

Leicester, Leicestershire & Rutland



Local Resilience Forum

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LRF MAJOR INCIDENT PLAN

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Signature	Original document is signed
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DOCUMENT MANAGEMENT

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FREEDOM OF INFORMATION

As the LLR LRF is not a public authority, the Freedom of Information Act (FOI) does not apply to information which it holds. However, requests can be made to any signatory which is a public authority, which should respond to the request in an appropriate manner, following consultation with the LLR LRF. In the first instance please send any requests to the LRF.

EQUALITY IMPACT ASSESSMENT

This document will be subject to an Equality Impact Assessment (EIA).

REVIEW & AMENDMENTS

LRF REVIEW POLICY

Unless otherwise stated, every LRF plan will be subject to a biennial review. This will encompass the plan being distributed to the General Working Group for consultation and comment. Once any alterations have been made, the revised edition should be approved by the Programme Board and validated by the Executive Board.

Once a plan has been used for an incident, any points that come from the de-brief process must be presented at the General Working Group for approval and the incorporation of the de-brief points into the plan. Once this is complete the revised edition should be approved by the Programme Board and validated by the Executive Board.

DOCUMENT REVIEW

Date of Review	Type of Review After Use (A) Scheduled Review (S) Training (T) Exercising (E)	Suitable / Unsuitable (S/U)	Details

LRF AMENDMENT POLICY

Minor changes to this document will result in the appropriate page(s) being updated and the obsolete page(s) being destroyed, confirmation of which must be supplied to the author(s).

Major changes will result in the whole document being replaced and the obsolete document being destroyed, confirmation of which must be supplied to the author(s).

VALIDATION OF AMENDMENTS

Any substantial changes, which are defined as a complete re-write of the plan, a section of the plan or changes to the integral infrastructure or command structure of the multi-agency response, must be consulted on and actioned at the General Working Group and Programme Board and validated by the Executive Board.

Any minor changes such as contact details, internal department arrangements, updates of tables/diagrams etc do not need to be ratified by the Executive Board and can be signed off by the Programme Board once consulted at the General Working Group.

AUDIT OF AMENDMENTS

Date	Paragraph Changed	Brief details of alterations	Approved by
29/11/10	N/A	Added. ANNEX D: Logistics Support Cell.	GWG

FOREWORD

The Leicester, Leicestershire & Rutland Local Resilience Forum (LLR LRF) exists to facilitate the statutory duties of the constitute partners under the Civil Contingencies Act 2004. In order to meet those responsibilities said partners need robust, effective Major Incident plans to mitigate against assessed risks. This plan is the foundation for any LRF response to any Major Incident and as such should be given the widest distribution possible amongst its members to best safeguard our Communities and their assets.

DISCLAIMER

This plan has been prepared and published in good faith by Leicester, Leicestershire & Rutland Local Resilience Forum (LLR LRF) and is believed to comprise of accurate and up-to-date information regarding all matters contained within the document at the time of writing. This document is a 'live document' and is reviewed and updated on a biennial basis unless otherwise specified, please see LRF plan review policy.

- However, no guarantee, warranty, nor binding assurance or representation of any kind given by virtue of the preparation and publication of this plan on behalf of LLR LRF, its employees or agents or anyone acting on their behalf.
- That the plans, intentions, procedures and information herein are complete and without defect or error of any kind.
- That any action or series of actions, processes, or procedures described herein as to be taken will be taken by the person or person herein described or by any other person or persons acting on his, her or their behalf.
- That all or any of the persons, resources, equipment, facilities or services described herein will be available at all or any time or times.
- That any person or persons other than members, employees or agents of LLR LRF who act or fail to act in reliance upon this procedure or any part of it do so entirely at his, her or their own risk.

1. INTRODUCTION

1.1 The Leicester, Leicestershire and Rutland Local Resilience Forum's Major Incident Plan has been designed to provide all partners an effective and robust set of procedures by which they can establish if a Major Incident has occurred, if a multi-agency response is required for that Incident, how the responder activates that response and outlining the Civil Contingencies Secretariat guiding principles of how the LRF should conduct their response.

1.2 DOCUMENT STRUCTURE

The document is divided into two parts. Part 1 contains the information necessary to conduct the response. Part 1 also contains all the necessary information to support the management of that response. Part 2 contains information necessary for the nominated individual to understand their department's role in the response and should be read prior to a Major Incident. Further detail is given below.

PART 1

INFORMATION NECCESARY TO CONDUCT THE RESPONSE

Part 1 of the Major Incident Plan is the immediate response section. This part contains the key information that members of the LRF need in order to activate the Multi-Agency response to a Major Incident. It provides the activation protocol for the plan as guidance on the roles and responsibilities at the Tactical response level and/or the Strategic level.

BLUE BOXES

Throughout Part 1 there are a number of 'blue boxes' – these contain the basic instructions required to action Part 1 of this plan.

PART 2

INFORMATION THAT CAN BE USED TO AID THE RESPONSE

Part 2 of the Major Incident Plan contains the information and guidance on how to conduct a Multi-Agency response to a Major Incident.

2. AIM & OBJECTIVES

2.1 AIM

The aim of the plan is to provide a framework for Strategic and Tactical operational management by the Local Resilience Forum during a Major Incident in order to prevent, reduce, control or mitigate the effects of a Major Incident.

2.2 OBJECTIVES

To achieve this aim this plan will endeavor to:

- a. Provide clear effective guidance on the activation procedure for the LRF Major Incident plan.
- b. Provide LRF Partners with guidance on their roles and responsibilities during a Major Incident.
- c. Provide guidance for the management and co-ordination of the response.
- d. Provide accurate and up to date contact information.

3. PLAN CAPACITY

3.1 SCOPE

The Scope of the LRF Major Incident Plan is outlined below:

- a. **What this plan is.**
It is a generic Major Incident plan that has been designed to provide the Strategic and Tactical management teams/individuals within the LLR LRF a framework for their response to a Major Incident.
- b. **What does it do?**
The plan provides the necessary guidance, command structures and supporting documents to allow the LRF Lead Responder and Strategic and Tactical command structures to make expedient effective decisions that will allow it to prevent, reduce, control or mitigate the effects of a Major Incident.
- c. **What does it not do?**
This is not a risk incident specific plan and does not outline specific command decisions to be taken at specific points during the response or recovery phase of a Major Incident. It merely provides the framework for the relevant staff to be brought together to apply sound management decisions based upon guidance found within the plan. Moreover the plan does not provide guidance for the recovery phase of the LRF response to the Major Incident, this information can be found in the Recovery Guidance document on the LRF website. www.localresilienceforum.org.uk.

3.2 PLANNING ASSUMPTIONS

The following assumptions have been made in order for the plan to be developed.

- a. Critical ICT infrastructure will operate from a displacement location, if required.
- b. A resilient, secure location for the SCG and the TCG will be available on a 24 hour 7 days a week basis for the duration of the response phase.
- c. The Strategic Co-ordinating Group will manage the incident at the Strategic level, if required.
- d. Members of the Tactical Co-ordinating Group will be available for the response.
- e. Resources and finance will be made available by members of the LRF to facilitate the response phase.

3.3 LIMITS OF THE PLAN

The limitations of the plan are outlined below.

- a. The LRF Office does not function on a 24 hour 7 days a week basis and so assistance to a Major Incident via the office can only be relied on during normal office hours.
- b. This Plan is not a Business Continuity Plan and all LRF partners must recognise that it may be required to respond to both a Multi-Agency Response as well as ensuring that the effects of the Major Incident are mitigated in their own organisation via their own Business Continuity arrangements at the same time.

3.4 MUTUAL AID ARRANGEMENTS

This plan is underpinned by the LLR LRF Mutual aid agreement, which can be found on the LRF website www.localresilienceforum.org.uk

3.5 INCIDENT DOCUMENT MANAGEMENT

All incident responders are to be reminded that all notes, briefings and documents they use, or prepare for use in the response phase, are to be kept and submitted for the post incident report. It is a legal requirement to keep records, however informal, of an incident for audit and any possible future legal action.

LRF MAJOR INCIDENT PLAN-PART 1 IMMEDIATE RESPONSE SECTION

4. HOW TO USE PART 1

4.1 MANAGEMENT CONTROL AND CO-ORDINATION

This plan provides the Strategic (Gold) and the Tactical (Silver) functions of the LRF Response effort, to a Multi-Agency Major Incident. The plan can be activated in full or in part to provide structure and guidance to those officers/managers assigned to the Strategic Co-ordinating Group (SCG) and the Tactical Co-ordinating Group (TCG).

- a. The Plan works by ensuring that the Tactical and/or Strategic Co-ordinating groups are activated promptly to best effect a quick and effective resolution to the Major Incident at hand. The plan follows the process below.
 - (1) Activate the Strategic and/or Tactical Co-ordinating Groups; this can be done via the LRF Office during normal working hours, or the contact list and notification chain, see annex A and section 7.6 respectively.
 - (2) The Strategic and/or Tactical Co-ordinating Groups meet to receive a briefing on the current situation from the lead responder and actions already taken.
 - (3) Co-ordinating Groups can refer to part 2-lead responder guidance, as can the chair of the group to aid them in the development of their Strategic/Tactical response.
- b. For the flow chart on how multi-agency and single agency command structures relate and communicate please see section 6.1.

4.2 DEFINITION OF A MAJOR INCIDENT TO BE USED BY THE LLR LRF

A Major Incident is any incident that requires the implementation of special arrangements by one or more of the emergency services.

A Major Incident may also involve other agencies and organisations including the National Health Service, Local Authorities, the Environment Agency, the Maritime and Coastguard Agency, Utility Companies, Transport Companies, Private companies and the Voluntary Sector.

A Major Incident may require:

- a. The initial treatment, rescue and transport of a large number of casualties.
- b. The involvement either directly or indirectly of large numbers of people.
- c. The handling of a large number of enquiries likely to be generated from both the public and news media, usually to the police.

- d. The large scale combined resources of two or more of the emergency services.
- e. The mobilisation and organisation of the emergency services and supporting organisations, for example, local authority, to cater for the threat of death, serious injury or homelessness to a large number of people.

Additionally, to constitute a Major Incident, an event or situation must also “pose a considerable test for an organisation’s ability to perform its functions.”

4.3 WHO CAN ACTIVATE THE PLAN?

Any member of the LRF can activate the Major Incident Response Plan, either because their organisation requires a multi-agency response to help them deal with an incident or because they feel that a co-ordinated response is required to deal with a likely threat/hazard or one that is currently developing. The member requesting the activation of the plan **does not** necessarily have to be the lead responder to the incident.

4.4 KEY RESPONSE STAGES

In order to activate the plan the responder is to follow the 5 stage process as outlined below.

