.5 It is vital, while handling the demands of journalists, that press officers from the emergency services and other agencies consult effectively with each other. At the earliest opportunity, a media liaison officer and spokesperson needs to be identified for each of the major responders to an incident.
- 8.1.6 Central Office of Information (COI) should be alerted. They are the conduit into the Regional Media Emergency Forum and can assist with the media.

### **8.2 Warning and Informing the Public**

- 8.2.1 Warning techniques to the public include:
- Door knocking (resource intensive method, health and safety implications may make this method unfeasible).
  - From car or helicopter, by loud hailer or other amplified means.
  - Media announcements e.g. BBC Tees (95.0 FM).
  - Public address systems in public buildings, shopping centres, etc.
  - Site sirens.
  - Web sites.

**November 2010**

### 8.2.2 Using the BBC:

- The BBC has a unique public service broadcasting role and is one of the main mediums for putting information out to the public in the Cleveland area.
- A protocol between the emergency services and BBC Tees (95.0 FM) allows them to be informed and they will in turn cascade it to other radio stations, both commercial e.g. TFM and other BBC stations etc.
- BBC Tees will also inform BBC Regional Television and again it will be cascaded to operators of other television channels e.g. Tyne Tees Television.
- 'Connecting in a Crisis' found at [www.bbc.co.uk/connectinacrisis](http://www.bbc.co.uk/connectinacrisis) provides details of the role the BBC play with regards to public service broadcasting.

### 8.2.3 When a major incident occurs, there is likely to be the expectation immediately and certainly during the first few hours for the following type of information:

The public will NEED to know;

- Basic details of the incident – what, where, when (who, why and how, if possible).
- To know health and safety implications.
- Advice and guidance (e.g. go indoors, stay in, listen to local radio for update, prepare for evacuation, etc).
- Reassurance if possible.

The public will WANT to know;

- Other practical implications such as the effect of traffic, power supplies, telephones, water supplies, etc.
- Details of helplines.
- What is being done to resolve the situation?

### 8.2.4 Due to the large number of chemical sites in Cleveland, the Cleveland Emergency Planning Unit and emergency services have, in conjunction with those chemical sites, created the Cleveland Communications Strategy. This is a set of procedures for the dissemination of information should a serious incident occur on a COMAH site. Hartlepool Nuclear Power Station has also adopted these procedures.

### 8.2.5 The North East Information Line (NEIL) provides a means of warning and informing the public about critical or major incidents. Timely and accurate information released to the public can have a wide variety of benefits in the event of a major incident i.e. saving life, reducing loss and damage to property, providing clear and concise guidance and reducing the impact of 'mass enquiries' upon critical service providers.

**November 2010**

### **8.3 Holding statements**

- Upon the declaration of a major incident, responding services and agencies will be under pressure to provide an immediate statement. A holding statement will be agreed and disseminated by the police press officer at the earliest opportunity.
- Police press staff will liaise with counterparts in other agencies to make them aware of the statement and ensure statements given out are not contradictory and don't impinge upon/undermine the actions of other services.
- Local authority press officers should be incorporated into the press officer liaison process or liaise by telephone to get information/be informed of media statements released which have involve their organisation.

### **8.4 Liaison on scene**

- Press officers attending the scene should seek out their counterparts at the earliest opportunity.
- Liaise with each other regularly so contentious or conflicting information can be clarified before release.
- Pass information on to their individual press offices.

### **8.5 Casualty Figures**

- Can only be released after consultation with Gold via the Police press officer.
- Only one set of casualty figures should be released at one time.
- Updates of an increase in casualties need to be cleared by Gold.
- The Ambulance Service may confirm the general nature of injuries, unless requested not to by the Police (in relation to alleged criminals/suspects and potential witnesses), and the hospitals to which they are taken.
- Good liaison must be maintained with the Acute Hospitals as the media will attend these locations seeking information.