STAGE 1 - ESTABLISH: Is it a Multi-Agency Major Incident?

- a. Does the incident/event meet the criteria set out in section 5.1.

STAGE 2 - DECIDE: What Multi-Agency structures do you need?

- a. Do you need both Strategic and Tactical Groups or just the Tactical Group to sit?
- b. Who is the lead agency? Remember it may not necessarily be the agency declaring the Major Incident who should lead the response.
- c. Is there a regional or national response required?

STAGE 3 - ACTIVATE: How to activate those structures.

- a. Notify relevant LRF partners using the procedure set out in section 7.6.

STAGE 4 - MOBILISE: Resources and locations required.

- a. Identify location for SCG/TCG.
- b. Notify other agencies of arrangements.
- c. Identify trained staff at an appropriate level and move to the SCG/TCG.

- d. Ensure admin and technical support is available
- e. Contact LRF Resilience Team for assistance if required

STAGE 5 - CLOSURE: Declare a stand down and follow debrief procedures.

- a. Declare a stand down as soon as is reasonably, and safely practicable
- b. Collate individual agency's debrief reports
- c. Identify a date for a multi-agency debrief
- d. Complete a report to the LRF within 3 months
- e. Review debrief report within 12 months

KEY RESPONSE STAGES

REMEMBER: ANY AGENCY CAN DECLARE A MAJOR INCIDENT

1. **ESTABLISH:** Is it a Multi-Agency Major Incident?
2. **DECIDE:** What Multi-Agency structures do you need?
3. **ACTIVATE:** How to activate those structures.
4. **MOBILISE:** Resources and locations required.
5. **CLOSURE:** Declare a stand down and follow debrief procedures.

SECTION 5 - STAGE 1 - ESTABLISH

STAGE 1 – ESTABLISH: IS IT A MULTI-AGENCY MAJOR INCIDENT?

- **ASSESS:** against diagram at 5.1
- **ALERT:** notify relevant LRF partners and declare 'Major Incident'
- **IDENTIFY:** a Lead Responder and notify (see 5.2)

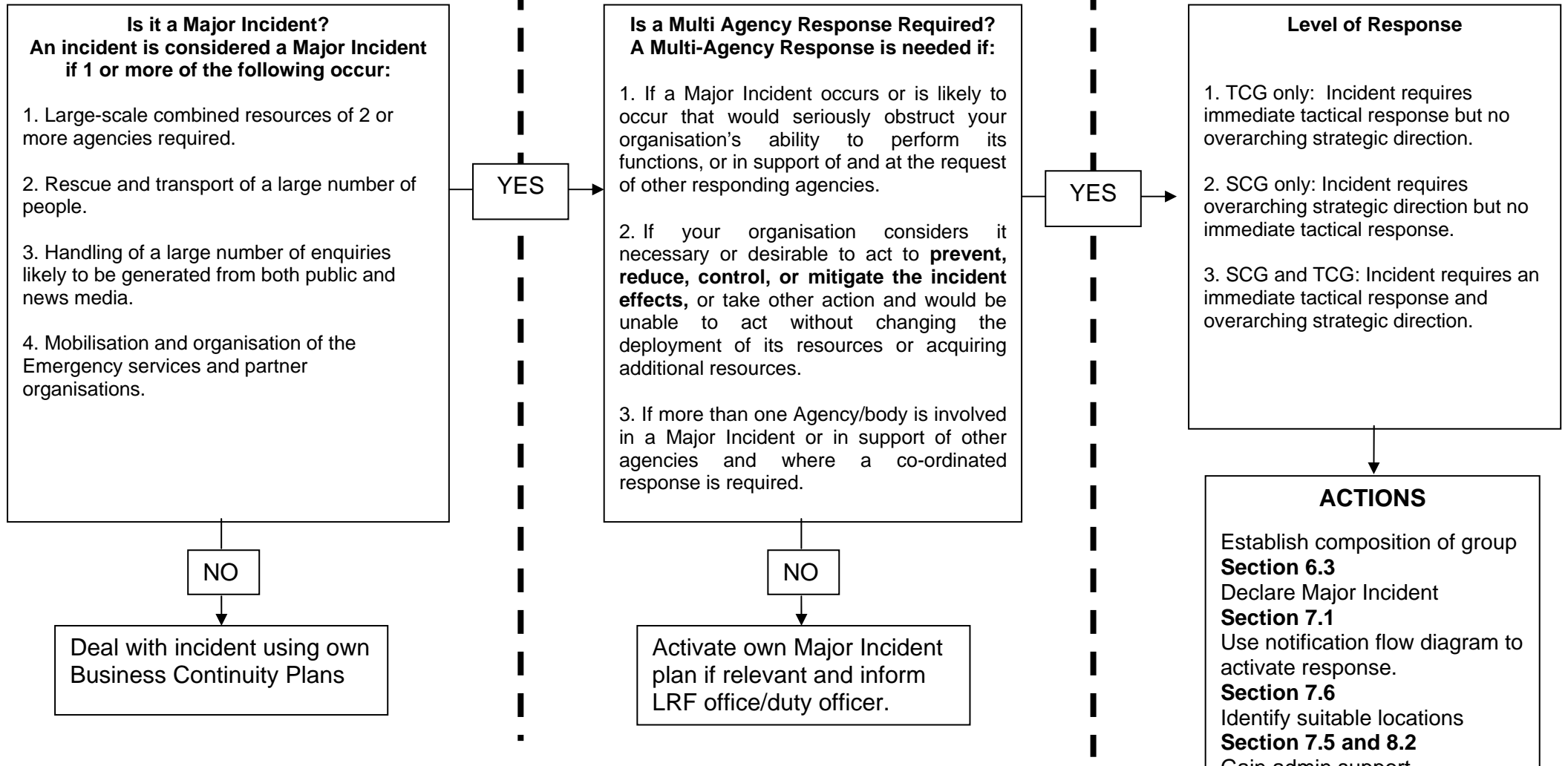
STAGE 1 – ESTABLISH

5.1 IS A MULTI-AGENCY RESPONSE REQUIRED?

QUESTION 1

QUESTION 2

QUESTION 3



- ACTIONS**
- Establish composition of group **Section 6.3**
 - Declare Major Incident **Section 7.1**
 - Use notification flow diagram to activate response. **Section 7.6**
 - Identify suitable locations **Section 7.5 and 8.2**
 - Gain admin support **Own staff resources Section 8.1**

STAGE 1 – ESTABLISH

5.2 WHO SHOULD LEAD THE RESPONSE

In many instances it will not be clear which agency/organisation would be the lead responder in a Major Incident. In the majority of cases it will be the lead responder who will activate the multi-agency response. On occasions when this is not the case the table below provides guidance on those agencies/organisations best placed to deal with the response.

Type of Major Incident	Lead Responder			
	Police	Local Authority	Health	Environment Agency Fire and Rescue
All land based incidents that present an immediate threat to human life, a serious risk of injury, potential evacuation of homes and businesses or significant numbers of fatalities. All incidents involving Terrorism, the road or rail network and public protests.	Y			
Any land based incident that is not immediately life threatening but that will have a significant impact on the community or local economy – e.g. low temperatures / heavy snow, major contamination incident with impact on the food chain, exotic animal disease (both in conjunction with lead government agencies), drought, failure of electric network or water treatment works.		Y		
Any major human health incident – e.g. Influenza Endemic / Pandemic, SARS type disease, Legionella, Heat wave.			Y	
All in land environmental incidents - air quality, land contamination, water treatment failures, accidental release of radioactive material.			Y	
Urban Search & Rescue events requiring the release of trapped casualties from collapsed buildings.				Y

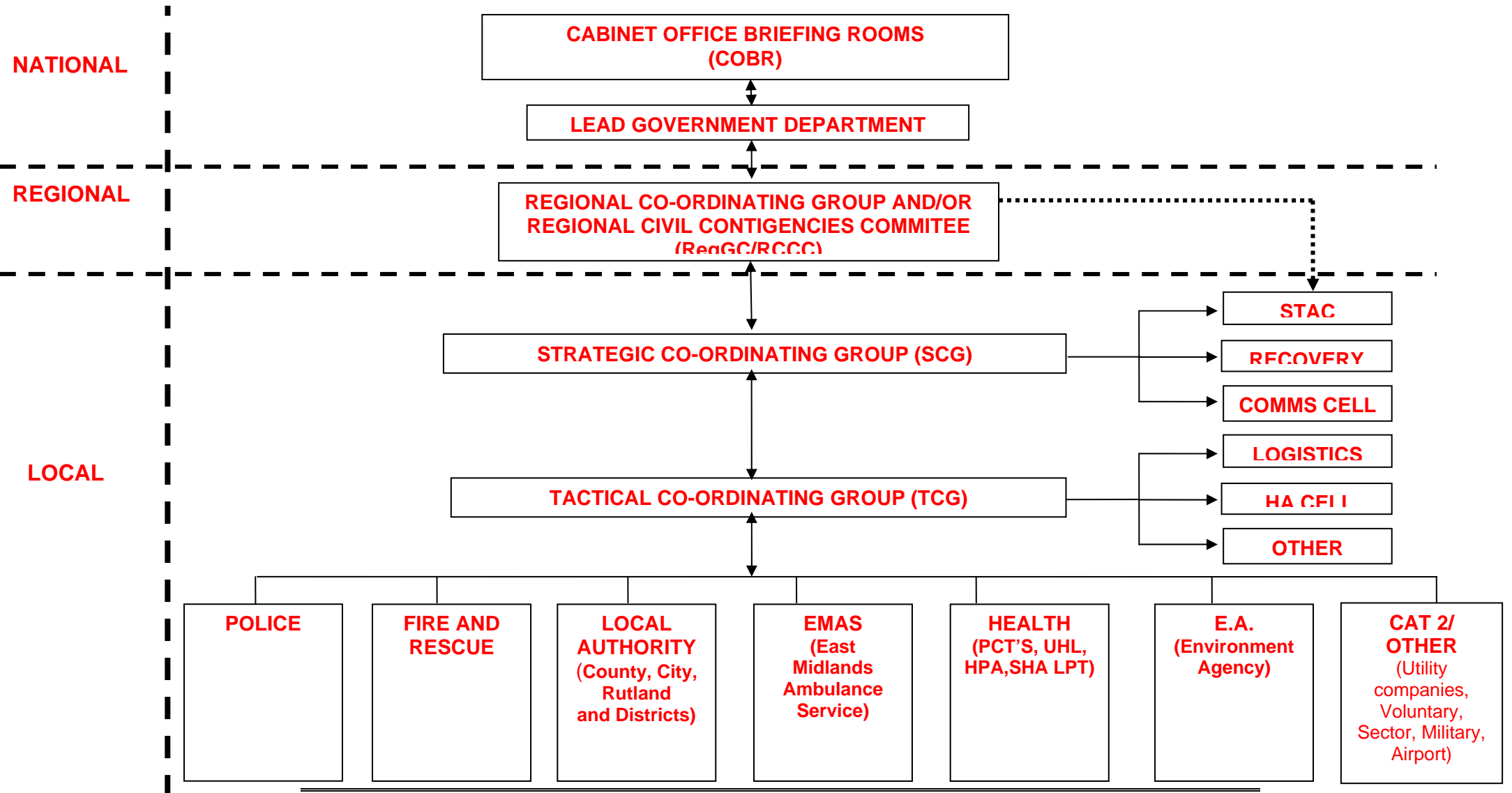
SECTION 6 - STAGE 2 - DECIDE

STAGE 2 – DECIDE: WHAT MULTI-AGENCY STRUCTURES DO I NEED?