### **8.6 Joint Press office and briefings**

- Consideration must be given to setting up a joint press office if the incident is of a sufficiently serious nature (i.e. involving a high number of casualties and/or continuing rescue operations) and likely to run beyond 12 hours.
- A joint press briefing will be held if considered beneficial. The Police press officer at the scene will liaise with relevant Silver Officers to agree a suitable format and identify any contentious issues.

**November 2010**

## **8.7 Media Centres**

- A Media Briefing Centre is to be established at Police Headquarters, Ladgate Lane if the incident is on a large scale and is likely to attract a significant media presence.
- Dependent upon the incident, it may be necessary to establish a media centre at another suitable location at/or near the scene.
- It may be necessary for the media to organise “pooling” arrangements. In this case, the media will be encouraged to decide who their representatives should be.
- Consideration should be given to establishing a centre at/or near hospitals where the media gather to seek information. Initially co-ordinated by the Police, briefings and interviews would invariably be Health led.
- Media Briefing Centres give journalists a base to operate from providing shelter, toilets and refreshment facilities. Advantages to the emergency services include improved communications with the media, speedy organisation of briefings and interviews.

8.7.1 Consideration should also be given to the provision of the following to the media:

- Parking of large numbers of vehicles with satellite dishes.
- Telephone lines/ISDN lines.
- Power supply (generators) for TV outside broadcast units.
- Controlled access to the scene.

## **8.8 Debriefs**

- Heads of the media departments for each service will decide if the incident warrants a post-incident debrief with the relevant press officers who were involved.
- Debriefs should be conducted using the multi-agency debriefing protocol approved by the Cleveland Local Resilience Forum.
- Debriefs should evaluate the media coverage, identifying best practice and any lessons to be learned which could assist press officers attending similar incidents in the future.

**November 2010**

## **9 Investigation**

### **9.1 Evidence Gathering**

- 9.1.1 Every major incident will be the subject of at least one investigation/inquiry whether for HM Coroner, a public inquiry or civil/criminal court proceedings. As a result the evidence collected needs to be of the best quality and this can only happen if the scene is secured quickly. It is important that anything to be required as evidence is preserved and not damaged, moved or disposed of without reference to the Police Senior Investigating Officer or Scene Evidence Recovery Manager.
- 9.1.2 Several other agencies may carry out their own investigation or be involved with the Police investigation. Protocols and a framework for effective liaison are in place with the following investigating bodies though the list is not exhaustive and the incident itself will dictate those agencies which may be involved:
- The Health & Safety Executive (HSE).
  - The Air Accident Investigation Branch.
  - The Marine Accident Investigation Branch.
  - HM Railways Inspectorate.
- 9.1.3 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 that all evidence is left in situ unless there is a threat to life which prevents this.
- 9.1.4 Aerial photography, both video and stills, can help throughout the incident in recording the scene for evidential purposes as will any other photographic evidence available.

### **9.2 Debriefing**

- 9.2.1 At some point, when the incident has been dealt with, each of the services and organisations involved in the incident will hold a series of operational debriefs. These will be confined to each particular service but a multi-agency debrief should also be hold.
- 9.2.2 A multi-agency debriefing protocol has been developed by the Cleveland Local Resilience Working Group and should be followed by those involved in managing any debrief process.
- 9.2.3 The aim of the debrief is to reflect upon the event in an open and honest way, identifying and sharing personal experiences so lessons identified from them can be used positively in the future for the benefit of that

**November 2010**

- person, other individuals and the organisation for whom they work. The ethics of the process should be consistent with professional responsibilities, respecting the rights of individuals and adding value to all those involved.
- 9.2.4 The Multi-agency debriefs should also consider the contribution provided by other non-emergency service agencies to expand the knowledge and learning process that debriefs should collate. This is notwithstanding the potential conflict of interest that may result in later investigations. This aspect should be considered when inviting agencies, other than the emergency services, to the multi-agency debrief.
- 9.2.5 The principle criteria of any debrief is to identify areas for improvement in procedures, equipment and systems. They should not be forums for criticising the performance of others.
- 9.2.6 Debriefs should not interfere with or comment on investigations into the incident carried out by investigative authorities.
- 9.2.7 A record of debriefs and related documents would be disclosable to individuals involved in legal proceedings.

## ***Appendix A Bellwin Scheme Emergency Financial Support***

The Bellwin Scheme is a financial support mechanism provided by Central Government through the Department of Communities and Local Government to LAs to assist with expenditure incurred in dealing with natural and other disasters. It provides one of the key resource bases to prevent incidents placing undue and unpredictable burdens on local taxpayers.

The 1989 Local Government and Housing Act defines the terms under which Communities and Local Government are prepared to make emergency financial assistance available to LAs.

The Scheme is brought into operation when an emergency or disaster involving destruction of or danger to life or property occurs and one or more local authorities incur expenditure in connection with taking immediate action to safeguard life or property or to prevent suffering or severe inconvenience in their area or among its inhabitants.

Costs, which are the responsibility of one local authority, cannot be claimed by another to take advantage of a lower Bellwin threshold.

There is no automatic entitlement to a grant, Ministers decide on an individual case basis.

There is a limit set whereby LAs are required to have spent 0.2 per cent of their calculated annual budget on works. The grant is normally paid at a rate of 85 per cent of eligible expenditure above the threshold. The threshold applies to the whole financial year not to each incident within the financial year.

All eligible incidents should be reported in writing within one month even if spending is not likely to exceed the threshold. This is to ensure that in the event of a further incident earlier spending will be taken into consideration in calculating the threshold for the grant.

Full guidance to the scheme and details of thresholds can be found at [The Bellwin scheme - Local government - Communities and Local Government](#)

## ***Appendix B Military Assistance to the Civil Authorities (MACA)***

### **Key Principles**

The provision of military aid is guided by 3 key principles which apply to each request, usually at the early stages during the initial liaison between the Civil Responder and the Joint Regional Liaison Officer (JRLO) and then again at Ministry of Defence (MOD) level:

- a. Military aid should only be provided where the need for someone to act is clear and where other options have been discounted by the Civil Responder. The use of mutual aid, other agencies, and the private sector must be otherwise considered as insufficient or be unsuitable.
- b. The Civil Authority making the request lacks the required level of capability to fulfil the task and it is unreasonable or prohibitively expensive to expect it to develop one.
- c. The Civil Authority has a capability but the need to act is urgent and it lacks readily available resources.

**MACA Categories:** Requests are made to MOD by Central Government Departments in order to provide military capability in a number of categories. They are distinct from one another legally and politically, as well as in terms of military implications. However, these categories are for internal Defence planning purposes and whilst some Civil Responders may be aware of them, they have no bearing on a MACA request and should not be used. As ever, the JRLO will advise how best to achieve the desired effect.

### **How to Request Military Aid?**

**Request Procedure:** It is strongly advised to generate the request in conjunction with the JRLO and, where necessary, the RNLO/RAFLO for an initial indication of the likelihood of success. Wherever possible, the request should be submitted as early as possible, especially for pre-planned events. There are times when last minute requests are unavoidable but this should be due to dynamic events rather than poor planning. Generic request formats are available to the authorities, although the contents will vary depending on the nature of the request. Any request must indicate clearly:

- a. **Assistance Required:** If possible this should describe the **effect** the Civil Responder wishes to achieve rather than the military assets they think Defence should provide. For example, a request to 'move 2 tonnes of sandbags from location **A** to location **B** by a set time' rather than '2 helicopters to move sandbags as soon as possible' gives Defence greater scope for selecting the most appropriate assets, increasing the likelihood of success.