- **TACTICAL LEVEL:** Can the incident be managed by a TCG only?
- **STRATEGIC LEVEL:** Is overarching strategic direction needed?
- **REGIONAL/NATIONAL LEVEL:** If the incident is of such a scale that a regional or national response is required then contact Government Office for the East Midlands on [REDACTED].

STAGE 2 - DECIDE

6.1 WHAT RESPONSE STRUCTURE DO I NEED?



STAGE 2 - DECIDE

6.2 DEFINITION OF COMMAND STRUCTURES

The terms Strategic, Tactical and Operational all refer to the multi-agency command structures. These levels equate to Gold, Silver and Bronze at the single agency command level. Please see below for further information.

- a. **STRATEGIC:** Comprising of the most senior member of each organisation, or appointed deputy there of (Chief Constable, Chief Executive Local Authority etc.). It is the level (above tactical level and operational level) at which policy, strategy and the overall response framework are established and managed. Referred to as **GOLD** at the single agency level.
- b. **TACTICAL:** Comprising of relevant practitioners and specialists of each organisation that have authority to carry out the Strategic aims of its organisation (Emergency Management Officers, Lead Health officials etc.). It is the level (below strategic and above operational) at which the response to a Major Incident is managed. Also referred to as **SILVER** at the single agency level.
- c. **OPERATIONAL:** Comprising of forward liaison officers, Police, Fire and Health personnel and relevant specialists managing the incident site or associated area. It is the level below the tactical. Referred to as **BRONZE** at the single agency level.

6.3 COMPOSITION OF THE SCG/TCG

Please see the table below for suggested composition of the Strategic and Tactical Co-ordinating Groups.

Strategic Co-ordinating Group (SCG)	Tactical Co-ordinating Group (TCG)
Police Fire and Rescue LA PCT EMAS UHL EA HPA Category 2 Specialist STAC Communications Cell Special Branch (Terrorist incident)	Police Fire and Rescue LA PCT EMAS UHL EA HPA Category 2 Specialist

STAGE 2 - DECIDE

6.4 SCG ROLE AND RESPONSIBILITIES

ROLE:

The purpose of the SCG is to take overall responsibility for the multi-agency management of the Major Incident and to establish the policy and strategic framework within which lower tier command and co-ordinating groups will work. The SCG will:

RESPONSIBILITIES:

- a. Determine and promulgate a clear strategic aim and objectives and review them regularly.
- b. Establish a policy framework for the overall management of the event or situation.
- c. Prioritise the requirements of the tactical tier and allocate personnel and resources accordingly.
- d. Formulate and implement media handling and public communication plans; potentially delegating this to one responding agency.
- e. Direct planning and operations beyond the immediate response in order to facilitate the recovery process.

6.5 TCG ROLE AND RESPONSIBILITIES

ROLE:

The role of the multi agency TCG is to ensure the aim and objectives set by the SCG are met and/or co-ordinate the actions taken by Operational managers at site/s in order to achieve maximum effectiveness and efficiency. The TCG will:

RESPONSIBILITIES:

- a. Determine priorities for allocating available resources.
- b. Plan and co-ordinate how and when tasks will be undertaken and by whom.
- c. Obtain additional resources if required.
- d. Assess significant risks and use this to inform tasking of bronze commanders.
- e. Ensure the health and safety of the public and personnel at the site/s.

SECTION 7 - STAGE 3 - ACTIVATE

STAGE 3 – ACTIVATE: ACTIVATION OF THE MULTI-AGENCY STRUCTURES?

- **DECLARE** a 'MAJOR INCIDENT' (See 7.1)
- **DECIDE** if a response is required immediately, or is the incident a 'rising tide' one where more time is available to organise a response.
- **NOTIFY** relevant LRF partners through the contact numbers in annex A and the LRF Office if appropriate on [REDACTED].

STAGE 3 - ACTIVATE

7.1 HOW TO DECLARE A MAJOR INCIDENT:

A formal declaration of a Major Incident must be made to allow all Category 1 and 2 responders the opportunity to escalate their own procedures and activate suitable resources.

- a. **During normal office hours** the LRF Office () can be tasked with activating the required SCG/TCG and the appropriate members. They can also offer advice and assistance in the management and co-ordination of the plan.
- b. **Out of office hours:** Use the contact call list provided at Annex A and the notification flow diagram, section 7.6 to activate the relevant agencies.
- c. **Not the lead responder activating response** If it appears to any Category 1 or 2 Responder that the criteria for a Major Incident has been met and that an immediate response to the situation is required then that organisation should inform the responder with lead responsibility for that incident type, see section 5.2 for guidance.

7.2 SITUATION BRIEF

The following details should be provided to all agencies/organisations when contacted:

- a. **WHO.**
You are and which organisation you represent.
- b. **WHAT HAS HAPPENED.**
The Threat/Hazard that has occurred.
- c. **WHERE IT HAS HAPPENED.**
In terms of geographical area and name.
- d. **WHAT IS BEING DONE ABOUT IT.**
Some responses may have already occurred, i.e attendance at scene by Emergency Services.
- e. **WHAT YOU NEED FROM THEM.**
Attendance by representative from that organisation to TCG/SCG.
May require specific action from them to effect immediate response-i.e attend the scene.

It is the responsibility of every Category 1 responder to ensure that the appropriate officers are empowered to trigger a Major Incident.

The Regional Resilience Team can trigger a Major Incident in the L,L&R LRF area on the request of Regional or Central Government by following the mechanism outlined above.

STAGE 3 - ACTIVATE

7.3 ACTIONS REQUIRED FOR AN IMMEDIATE RESPONSE

Having followed the above process, if a Major Incident has been identified as needing an immediate response by a TCG/SCG, then the following actions are to be taken.

- a. The Lead Responder should begin a formal written record of the incident usually in the form of an approved LRF Log Book.
- b. Establish the Responder in need of activating first to be able to respond to the incident, i.e Emergency services. See section 5.2.
- c. The Lead Responder should contact

**Location of TCG / SCG are not
for public consumption**

7.4 ACTIONS REQUIRED FOR A NON IMMEDIATE RESPONSE

If the Lead Responder considers that an immediate response is not required then it is left to the discretion of the Lead Responding agency to decide which command groups it feels are most appropriate for the incident at hand. They are to consider that:

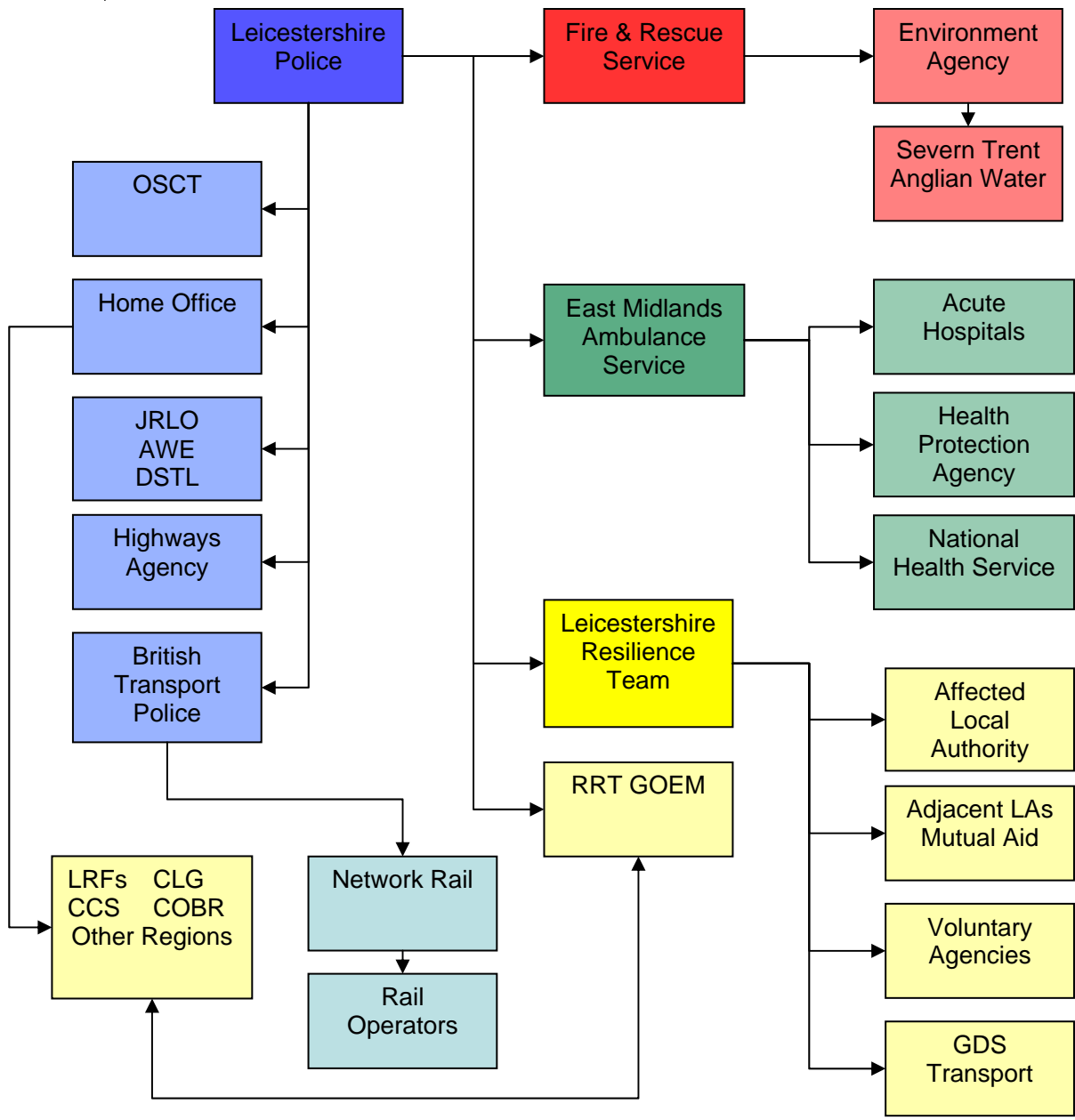
- a. **Strategic Co-ordinating Group:** The development or possible development of an incident that needs strategic direction and oversight to ensure all agencies respond as one.
- b. **Tactical Co-ordinating Group:** When agencies need to establish resources and tactical deployment of resources to meet the developing or possible developing of an incident e.g. Flood.