**November 2010**

- b. **General Background:** A brief description of the situation necessitating the request and, in particular, whether it is part of a criminal investigation. This will help determine appropriateness.
- c. **Evidence of the Capability Gap:** Confirmation that reasonable efforts have been made to address the requirement from other civilian or commercial sources or via mutual aid.
- d. **Timings:** When the aid is required and for how long?

**Request Routing:** Once complete, the request will be made to MOD by the Government Department responsible for the requesting organisation. The JRLO will also inform MOD of its impending arrival. On receipt of the request, MOD asks itself two basic questions, can we? (Does Defence have the necessary assets available?) and should we? (Is this request legal and compliant with MOD policy and an appropriate task for Defence to be involved in?). If the answer to both questions is yes, then the requesting Government Department is informed and presented with an estimate of the charges likely to be incurred. If the requesting Government Department is content with the charges, the MOD will seek the necessary ministerial authorisation. Once obtained the Standing Joint Commander (United Kingdom) (the military link between JRLOs and MOD) will generate the military effect. Of note, in a large-scale emergency military capability may be part of a national response and subject to multiple requests. Should response need to be prioritised, this will be done by the Civil Contingencies Committee at COBR, on which Defence has a seat.

**Requesting Emergency Assistance:** The process above does not rigidly apply when requesting emergency assistance (where life is at risk, in order to alleviate distress and, exceptionally, to protect property). Such a request should be passed directly to the local military unit and/or the JRLO. It should provide details of the assistance required, expressed in terms of capability or effect, but not specific military units or equipment. The most appropriate Defence response will be determined by the local military unit or the military chain of command if time permits. It is likely that a situation warranting emergency assistance would last only a few hours. Any additional assistance would be subject to a MACA request following the process described above.

**November 2010**

## Charging Regime

**General:** MACA activity is, with the exception of niche capabilities, not funded within the Defence budget and is therefore conducted on a repayment basis. Treasury rules dictate that Government Departments charge for services that do not form part of their funded tasks.

**MOD Policy:** There are 4 financial principles governing MOD policy:

- a. **Defence will charge full costs except where there is imminent danger to life (emergency assistance) when charges are waived.** Charging full costs avoids subsidising non-defence tasks. It also acts as a useful mechanism to constrain Defence assistance to the minimum necessary.
- b. Defence funds are granted for Defence purposes. Where work is done by the Armed Forces for other purposes, the MOD is required by Treasury rules to secure reimbursement for the costs incurred.
- c. Service personnel must not be used as cheap labour or in competition with commercial firms.
- d. Defence assistance must be safeguarded against risks through appropriate insurance and indemnity arrangements.

**Full Costs:** These cover all costs (both direct and indirect) incurred in providing the assistance and will include basic pay and allowances of the personnel involved. Under Treasury rules, it is normal for Government Departments to recover full costs as a default.

## Media

MACA will attract media attention and should be considered in a Civil Responder's media strategy. MOD, in its supporting role, will determine the Defence media stance but will take a lead from the Lead Government Department so a coordinated message is generated. However MOD will also have its own message at national level which the Lead Government Department will be made aware of.