7.5 ADMINISTRATION SUPPORT

Minute takers/Loggists are to be supplied by the Lead Responder to both the SCG and the TCG. In an immediate response this may not be possible. The Lead Responder can then request administration support from LRF members. However this is a short term arrangement and as soon as is practicable, the Lead Responder is to find replacements from its own staffing resources to fulfil this role.

STAGE 3 - ACTIVATE

7.6 Notification and Mobilisation Process LL&R LRF Area



SECTION 8 - STAGE 4 – MOBILISE

STAGE 4 – MOBILISE: RESOURCES AND LOCATIONS

- **PEOPLE:** send most appropriate, trained personnel
- **LOCATIONS:** Default SCG and TCG locations are at [REDACTED].
Activate by calling [REDACTED] (See 8.2)
- **RESOURCES:** Ensure sufficient resources are available including , the *right* staff, administration staff, loggist, ICT and communications systems etc. (See 8.1)
- **AGENDA:** Develop and agree with the Chair an agenda for the initial meeting (See 8.4, 8.5)

STAGE 4 - MOBILISE

8.1 WHAT RESOURCES DO I NEED?

The below resources are necessary for a Strategic and or Tactical co-ordinating group to function and must be provided at the designated location for these groups.

- a. Log book
- b. Recording device
- c. Sign in sheet-contact details
- d. Pen and pencils stationery etc.
- e. Name tags
- f. 24 hour clock
- g. Access to plans (hard copies/soft)
- h. Relevant mapping
- i. Catering-dependending on length
- j. Flip charts/white boards.
- k. Access 24 hour news media. (TV/radio)

Note: these resources can be found in the grab boxes located at both the Main conference room and the contact call centre at [REDACTED] see.

8.2 CO-ORDINATION FACILITY REQUIREMENTS

- a. **Secure location:** Ability to sustain personnel for a period of 24hours during power outage/water failure etc.
- b. **Communications:** Ability to communicate to operational units using a variety of different communication systems used by the LRF partners e.g. airwave, mobile, RAYNET etc.
- c. **GIS:** Ability to use electronic mapping of the relevant area to facilitate operational planning.
- d. **Mapping:** hard copies of the LLR area as a resilience measure.
- e. **Connection to internet:** multi tap in points for agencies/organisations to access their IT systems.

- f. Where possible the SCG and TCG should not be co-located.....

**Location of TCG / SCG are not
for public consumption**

8.3 TELECONFERENCING

An LRF teleconferencing facility is available. To activate call the 24/7 Leicestershire County Council Resilience Team number on [REDACTED].

8.4

SCG DRAFT AGENDA

Item No.	Description	Lead Person
1.	Introduction of Attendees, Roles and Responsibilities.	Chair.
2.	Declaration of Items for Urgent Attention.	Chair.
2a.	Decision on Items for Urgent Attention.	Chair.
BREAK OUT TIME TO ACTION URGENT ITEMS AS AGREED ABOVE.		
3.	Review and Agree Minutes of Previous Meeting.	Chair.
4.	Update on Strategic Situation. (Common Recognised Information Picture).	Specialist from Relevant agency.
5.	Review and Agree Strategic Aim and Objectives.	Chair.
6.	Review Outstanding Actions.	
7.	Task/Update from Working Groups/Cells/Attendees. (Exception basis only).	Cell Chairs.
8.	(i) Discuss and Agree on Strategic Decisions. (ii) Confirmation and Allocation of Actions Required.	All Members.
9.	Date and Time of Next Meeting. Closure of Meeting.	Chair.

8.5

TCG DRAFT AGENDA

Item No.	Description	Lead Person
1.	Introduction of Attendees, Roles and Responsibilities.	Chair.
2.	Declaration of Items for Urgent Attention.	Chair.
2a.	Decision on Items for Urgent Attention.	Chair.
BREAK OUT TIME TO ACTION URGENT ITEMS AS AGREED ABOVE.		
3.	Review and Agree Minutes of Previous Meeting.	Chair.
4.	Update on Strategic Situation and Tactical implications (Common Recognised Information Picture).	Specialist from Relevant agency.
5.	Review Strategic Aim and Objectives-discuss how to Implement Tactically.	Chair.
6.	Establish Action Plan.	Chair.
7.	Task/Update from Working Groups/Cells/Attendees. (Exception basis only).	Cell Chairs.
8.	(i) Discuss and Agree on Action Plan (ii) Confirmation and Allocation of Actions Required.	All Members.
9.	Date and Time of Next Meeting. Closure of Meeting.	Chair.

SECTION 9 - STAGE 5 – CLOSURE

STAGE 5 – CLOSURE: STAND DOWN

- **DECLARE:** a stand down as soon as it is safe to do so (**See 9.1**).
- **COLLATE:** individual agencies debrief reports.
- **IDENTIFY:** a date for a multi-agency debrief.
- **COMPLETE:** a report to the LRF within 3 months.
- **REVIEW:** debrief report within 12 months.

STAGE 5 - CLOSURE

9.1 STAND DOWN PROCEDURES

a. If the situation scales down, or it has reached a successful conclusion then the LRF response can be stood down. The chair of the group managing the response is the only individual who has the authority to stand down the response. This means if only a TCG is formed the chair of that meeting has the authority to stand down the response. If an SCG is formed the chair of this meeting is the individual authorised to stand down the response. The TCG chair will defer to the SCG chair in this regard.

b. If the TCG/SCG's have not been formed but activated then the Lead Responder will stand down the response. The Lead Responder is then to contact the relevant agencies/organisations and instruct them to '**STAND DOWN**'.

(1) **NOTE:** there still may be a single agency response needed, or the incident may have a more direct effect on some agencies than others.

c. It is the responsibility of each agency/organisation to cascade the information down to their relevant operational teams. Once they have completed this they are to contact the Lead Responder/TCG or SCG chair to state the agency's name and:

(1) "All operational teams stood down."

(2) "All operational teams informed of the situation, teams still active are:"

d. The Lead Responder/TCG or SCG chair is to be kept informed of the actions of the remaining operational teams and ensure that they inform them when their work is complete, or the situation escalates. Once their part in the response phase is complete they are to request to be stood down via their department lead unless otherwise agreed.

9.2 MULTI-AGENCY DEBRIEF

After the initial response phase has been stood down the chair of the TCG/SCG is to ensure that they gather all the relevant points from the incident and then to:

a. Identify a suitable date for the formal multi-agency de-brief (to be no longer than 1 month after the incident).

b. Submit the complete and final report to the LRF executive board within 3 months.

c. Review the action plan from the report 6 months after the initial report submission and then 12 months after the initial report submission.

LRF MAJOR INCIDENT PLAN-PART 2 GUIDANCE FOR RESPONDERS

10 BACKGROUND, DEFINITIONS AND LEGISLATION

10.1 HISTORICAL BACKGROUND

In 2009 alone there have been three instances where a Multi-Agency response has been required to respond to a Major Incident; Severe Weather Event (Snow), February 2009, Ashwell Prison Riots, April 2009 and the Influenza Pandemic May 2009. In order to ensure that the LLR LRF is able to respond effectively to such events it needs an agreed, effective Major Incident Plan to enable any responder to assess the response needed and activate that response, hence the need for this plan.

10.2 LEGISLATION The Civil Contingencies Act 2004 places a statutory duty upon key responding and supporting agencies to prepare for and respond to emergencies.

Part 1 of the Act establishes a clear set of roles and responsibilities for those involved in Major Incident preparation and response at the local level. The Act divides local responders into two categories, imposing a different set of duties on each.

Category 1 Responders are those organisations at the core of the response to most emergencies (e.g. Major Incident Services, Local Authorities, NHS bodies, Port Health Authority and Environment Agency). Category 1 Responders are subject to the full set of civil protection duties.

They will be required to:

- a. Co-operate with other local responders to enhance co-ordination and efficiency.
- b. Share information with other local responders to enhance co-ordination.
- c. Assess the risk of emergencies occurring and use this to inform contingency planning.
- d. Put in place Major Incident Plans.
- e. Put in place Business Continuity Management arrangements.
- f. 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 a Major Incident.
- g. Provide advice and assistance to businesses and voluntary organisations about Business Continuity Management (Local Authorities only).

Category 2 Responders such as the Health and Safety Executive, Transport, Utility Companies and the Voluntary Sector Organisations. These “co-operating bodies” are less likely to be involved in the core planning work but may be heavily involved in incidents.

Category 1 and 2 Organisations will come together to form “Local Resilience Forums” (based on police areas) which will help co-ordination and co-operation between responders at local level.

The Leicester, Leicestershire & Rutland Local Resilience Forum was created to meet this requirement. Please see the Local Resilience Forum Constitution. For further details refer to www.localresilienceforum.org.uk

10.3 CCA DEFINITION OF A MAJOR INCIDENT

The Civil Contingencies Act of 2004 defines a Major Incident/Emergency as:

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

Additionally, to constitute an emergency, an incident or situation must also pose a considerable test for an organisations ability to perform its functions.

The common themes of emergencies are:

- d. The scale of the impact of the event or situation.
- e. The demands it is likely to make of local responders.
- f. The exceptional deployment of resources.

10.4 DEFINITION OF A MAJOR INCIDENT TO BE USED BY THE LLR LRF

A Major Incident is any emergency that requires the implementation of special arrangements by one or more of the emergency services, and generally includes the involvement, either directly or indirectly, of large numbers of people.

A Major Incident may also involve other agencies and organisations including the National Health Service, Local Authorities, the Environment Agency, the Maritime and Coastguard Agency, Utility Companies, Transport Companies, Private companies and Voluntary Sector.

A Major Incident may require the:

- a. The initial treatment, rescue and transport of a large number of casualties;
- b. The involvement either directly or indirectly of large numbers of people;
- c. The handling of a large number of enquiries likely to be generated from both the public and news media usually to the police;
- d. The large scale combined resources of two or more of the emergency services;

- e. The mobilisation and organisation of the emergency services and supporting organisations, for example, local authority, to cater for the threat of death, serious injury or homelessness to a large number of people.

Additionally, to constitute a Major Incident, an event or situation must also “pose a considerable test for an organisation’s ability to perform its functions.”