## Appendix C Category 1 & 2 Responders and Other Agencies

Category 1 responders	Category 2 responders
<ul style="list-style-type: none"> <li>• Cleveland Police</li> <li>• Cleveland Fire Brigade</li> <li>• North East Ambulance Service</li> <li>• Primary Care Trusts</li> <li>• Acute &amp; Foundation Trusts</li> <li>• Redcar and Cleveland Council</li> <li>• Middlesbrough Council</li> <li>• Stockton Council</li> <li>• Hartlepool Council</li> <li>• Health Protection Agency</li> <li>• British Transport Police</li> <li>• Maritime and Coastguard Agency</li> <li>• Environment Agency</li> <li>• Port Health Authority</li> </ul>	<ul style="list-style-type: none"> <li>• Highways Agency</li> <li>• Strategic Health Authority</li> <li>• Health and Safety Executive</li> <li style="padding-left: 20px;"><u>Utilities:</u></li> <li>• CE Electric</li> <li>• United Utilities</li> <li>• National Grid Transco</li> <li>• Northern Gas Networks</li> <li>• Northumbrian Water</li> <li>• Hartlepool Water</li> <li style="padding-left: 20px;"><u>Telecommunications:</u></li> <li>• BT</li> <li>• Orange</li> <li>• O2</li> <li>• Virgin Media</li> <li>• T-Mobile</li> <li>• Vodafone</li> <li style="padding-left: 20px;"><u>Rail Operators:</u></li> <li>• Network Rail</li> <li>• Virgin</li> <li>• 1<sup>st</sup> Trans-Pennine</li> <li>• Northern Rail</li> <li>• Freightliner</li> <li style="padding-left: 20px;"><u>Airport Operators:</u></li> <li>• Durham Tees Valley</li> <li style="padding-left: 20px;"><u>Port Operators:</u></li> <li>• PD Teesport</li> </ul>
<p><b>Other Agencies</b></p>	
<ul style="list-style-type: none"> <li>• Military</li> <li style="padding-left: 20px;"><u>Voluntary Organisations:</u></li> <li>• WRVS</li> <li>• Red Cross</li> <li>• St. Johns Ambulance</li> </ul>	

## ***Appendix D CONTEST Strategy***

The CONTEST (counter-terrorism) strategy was introduced in 2008 with the key aim to reduce the risk the UK faces from international terrorism so that people can go about their lives and business freely and safely. The Security Services say that they, over the past few years, reduced the capability of international terrorists to carry out an attack in the UK, but the terrorist's intent and general capacity remains undiminished.

The national strategy is divided into four work-streams:

1. **Pursue:** concerns reducing the threat by disrupting terrorists and their operations through:
  - Gathering intelligence,
  - Disrupting terrorist activity,
  - Preventing attacks,
  - Bringing offenders to justice; and
  - International co-operation with allies.
  
2. **Protect:** concerns reducing our vulnerability to a terrorist attack through:
  - Strengthening border security,
  - Protecting key utilities,
  - Protecting the transport infrastructure to reduce the risks and impacts of attacks; and
  - Protecting people in crowded places.
  
3. **Prevent:** concerns stopping people becoming terrorists or supporting violent extremism through:
  - Challenging extreme ideology and supporting mainstream voices,
  - Disrupting those who promote extremism,
  - Increasing the resilience of communities to violent extremism; and
  - Addressing the grievances that extremism exploits.
  
4. **Prepare:** concerns ensuring Category 1 and 2 organisations and agencies are as ready as necessary to deal with the consequences of a terrorist attack through:
  - Identifying the potential risks and assessing their impact,
  - Building capacity to respond to attacks; and
  - Evaluating and testing plans and preparedness.

**November 2010**

## ***Appendix E Welfare Support***

### **Welfare**

The most significant consequence of major emergencies is the way they affect peoples' lives. An incident can affect anyone from those injured, witnesses and spectators through to staff deployed to respond to an incident.

Welfare and trauma support should be made available to staff or organisations deployed in a major incident scenarios. This support should be available from the very outset and early stages of the incident where required. The responsibility for identifying the need for welfare support rests jointly with the individuals, their managers and Human Resource (HR) departments.

Psychological issues may occur due persons being exposed to incidents and their consequences, including:

- High demands placed upon responders.
- Alarm and distress caused by direct involvement or response to the incident.
- Capacity of a person to cope.
- Involvement of family or friends in the incident.

Those who are particularly traumatised will require skilled professional help and arrangements must be conducted in a confidential manner. These facilities should also be made available to all staff.

### **Insurance Help to those Affected**

The Association of British Insurers can make available to a Local Authority a 'Mobile Disaster Unit', comprising of a purpose built caravan, with generating and catering facilities designed to accommodate eight people. It is equipped with desks, partitions and mobile telephones. The primary function of this unit is to provide the local insurance community with an advisory outlet to the public. ABI will cover the costs arising from its deployment.

### **Disaster Appeal Fund**

The decision as to whether a Disaster Appeal Fund should be established is taken by the Chief Executive of the Local Authority, taking into account the extent of fatalities, serious injuries; public reaction to the incident; and the extent of any unofficial funds or donations. The Chief Executive should address this subject to ensure the rapid establishment of the fund to receive and distribute public donations to those affected by the incident. An appropriate 'figure head' must be identified for the appeal, and an 'arbiter' must be ascertained to pronounce on allegedly suspect or exorbitant claims.

**November 2010**

Experience shows that funding should be made available at the earliest opportunity where appropriate. Alternatively, consideration should be given to activating the British Red Cross Society Disaster Appeal Scheme which is covered further below.

Upon activation of a Disaster Appeal Fund the following criteria should be considered:

- Agree a suitable title and define the objectives of the fund, particularly in respect of intended beneficiaries.
- Establish whether the appeal fund is to be given charitable or non-charitable trust status.
- Consider suitable personalities to be invited by the Chief Executive to be patrons or trustees of the fund (three to five should be appointed, an even number is undesirable).
- Organise a press conference where the fund can be launched and an appeal made for donations.
- Arrangements for receiving donations to the fund.

Following the appointment of the trustees, consideration needs to be given to the following:

- The provision of accommodation for the administration of the fund.
- Appointment of principal officers, to include:
  - a) Agents - Officers who will provide a link between the fund and its recipients.
  - b) Assessors - officers preferably with medical or insurance assessment qualifications, who will assess the individual cases and recommend suitable levels of payment.
  - c) Trust Secretary and Trust Manager.
- The provision of temporary support staff during the initial period when the majority of donations can be expected.
- Policy formulation concerning the acknowledgement of donations.

The formulation of a policy regarding the distribution of funds will be solely at the discretion of the trustees, but will be made in accordance with the following guidelines:

- Funds will be distributed in proportion to the hardship suffered.
- Details of the recipients and sums received will not be made public.
- Capital rather than regular income payments will be made.
- Initial payments to cover funeral expenses and short term needs will be made as quickly as possible.
- There will be no personal contact between the trustees and the recipients of the fund.
- Administration costs will be kept to a minimum.
- Consideration to the retention of some of the fund to assist the community in the repair and rebuilding of the affected area should be considered.

**November 2010**

## **British Red Cross Society – Disaster Appeal Scheme (DAS)**

DAS is designed to provide a set of procedures which any local authority could use promptly to establish an Appeal Fund. Model forms, press statements, legal guidelines etc. are provided with temporary BRCS trustees who are already in place to establish the trust until local appointments can be made. The cost of management (approximately 1%) of the appeal will be deducted from the Appeal Fund.

## **The Benefits Agency**

The Benefits Agency can make payments to people in financial need. A Crisis Loan is an interest free loan made from the Social Fund that is intended to help meet the costs arising from an emergency or disaster. A Social Fund Officer at the Benefits Agency local office will make the decision. The applicant will have to prove that a Crisis Loan is the only way that serious risk or damage to the health or safety of the applicant or their family can be avoided.

A person does not have to be on Income Support, or any other benefit to apply for a Crisis Loan. Below is a non exhaustive list of what might be considered a crisis and for which a Crisis Loan may be awarded:

- A disaster causing damage, loss or destruction to an applicant's or family's possessions or property.
- Loss of money for example through a robbery or burglary.
- Emergency travel expenses for a person who is stranded away from home.

A Social Fund Officer will always consider each case on its own merits to decide if a Crisis Loan is the most suitable help that can be given.

## **Testimonials**

Tragic circumstances tend to encourage members of the public to show support for all those involved in an incident, from the victims and bereaved to front-line responders. One common example is the laying of floral tributes at or near the scene or an alternate relevant site, the tributes can also have particular faith, religious or cultural significance.