10.5 HOW AND WHY THE LLR LRF USE THESE DEFINITIONS.

The term Emergency is used consistently throughout the CCA guidance to encompass all challenges that require the use of assets beyond the scope of normal operations and require a special deployment.

The term “Major Incident” is commonly used by Emergency services personnel to describe events or situations that would constitute an emergency as defined in the CCA regime; this is the threshold of an event or situation that will initiate a response under their major incident plans. These terms refer to the same threshold and are **essentially interchangeable**.

The LLR LRF has opted to use the term Major Incident rather than Emergency within its contingency plans to define an event or situation that requires the implementation of special arrangements by one or more of the emergency services, and generally includes the involvement, either directly or indirectly, of large numbers of people. The decision to use the legacy term “Major Incident” rather than the term Emergency, has been agreed by the LRF GWG on **2nd December 2009**. It was considered that the term Emergency is used freely within each LRF stakeholder’s own organisation to refer to a wide range of events that are not in the sphere of Emergency Management. However the term Major Incident is not used commonly and communicates a sense of urgency to all LLR LRF members.

10.6 SUDDEN IMPACT AND RISING TIDE INCIDENTS

Several partner organisations define Emergencies under two headings, sudden impact and rising tide. While these definitions are valid, the CCS Major Incident Response and Recovery document categorise Emergencies under Localised and wide area events, the definitions of which can be found on page 39 Section 12. While this document orientates itself to the use of the CCS definitions, the CCS use the terms sudden impact and rising tide within the context of localised and wide area emergencies, hence for clarification purposes they are included in the definition section of this plan.

a. SUDDEN IMPACT MAJOR INCIDENT

Sudden Impact incidents occur with a minimum of warning. Sudden impact incidents are immediate in nature and increase rapidly. Examples of this type of incident could include:

- (1) Terrorist Attacks.
- (2) Aircraft Incidents.
- (3) Rail Incidents.
- (4) Localised Flash Flooding events.

b. **RISING TIDE MAJOR INCIDENT**

Rising tide incidents develop from a 'steady state' or 'business as usual', to become a Major Incident over a period of time, which may range from hours to days or weeks. Examples of this type of incident include:

- (1) Severe weather events.
- (2) Disease epidemics, human, plant or animal.
- (3) Loss of utility service to population.
- (4) Large scale public disorder events.

11. GUIDANCE FOR THE LEAD RESPONDER

The guidance below is taken from the CCA Response and Recovery document. It is intended to provide a framework for decision making and planning during the response phase. The CCS advocate 8 core guiding principles that should underpin the decision making process and act as a review tool to ensure that the key functions of a multi-agency response have been considered during a Major Incident. The section also provides guidance on the two classifications of Emergencies that the Response and Recovery guidance refers to, which are localised and wide area emergencies, and the considerations for both the Strategic and Tactical in these areas.

11.1 INTEGRATED MAJOR INCIDENT MANAGEMENT

The integrated Major Incident Management Model categorises six stages for dealing with a Major Incident:

a. **Prior to a Major Incident**

- (1) Anticipation
- (2) Assessment
- (3) Prevention
- (4) Preparedness

b. **On declaration of a Major Incident**

- (5) Response
- (6) Recovery

The key concerns for the Lead responder will predominantly revolve around the response phase.

11.2 GUIDING PRINCIPLES OF RESPONSE AND RECOVERY

What constitutes an appropriate response to and recovery from a Major Incident will be determined by a range of factors which will include:

- a. The nature and demands of the Major Incident, specifically context, geographical extent, duration, complexity and potential threats.
- b. Local experience and the designated lead agency.
- c. Local circumstances, priorities and experience.
- d. Whether or not there is regional, national or international involvement in the response and recovery effort.

11.3 GUIDING PRINCIPLES: HOW TO USE THEM WHEN AND WHERE.

There are eight guiding principles that underpin the response to, and recovery from, every Major Incident. Further information can be found in the Major Incident Response and Recovery document, chapter 2.

a. RATIONAL FOR THE USE OF 7 OF THOSE PRINCIPLES

While the CCA uses eight principles, the principle of preparedness, deals exclusively with the preparations needed **before** a Major Incident happens such as ensuring you have plans in place, that you have tested activation procedures etc. They do not aid the responder when they are actually conducting the response phase, hence the LLR LRF recommends the use of 7 principles to underpin the response for ease of use and to minimise any confusion during the incident. The 7 principles are as follows:

- (1) Anticipation.
- (2) Subsidiarity.
- (3) Direction.
- (4) Information Management.
- (5) Co-operation.
- (6) Integration.
- (7) Continuity.

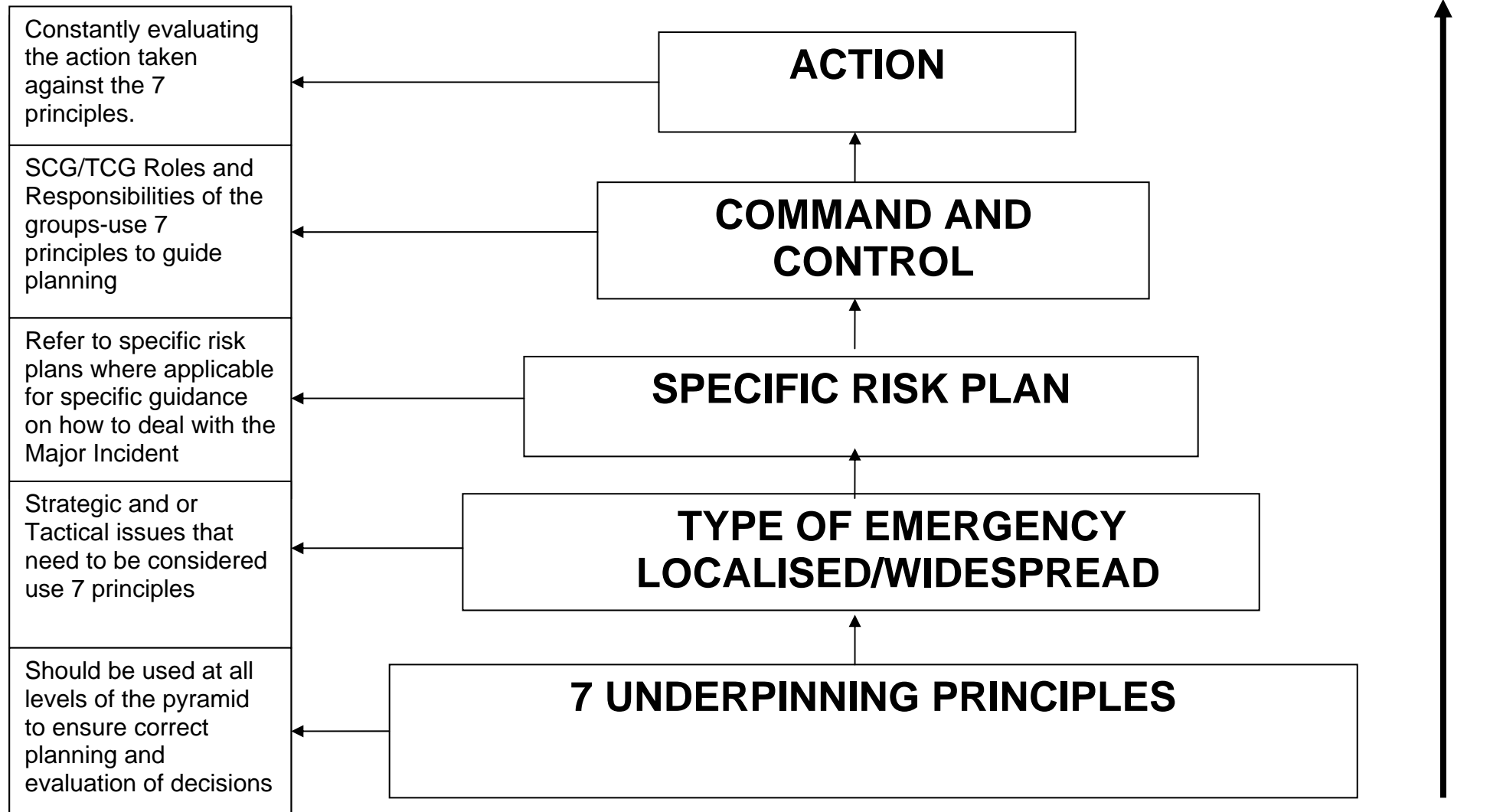
b. FUNCTION OF THE 7 PRINCIPLES

The 7 principles have been designed by the CCS as best practise in the response. They have identified these principles as the key functions within any given Major Incident. If any responder uses these principles to inform and guide their decision making process it should ensure that the response covers all the key functions and thus provides an efficient holistic approach to the multi-agency response.

c. PRINCIPLE GUIDANCE DIAGRAM

The diagram 11.4 demonstrates how the principles work throughout the response and recovery phase. The principles should be seen as a thread that runs through the entire process. They act as a guide/checklist to your management of the response and recovery phase. The diagram highlights how they can be used to aid the responder from the identification of the type of incident to the action needed to mitigate its effects.

11.4 PRINCIPLES GUIDANCE DIAGRAM



11.5 7 PRINCIPLES OF OPERATIONAL BEST PRACTISE GUIDANCE.

The information below is a direct extraction from the CCS Expectation of best practise document. It outlines the requirement upon the responder when considering the principle in the response and what considerations there are in its implementation throughout the response phase.

(a) ANTICIPATION	
REQUIREMENT	
Ongoing risk identification and analysis so that you have a good appreciation of the dynamic risk environment in which you operate and are able, as far as reasonable, to foresee potential consequences (direct, indirect and interdependent) and arrangements for managing these.	
CONSIDERATIONS	
1.	Continuing to assess and manage risk during any Major Incident that occurs – this assessment should assist rather than obstruct effective operations. The assessment should therefore provide an analysis of, and possible solutions to, anticipated problems before they arise.
2.	All emergencies have disparate direct and indirect impacts that may not be immediately apparent amidst the pressure, uncertainties and demanding circumstances of a Major Incident. Risks are dynamic and, during Major Incidents, new risks emerge, established risk recedes and the balance between risks changes.

(b) SUBSIDIARITY	
REQUIREMENT	
Taking decisions at the lowest appropriate level while coordinating at the highest necessary level. This should ensure that response and recovery efforts have regard for specific local issues, whilst ensuring that local responders receive the necessary level of support and coordination from the regional and national tiers.	
CONSIDERATIONS	
1.	Being aware of and respecting the concepts set in Central Government Arrangements for responding to a Major Incident – Concept of Operation (CONOPS).

(c) DIRECTION	
REQUIREMENT	
Collectively agreeing clear strategic aims and supporting objectives to enable the prioritisation and focus of the response effort.	
CONSIDERATIONS	
1.	Being aware of Central Government arrangements for Responding to a Major Incident – Concept of Operations (CONOPS).
2.	Being familiar with the direction section in Chapter 2 of Emergency Response and Recovery which outlines what your strategic aims might be in relation to sudden impact emergencies, slow-onset emergencies and in relation to the media.
3.	Being aware of the responsibilities, capabilities and priorities of other category 1 and 2 responders, especially those within your local resilience area.

(d) INFORMATION MANAGEMENT	
REQUIREMENT	
Having an information management system to collate, assess, verify and disseminate information. These systems should support single and multi-agency decision making and the external provision of data which will allow members of the public to make informed decisions to ensure their safety.	
CONSIDERATIONS	
1.	Complying with the information sharing provisions during response and recovery operations as well as during normal times.
2.	<p>Having a protocol for managing and presenting information which:</p> <ul style="list-style-type: none"> • is easy to use; • tracks incident and resources to provide a strategic picture; • is standardised and consistent; • ensures public safety is considered. <p>In doing this you should use appropriate nationally produced templates, as a guide, if they are provided.</p>
3.	Being aware of who to contact at each different tier, including communicating with the regional and the national tier (via the regional tier) in accordance with your communication plans.

(e) COOPERATION	
REQUIREMENT	
Positively engaging and sharing information between all agencies and all levels during Major Incident response and recovery.	
CONSIDERATIONS	
1.	Complying with the cooperation provisions in the Contingency Planning Regulations during response and recovery operations as well as during peacetime.
2.	Understanding the functions, ways of working and priorities of your partners. This will help facilitate the genuine dialogue that is essential to establishing shared aims and objectives.
3.	Being open and honest with your partners and dealing with sensitive information appropriately. See Data Protection and Sharing – Guidance for Major Incident Planners and Responders and Security vetting and protective markings: a guide for responders for further guidance.

(f) INTEGRATION REQUIREMENT	
Ensuring that there is effective cooperation between all response and recovery levels (i.e. Local, Regional and National) in order to ensure a coherent, integrated effort	
CONSIDERATIONS	
1.	Understanding and having respect for the subsidiary principle
2.	Being familiar with how the different tiers will liaise – see CONOPS for details.
3.	Being aware of the role of the national and regional tiers and being clear in what circumstances their assistance is required. (For details see CONOPS, The role of Lead Government Departments in planning for and managing crises and http://www.cabinetoffice.gov.uk/ukresilience/response/englishregions.aspx).

(g) CONTINUITY REQUIREMENT	
Grounding Major Incident response and recovery in the existing functions of organisations and familiar ways of working	
CONSIDERATIONS	
1.	Ensuring that you are aware of response and recovery procedures.
2.	Ensuring that when your involvement in Major Incident response and recovery is required, you send staff whose day-to-day role is not dramatically different to the role that is required of them.

12. RESPONDING TO A LOCALISED OR WIDE AREA MAJOR INCIDENT

12.1 WHY THESE CLASSIFICATIONS?

While many organisations categorise Major Incidents into two areas of sudden impact or rising tide, the CCS considers that while these definitions are valid, for the purposes of multi-agency working, Major Incidents are not classified from how they originate but on the impact they have on the community, i.e over a localised or wide area area. The CCS accepts that both localised and wide area emergencies will develop via either a sudden impact or rising tide incident. However their primary concern is that once that incident has manifested itself, how is the multi-agency response to deal with it?

The information and definitions below are a direct extraction from the latest response and recovery document.

12.2 DEFINITION OF A LOCALISED MAJOR INCIDENT

A general distinction is made between localised and wide-area Major Incident.

Localised Major Incidents will typically have:

- a. A clearly identifiable scene such as the location of a major transport incident.
- b. An explosion at an industrial site.
- c. Building collapse.

Example would be a mid air collision with impact and debris sites distributed over a large area, or concurrent, but unconnected, localised incidents taking place over a large area.

12.3 DEFINITION OF A WIDE AREA MAJOR INCIDENT:

Can be divided into those comprised of Major Incidents.:

- a. At multiple sites that are spread over a wide area,
- b. Major Incidents where wide areas are affected to some degree.

Examples would include widespread flooding, a pandemic, sustained power outages or severe weather.

13. CONSIDERATIONS FOR LOCALISED MAJOR INCIDENTS

13.1 STRATEGIC CO-ORDINATING GROUP

a. POTENTIAL FOR WIDESPREAD DISRUPTION

Within the United Kingdom, there is substantial experience of managing Major Incidents that occur within the bounds of relatively small geographical areas (e.g. explosions or major fires) and have primarily localised effects. It is important to note however that localised incidents have the potential for widespread disruption if there are knock-on consequences or interdependent impacts, for example arising from the loss or disruption of utilities or other essential services.

b. COMMAND, CONTROL AND CO-ORDINATION

To bring order to the response and reduce the potential for confusion, it is important that the emergency services establish control over the immediate area and also build up arrangements for co-ordinating individual agencies' contributions to the response. Each agency needs to establish its own control arrangements, but continuous liaison between them is essential. Effective response depends on good communication and mutual understanding, which is built up through planning, the development of protocols and joint exercises.

c. ESTABLISH WHO ARE THE RELEVANT PARTNERS IN THE RESPONSE

It is generally accepted that the first members of the emergency services to arrive on the scene should make a rapid assessment and report back to their control room. The control room that receives the initial report should, in accordance with Part 1 of the plan, alert the other emergency services and relevant partner agencies.

d. EFFECTIVE ALERT OF PARTNERS

In accordance with LRF Procedures, those agencies will then alert personnel or activate appropriate response and recovery plans to the level they judge necessary. Agreed protocols should be in place to alert any commercial or industrial organisations whose premises, services or personnel could be affected, or required as part of the response and recovery effort. Voluntary organisations that may be required to support the response and recovery effort should be informed at the earliest opportunity, in accordance with Part 1 of this plan.

13.2 TACTICAL CO-ORDINATING GROUP

a. CONSIDERATIONS FOR AN INNER CORDON For localised incidents, incident coordinators will usually operate from an Incident Control Point or Forward Command Post established in the vicinity of the incident site. Arrangements that are necessary in the immediate vicinity of the scene include the following:

- (1) Assessing control measures with regard to reducing risk;
- (2) Deciding the functions to be controlled by each agency after taking account of:

- (i) The circumstances.
- (ii) The professional expertise of the Major Incident services and other agencies.
- (iii) Statutory obligations and overall priorities.

(3) The reception and engagement of utility companies' staff (e.g. gas, electricity and water) on essential safety work, or to effect the restoration of essential services, where appropriate.

(4) Setting up an inner cordon to secure the immediate scene and provide a measure of protection for personnel working within the area. All those entering the inner cordon should report to a designated cordon access point. This ensures that they can be safely accounted for should there be any escalation of the incident, and affords an opportunity for briefing about the evacuation signal, hazards, control measures and other issues about which they need to be aware. People entering the inner cordon must have an appropriate level of personal protective equipment, while those leaving must register their departure.

b. CONSIDERATIONS FOR AN OUTER CORDON

If practical, an outer cordon may have to be established around the vicinity of the incident to control access to a much wider area around the site. This will allow the Emergency services and other agencies to work unhindered and in privacy. Access through the outer cordon for essential non-emergency service personnel should be by way of a scene access control point. The outer cordon may then be further supplemented by a traffic cordon. Other issues that should be addressed at this level include:

- (1). Establishing internal traffic routes for Emergency and other vehicles (Including a one-way system where appropriate)
- (2). Deciding on the location of key functions or facilities, for example:
 - (i) Casualty clearing station(s) to which the injured can be taken;
 - (ii) An ambulance loading point for those who need to be taken to hospital;
 - (iii) A collection/assembly point for survivors before they are taken to a Survivor Reception Centre;
 - (iv) Possible helicopter landing site(s);
 - (v) A rendezvous point or points for all responding personnel, which may be some distance from the scene in the event of a bomb incident or incidents involving hazardous materials;
 - (vi) A marshalling area for assembling vehicles and equipment;
 - (vii) A Holding and Audit Area for Deceased People and Human Remains (HAADR) that is under cover and protected from public view;
 - (viii) A media liaison point.

c. **TACTICAL EVACUATION OF THE AFFECTED AREA** The possible need for evacuation of the public from the immediate vicinity may also have to be considered at a very early stage. Other functions will be carried out outside the immediate scene. For the majority of localised emergencies, there are significant benefits if a liaison officer represents the interests of the relevant local authority or local authorities at the incident control point, if this is established. See the LRF Evacuation plan for more detail.

d. **EFFECTIVE USE OF LIAISON OFFICERS** In place for calling in liaison officers from other organisations that may need to contribute to the response (e.g. the Environment Agency, health organisations and utilities). Liaison officers at the scene should be clearly identifiable. They should be equipped with their own communications so that they can remain in contact with their organisations to obtain any further support rapidly.

e. **CONSIDERATIONS FOR USE OF LOCAL AUTHORITY RESOURCES** Where local authority services might be required at short notice, resources should be assembled nearby so that they are ready for immediate action if called upon by the Emergency Services. Some functions will, by their very nature be discharged outside cordons and away from the scene, but remain essential components of an integrated response. Similarly, it may be appropriate for Emergency services and other organisations to be represented within the local authority's Emergency/crisis management centre, which provides the focus for the management and co-ordination of local authority activities. Emergency services in particular, should be aware that local authorities do not operate most of their services out of normal hours as a matter of routine, so realistic planning assumptions should be determined in discussion between local authorities and other responder agencies as appropriate.

f. **SITE SPECIFIC CONSIDERATIONS** If an incident occurs within the perimeter of an industrial or commercial establishment, public venue, airport or harbour, it is essential that a site incident officer from the affected organisation establishes liaison with responding organisations. Such a representative can ease access to facilities within the establishment and act as a link between the establishment's senior management and the Major Incident management structure.

14. CONSIDERATIONS FOR A WIDE-AREA MAJOR INCIDENTS

14.1 BACKGROUND

Historically, the United Kingdom has been more fortunate than some other countries, suffering at a lesser frequency and scale from wide-area natural disasters such as hurricanes, earthquakes or major storms and flooding. Nevertheless, it is essential that plans and arrangements are in place to deal with emergencies that are not limited to a single, local scene.

14.2 STRATEGIC FRAMEWORK

The framework for managing wide-area emergencies will follow the same generic framework that is applicable to all emergencies, and many of the challenges faced will be similar to emergencies where there is an identifiable scene.

However, it is probable that inter-agency strategic management will be required in such circumstances, leading to the activation of SCGs in all or most affected areas.