Tributes should be facilitated at these locations, and are likely to draw considerable interest from the media, families and friends, dignitaries and the general public. Where tributes are a feature, careful consideration must be given to the manner and timing of their removal when this becomes necessary – be this for operational expediency, a result of the perishable nature of the tributes, or because of the need to re-establish the normality of the site. It will be appropriate to consider the wishes of the bereaved and key interest groups prior to making such decisions.

**November 2010**

## **Memorials**

Consideration needs to be given to the holding of memorial services, especially regarding the timing and nature of the content. This can be especially so on dates marking anniversaries. Criminal or other proceedings may still be progressing, and organisations or individuals may be deemed responsible for causing the incident. Such a situation may persist long after the response to an incident has concluded and may provide considerable potential for ill-considered memorials to cause offence or insult. Consulting with the bereaved, family support and survivor groups, and key interest groups will be appropriate as will due consideration to the progress of victim recovery, identification and similar procedures.

## ***Appendix F Glossary of Terms***

Ambulance loading point	An area preferably hard standing, in close proximity to the casualty clearing station where ambulances can manoeuvre and load patients.
Deceased Victim Audit Area	A point close to the scene where the dead can be temporarily kept until transfer to the mortuary. Ideally the premises should be secure, dry and cool and have ample drainage.
Casualty bureau	Police 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 direct their evacuation.
Controlled area	The area contained by the outer cordon that may be divided into geographical sectors.
Cordon	The perimeter of an area for example the rescue zone or a sector may be physical or improvised.
Evacuees assembly point	A location of safety near the scene where evacuees can initially be directed for assembly before being transported to rest centres.
Forward control / command point	Control point/forward command post dealing directly with activity at the scene and the respective emergency service resources at the scene.
Friends & Relatives Reception Centre	Secure area set aside for use by friends and relatives arriving and for interviews with them. This will usually be maintained and operated by the police.
Hospitals, (Receiving)	The hospitals to be alerted by the Ambulance Service to receive casualties in the event of a major incident. Receiving hospitals are equipped to receive casualties on a 24-hour basis and able to provide when required the

**November 2010**

	medical incident officer and a mobile medical/nursing team.
Joint Silver Tactical Control	The main Police Fire Brigade and Ambulance Service Control/Command Units together with the public utilities and local authority which should be located close to one another and form the focus point from which the incident will be managed.
Media Briefing Centre	Central contact point for media enquiries providing communications and conference facilities and staffed by press officers from all organisations.
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.
Police Media Representative	Senior police appointee chosen by the overall incident commander to be responsible for the release of information on behalf of the police.
Press Liaison Officer (scene)	Representatives of each organisation responsible for the initial release of information from the scene of the incident reflecting group policy.
Rendezvous point (RVP)	A point selected by the emergency services as the location for all personnel and vehicles to report to before attending the major incident. It is situated within the outer cordon.
Rescue zone	The area within the inner cordon.
Rest Centre	Premises designated 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 for fire/rescue purposes.
Senior Investigating Officer (SIO)	Police senior detective officer appointed by Gold to assume responsibility for all aspects of the police investigation.
Silver	Are responsible for formulating the tactics to be

**November 2010**

adopted by their service to achieve the strategy set by Gold.

Senior Identification  
Manager (SIM)

This officer will have overall responsibility for the identification process and sit on the identification commission. Their responsibility would include body recovery, casualty bureau family liaison and the post-mortem teams.

Survivor Reception  
Centre

Secure area to which injured survivors can be taken for shelter, first aid, interview and documentation.

Temporary Mortuary

A pre-designated location which can be used as a mortuary if the scale of the incident renders existing facilities inappropriate. Such locations require detailed pre-planning and will be used at a centre for the examination and identification of the deceased.

Triage

Process of prioritising the evacuation of the injured by the medical or ambulance staff at the casualty receiving station.

**November 2010**

## ***Appendix G Useful Websites***

BBC Connecting in a Crisis [www.bbc.co.uk/connectinginacrisis/index.shtml](http://www.bbc.co.uk/connectinginacrisis/index.shtml)

British Transport Police [www.btp.police.uk](http://www.btp.police.uk)

Cabinet Office [www.cabinet-office.gov.uk/](http://www.cabinet-office.gov.uk/)

Central Office of Information [www.coi.gov.uk](http://www.coi.gov.uk)

Cleveland Emergency Planning Unit [www.clevelandemergencyplanning.info](http://www.clevelandemergencyplanning.info)

Cleveland Fire Brigade [www.clevelandfire.gov.uk](http://www.clevelandfire.gov.uk)

Cleveland Police [www.cleveland.police.uk](http://www.cleveland.police.uk)

Department for Environment, Food & Rural Affairs [www.defra.gov.uk](http://www.defra.gov.uk)

Department of Health [www.dh.gov.uk](http://www.dh.gov.uk)

Department for Transport [www.dft.gov.uk/](http://www.dft.gov.uk/)

Insurance Information Institute [www.iii.org](http://www.iii.org)

Emergency Planning College [www.epcollege.gov.uk](http://www.epcollege.gov.uk)

Emergency Planning Society [www.the-eps.org](http://www.the-eps.org)

Environment Agency [www.environment-agency.gov.uk/](http://www.environment-agency.gov.uk/)

Hartlepool Borough Council [www.hartlepool.gov.uk](http://www.hartlepool.gov.uk)

Health & Safety Executive [www.hse.gov.uk](http://www.hse.gov.uk)

Health Protection Agency [www.hpa.org.uk](http://www.hpa.org.uk)

Home Office [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk)

HSE Books [www.hsebooks.co.uk/homepage.html](http://www.hsebooks.co.uk/homepage.html)

Local Government Association [www.lga.gov.uk](http://www.lga.gov.uk)

Maritime and Coastguard Agency [www.mcga.gov.uk](http://www.mcga.gov.uk)

Meteorological Office [www.metoffice.gov.uk](http://www.metoffice.gov.uk)

**November 2010**

Middlesbrough Borough Council [www.middlesbrough.gov.uk](http://www.middlesbrough.gov.uk)

Ministry of Defence [www.mod.uk](http://www.mod.uk)

National Statistics [www.statistics.gov.uk](http://www.statistics.gov.uk)

North East Ambulance Service [www.neambulance.nhs.uk](http://www.neambulance.nhs.uk)

Red Cross [www.redcross.org.uk](http://www.redcross.org.uk)

Redcar & Cleveland Borough Council [www.redcar-cleveland.gov.uk](http://www.redcar-cleveland.gov.uk)

Stockton-on-Tees Borough Council [www.stockton.gov.uk](http://www.stockton.gov.uk)

The Business Continuity Institute [The Business Continuity Institute :: home](http://www.thebci.org.uk)

## ***Appendix H Distribution List***

1. Cleveland Emergency Planning Unit (Main Office)
2. Chief Emergency Planning Unit
3. Senior Emergency Planning Officer (Hartlepool)
4. Senior Emergency Planning Officer (Middlesbrough)
5. Senior Emergency Planning Officer (Redcar & Cleveland)
6. Senior Emergency Planning Officer (Stockton)
7. Inspector, Cleveland Police Emergency Planning Unit
8. Cleveland Police
9. Emergency Planning Officer, Cleveland Fire Brigade
10. Cleveland Fire Brigade
11. Emergency Planning Officer, NEAS
12. NEAS
13. Primary Care Trusts
14. Health Protection Agency
15. Maritime and Coastguard Agency
16. Harbour Master, PD Teesport
17. Network Rail (Emergency Planning Officer)
18. Environment Agency
19. 15 (North East) Brigade (Military)
20. Animal Health
21. Department for Communities and Local Government Resilience Team  
North
22. Health and Safety Executive (HSE)