14.3 INFORMATION MANAGEMENT

In the early stages of the response information management is likely to represent a significant challenge. Responders may be faced with large quantities of potentially relevant information or very little information, information of uncertain provenance and quality or indicators that are ambiguous or otherwise hard to interpret. In this scenario multi-agency co-ordinating groups at the strategic and tactical levels will have an especially important role in collating, evaluating and monitoring situational and contextual information to build Situation Reports (Sitrep) and a Common Recognised Information Picture (CRIP).

14.4 EFFECTS OF A WIDE AREA MAJOR INCIDENT

In a densely populated country like the UK, where wide-area emergencies are likely to affect large numbers of people, self-help will be the first response. Wide-area emergencies can overwhelm local resources, disrupt telecommunications and other essential services and cut off access or egress routes. Further blockage of routes may occur as people attempt to leave an affected area.

14.5 IMPACT ON LOCAL BUSINESS

Business Continuity management will also be a particular challenge. Primary office locations and Major Incident control centres may have been affected or made inaccessible. The likelihood of a protracted response and recovery effort will also place a heavy burden on staff and resources.

14.6 REGIONAL INTEGRATION OF THE RESPONSE

Wide-area Major Incidents may affect large parts of one or more regions, and therefore pose challenges in terms of communication, co-ordination and integration. Where a number of SCGs are established, they will need to work closely together to ensure the response is integrated and co-ordinated. There may be a role for the regional tier or devolved governments in supporting or co-ordinating the local response, and a Lead Government Department (LGD) may become involved.

14.7 CONSIDERATIONS FOR A WIDE AREA RISING TIDE MAJOR INCIDENT

Not all Major Incidents occur suddenly. The Major Incident management framework set out in this section is readily adaptable to slow-onset (or “rising tide”) Major Incidents such as a disruption to the supply of fuel. However in these circumstances it becomes more likely that the response will be led from the top-down rather than from the bottom-up, with SCGs being convened at the request of, and working within a strategic framework set by, central government. This is because in certain circumstances central government will be:

- a. Better sighted on an emerging risk (e.g. through intelligence reports, international liaison or access to specialist advice);
- b. Well positioned to maintain an overview of the situation as it develops (e.g. patterns of disruption or infection).
- c. Able to help ensure a coherent, integrated and robust response (ensuring that pre-emptive action is taken where necessary).

d. Able to provide effective top-down leadership of a Major Incident presumes robust and timely information flows both upwards and downwards. Regional Resilience Teams and the devolved administrations will play a crucial role in ensuring that this happens, activating the crisis management machinery described in chapter 9 of the CCA Emergency Response and Recovery guidance. There may be a particular role for these levels in co-ordinating the flow of information from utility providers which are unable, for resource or other reasons, to attend multiple SCGs in a wide-area Major Incident.

14.8 INTERNATIONAL MAJOR INCIDENT

Major Incidents overseas can also have similar implications for the UK and its citizens, and may impose challenging demands on local responders, for example the 2004 Asian tsunami. However, in such cases (e.g. natural disasters or large-scale evacuations) the effects are likely to be distributed geographically across the UK and are therefore unlikely to overwhelm the resources of a large number of responders. In these circumstances central government, working closely with the police and other agencies, will lead the response by liaising with international counterparts to arrange for the identification and repatriation of the dead, injured and survivors, and by communicating with the public.

15. REGIONAL RESPONSE STRUCTURES AND SUPPORT

15.1 TYPE OF SUPPORT

The scale of response necessary will vary according to the incident type. This ranges from deployment of a Government Liaison Officer (GLO) through to full activation of the Regional Civil Contingencies Committee (RCCC) in the most serious circumstances. The following provides an indication of the differing levels of response that can be brought into play and provides examples for illustrative purposes.

Regional support from the Government Office East Midlands (GOEM) comes in three stages:

- a. **COMMUNICATION-Government Liaison Officer/Team.** Provide a channel of communication to central government, will sit at the local SCG.
- b. **CO-ORDINATION Regional Co-ordination Group.** Ensure consistent passage of information between regional stakeholders and identify any regional issues.
- c. **CONTROL- Regional Civil Contingencies Committee.** Provides framework for a regional response where local arrangements have proved inadequate to deal with the scope of the incident.

15.2 GOVERNMENT LIAISON OFFICER/TEAMS

Government Liaison officers/teams Government Office East Midlands (GOEM) provides a channel of communication from the local response effort to central government. The liaison office/teams can either be tasked to attend SCG by GOEM, or can be asked to attend by the SCG chair.

a. **GOVERNMENT LIAISON OFFICER** The role of the Government Liaison Officer is to facilitate two way communications between central government and local responders, and to facilitate the provision of support. In most cases, the Government Liaison Officer will be a member of the Regional Resilience Team and will carry out the role from either the office or through deployment to the Strategic Co-ordinating Group (SCG). In some cases, a Major Incident may be managed effectively at bronze (operational) or silver (tactical) level but because of the nature of the incident e.g. one likely to generate a high level of media or ministerial interest, a Government Liaison Officer may still be appointed. In circumstances where there are multiple SCGs or a prolonged incident involving several SCG meetings the GLO is likely to be a section manager from the GOEM.

b. **GOVERNMENT LIAISON TEAM** Where the scale of the incident requires it, the Government Liaison Officer may be supported by other officials from the Government Office for the East Midlands and/or from a central government department(s) to form the Government Liaison Team. Where multiple Strategic Co-ordination Groups are established, Government Liaison Officers or Government Liaison Teams will be provided for each Strategic Co-ordinating Group.

15.3 REGIONAL CO-ORDINATING GROUP (RegCG)

a. **ACTIVATION** Whilst most Major Incident would be dealt with by local responders at the local level through SCGs, a regional Co-ordinating Group may be convened where the response to a Major Incident would benefit from some co-ordination or enhanced support at the regional level. **This is most likely when an incident affects three or more local police force areas**, or has the potential to do so. The RegCG is designed to facilitate a fast, flexible response to an actual or emerging emergency.

b. **MEMBERSHIP** A Regional Co-ordinating Group is convened to bring together appropriate representatives from local SCGs (e.g. the Chair or capability lead) where activated or relevant organisations if not (e.g. if the incident primarily affects local authorities, then it may be appropriate for only LAs to be represented at the RegCG).

c. **ROLE** The role of the RegCG is to:

- (1) Develop a shared understanding of the evolving situation (including horizon scanning).
- (2) Assess the Major Incident actual and/or potential impact.
- (3) Review the steps being taken to manage the situation, and any assistance that may be needed/ provided (e.g. support from COI).
- (4) Identify any issues which cannot be resolved at local or regional level and need to be raised at national level (e.g. niche capability gaps).

d. **CONVENING AND SUPPORTING A REGCG** The Government Office may, on its own initiative or at the request of local responders, or the Lead Government Department in consultation with the Cabinet Office and CLG, convene a RegCG. A Regional Co-ordinating Group is most likely to be facilitated via telephone or video conference though there may be occasions where a face to face meeting is more appropriate. The RegCG would normally be chaired by the Government Office Regional Resilience Team (RRT) unless otherwise agreed. Staff from the RRT would normally take the lead in confirming the attendance and the form the meeting would take.

e. The RRT would also draw up the agenda, circulate papers and other relevant information and provide the formal record of discussions and decisions. In some rare circumstances (e.g. where an emergency occurs on the border between two regions) it may make more sense for GOEM, in consultation with the Department of Communities and Local Government, to identify a lead region and invite representatives from the other affected areas to participate in one wider RegCG meeting rather than convene multiple RegCGs.

15.4 REGIONAL CIVIL CONTINGENCIES COMMITTEE (RCCC)

a. **ACTIVATION** An RCCC will only be established if it will add value to the response and recovery effort, and will not lead to unhelpful messages being given to the public and the media about the current status of an emergency. It is unlikely that a RCCC will be called in the event of a single site event, regardless of scale, as there would be a direct line of communication (facilitated through the Government Liaison Officer) between COBR and the SCG. The RCCC is unlikely to meet often and when they do there may still be benefit in using the RegCG framework to prepare the ground, or to steer developments between RCCC meetings. This should be determined locally on a case by case basis.

b. **MEMBERSHIP** A Regional Civil Contingencies Committee is a multi-agency group including representatives from across the region drawn from the emergency services, local authorities, Government Office for the East Midlands, and others as appropriate. The core membership is likely to be similar to that of the East Midlands Regional Resilience Forum but other agencies such as voluntary organisations, utilities, transport operators and other Category 1 and 2 responders could be invited, depending upon the circumstances.

c. Initially, the Regional Resilience Team will identify members depending on the nature of the incident. However, this will be done in consultation with the relevant Lead Government Department and any Strategic Co-ordinating Groups in operation. Membership will be reviewed regularly throughout the operation of the RCCC, with the general approach being to over-invite rather than under-invite.

d. By default, the RCCC will be chaired by the Regional Director of GOEM (or their nominated deputy). However, the Committee can agree another Chair if the circumstances merit (e.g. a Regional Director of Public Health, a senior police officer, a local authority Chief Executive).

e. **ROLE** The RCCC will be charged with improving the strategic co-ordination of the response to an emergency across a given region with a particular, but not exclusive, focus on consequence management and the recovery phase after an incident. This would normally only happen where

- (1) The local response has been or may be overwhelmed.
- (2) There is a need for a consistent , structured approach normally across **two or more regions**.
- (3) A regional approach is needed to oversee the recovery stage due to the extent and scale of the damage across the region.
- (4) Emergency measures have been taken under the Civil Contingencies Act 2004.

f. The precise role of an RCCC is likely to vary depending on the nature of the emergency at hand. However, generic aspects of the role are likely to include:

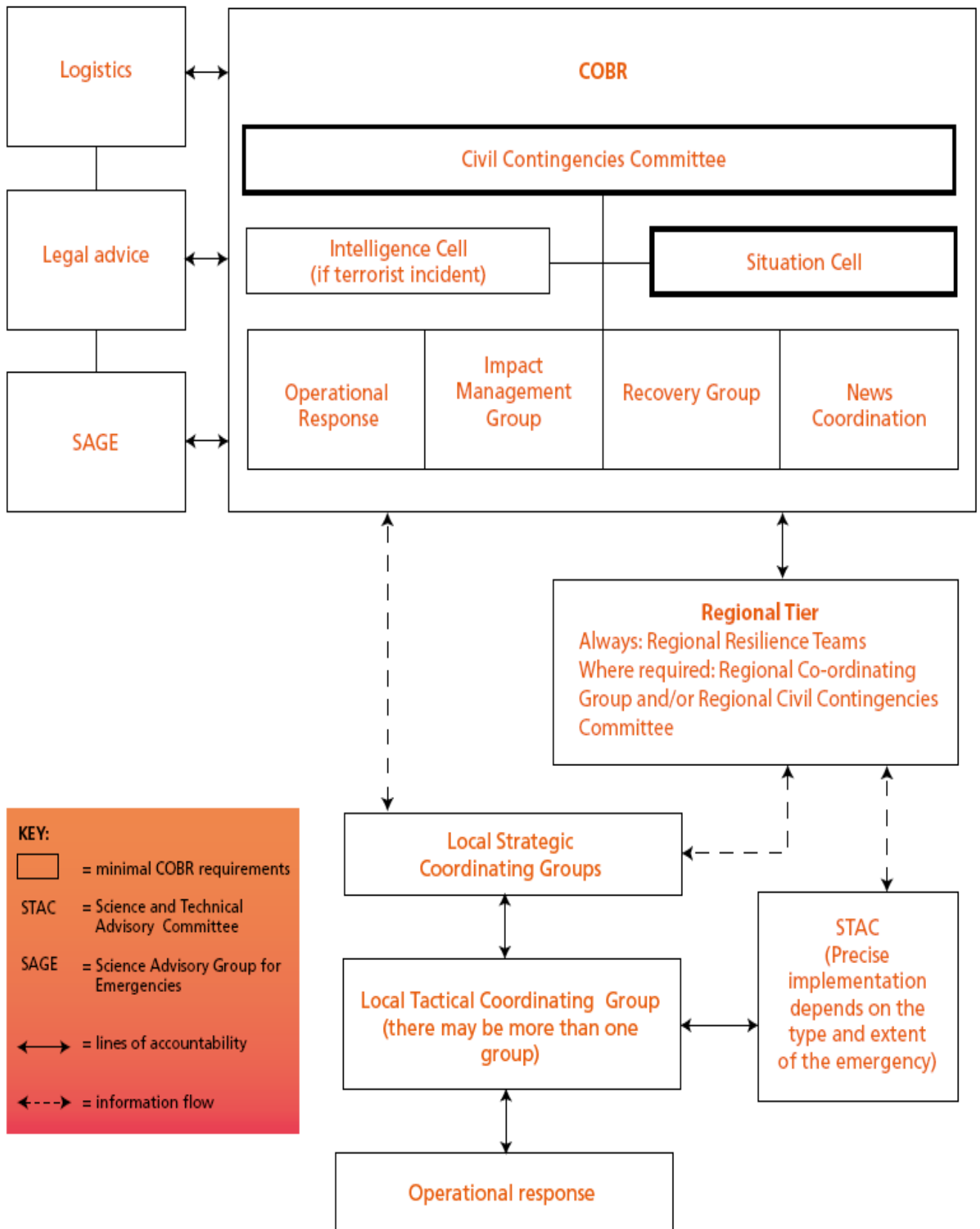
- (1) Advising on regional priorities and guiding the deployment of scarce resources across the region.
- (2) Facilitating mutual aid arrangements where appropriate within or between the regions.
- (3) Providing early warning of emerging major challenges and how they might best be addressed.
- (4) Ensuring an effective flow of communication between local, regional and national levels, including reports to the national level on the response and recovery effort.
- (5) Oversee the regional response to ensure it meets the needs of responders.
- (6) Ensuring the national input to response and recovery is co-ordinated with the local and regional response efforts.

g. **CONVENING AND SUPPORTING AN RCCC** An RCCC can be called at the request of the chair of the SCG or the Regional Resilience Director, with the agreement of the Lead Government Department. COBR, or the LGD in consultation with the Cabinet Office and CLG, can also instruct GOEM to establish a RCCC. The frequency of meetings will depend on the nature and location of the incident and will therefore be determined at the time.

h. **CROSS BORDER CONTROL** It may, in some rare circumstances (e.g. where an emergency occurs on the border between regions) make more sense for the Lead Government Department, in consultation with CLG and the Cabinet Office to identify a lead region and invite representatives from the other affected areas to participate in one wider RCCC meeting rather than convene two or more RCCCs.

- i. **LOCATION** The RCCC will normally be located at the Government Office for the East Midlands Region's main offices in Nottingham where it would be supported by the Government Office for the Region's Regional Operations Centre (ROC). RCCC members may bring a member of their support staff/staff officer with them who will be supported by GOEM (more specific details of the facilities available are contained in the GOEM Response Plan (available on the LRF website.)
- j. **RCCC CHAIR ROLE** GOEM will be responsible for chairing the RCCC and providing secretariat support to the RCCC when one is convened. This role includes performing the following tasks:
- (1) Agreeing a suitable location to host the RCCC.
 - (2) Notifying invitees of the date, time, purpose and likely duration of the meeting as well as details of other invitees.
 - (3) Organising name-plates for all attendees.
 - (4) Issuing the agenda.
 - (5) Ensuring that copies of any papers are circulated and/or available at the meeting.
 - (6) Taking brief minutes (action points only), and circulating within an hour of the end of the meeting.
 - (7) Ensuring that Cells or breakout groups have appropriate IT connections.
 - (8) Ensuring that video and teleconferencing facilities are available and functioning.
 - (9) Ensuring that GIS-based presentations are available.
 - (10) Providing suitable refreshments.
 - (11) Ensuring that there are operating links to any SCGs in the region and to Central Government.
 - (12) Copying all RCCC minutes to the Lead Department, Civil Contingencies Secretariat and department for Communities and Local Government.
- k. **FURTHER INFORMATION** Further information and guidance can be found in the East Midlands GENERIC REGIONAL RESPONSE FRAMEWORK document located on the LRF website-www.localresilienceforum.org.uk or via the GOEM office [REDACTED].

15.5 NATIONAL AND REGIONAL COMMAND STRUCTURE



16. CONSIDERATIONS FOR SPECIFIC TYPES OF INCIDENTS AND RESPONSES

16.1 TERRORIST INCIDENTS

The management framework for responding to, and recovering from, the consequences of a terrorist incident will be similar to that adopted in relation to non-malicious incidents. In relation to terrorism however, it may be necessary for the police to take executive action in respect of the entire incident. The impact of terrorist events on public confidence and the possibility of further attacks will make the provision of warnings, advice and information to the public particularly important.

16.2 EXOTIC ANIMAL DISEASE OUTBREAKS

Unlike most other major incidents and Major Incident responses, DEFRA is not only the Lead Government Department (LGD) but together with its executive agencies is directly responsible for both the local and national disease control response. In delivering the operational response, government establishes a National Disease Control Centre (NDCC) in London and one or more Local Disease Control Centres (LDCCs) and associated Forward Operations Bases (FOBs) close to the outbreak or incident. Details of the disease control response can be found in Leicestershire County Council, Leicester City Council and Rutland County Council Animal Diseases plans.

- a. Operational partners and stakeholders (including Government Offices) are represented at the LDCC and by their national representative bodies in the NDCC. These disease control structures are aligned with the Major Incident response structures described in the definitions section.
- b. Local Strategic Co-ordinating Groups (SCGs) may be established to manage the wider impacts of an outbreak on the local area (e.g. health, social, economic, environmental and public information). The Chair of the SCG and Animal Health Regional Operations Director (ROD) will work closely together. This will usually involve Animal Health providing briefings for members of the SCGs. This briefing would normally be provided remotely via situation reporting and additional briefing notes, as required. Where required however, it may involve the provision of a liaison officer to attend the SCG. For large scale outbreaks, regional arrangements may be activated

16.3 EVACUATION

a. In some circumstances it may be necessary to advise the public on whether they should evacuate a given area or remain and shelter indoors. Such circumstances include risks to life or health from:

- (1) Acts of terrorism.
- (2) Release or threatened release of radioactive materials or other hazardous substances.
- (3) Spread of fire.
- (4) Risk of explosion.

- (5) Damage caused by severe weather.
 - (6) Risk from serious flooding.
 - (7) Risk of environmental contamination.
 - (8) Transport failures.
- b. It is normally the police who recommend whether or not to evacuate and define the area to be evacuated. Their recommendation will take account of advice from other agencies.
- c. The police can only recommend evacuation as they have no power (**except within the inner cordon in response to a terrorist incident**) to require responsible adults to leave their homes.
- d. In any decision to evacuate or not, the over-riding priority must be the safety of the public and Emergency responders, and it is necessary to assess whether bringing people outdoors may put them at greater risk. Buildings can provide significant protection against most risks and the public may be safer seeking shelter in the nearest suitable building. Similarly, in the case of chemical, biological or radiological release, taking shelter would normally be the preferred option, at least initially. In the case of flooding, it may be safer to advise people to seek refuge in the upper storeys of a building rather than run the risk of being overcome by the flood waters.
- e. Multi-agency cooperation is a guiding principle for evacuation planning, The LLR LRF has specifically designed plans and training for evacuation of specific sites in the LLR area as well as a plan setting out the principles for evacuation. Please see the LRF website for further details.

16.4 ACTIVATION OF THE SCIENTIFIC TECHNICAL ADVISORY CELL (STAC)

- a. **ACTIVATION.** The Health Protection Agency (HPA) will act on behalf of the Regional Director of Public Health (RDPH) when establishing a STAC, whose responsibility is set out in the STAC Guidance¹. A request for the establishment of a STAC will be passed by the Police to the Regional Health Emergency Planning Advisor (R/HEPA) on call. They will contact the RDPH or deputy on call and appropriate Health Protection Agency and Primary Care Trust public health on call rotas and arrange for the provision of a STAC Chair and STAC Advisor. The STAC Chair will task the R/HEPA with contacting representatives of the organisations that they wish to be represented at the STAC.

A STAC may be called by the SCG: -

- (1) Following the formation of a Gold/Strategic command.

¹ Provision of scientific and technical advice in the strategic co-ordination centre – Guidance to local responders.
Cabinet Office April 2007

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NOT PROTECTIVELY MARKED

- (2) Following the formation of a Silver/Tactical command prior to the formation of a Gold/Strategic command,
- (3) Pre-emptively to support intelligence led by the appropriate police force activity.
- (4) Following a recommendation from a senior public health professional (i.e. National Health Service Regional Director of Public Health or the Health Protection Agency Regional Director.)

b. **LOCAL INCIDENTS** The setting up of a STAC to provide advice to a smaller scale local incident that does not warrant a SCG/Gold is not covered by the existing Cabinet Guidance. However it is recognised that such events can be complex and require coordinated health and scientific advice. In these incidents the PCT DPH may request a STAC through the RDPH or HPA Regional Director.

c. **MEMBERSHIP** Once the lead has been appointed they should work with the SCG to select the core membership of the STAC. Although not exhaustive the membership could include.

- (1) Emergency Service Technical advisers.
- (2) Site Operator Technical Advisers.
- (3) Health Protection Agency.
- (4) Primary Care Trust.
- (5) Strategic Health Authority.
- (6) Environment Agency.
- (7) Food Standards Agency.
- (8) Health and Safety Board.
- (9) Local Authorities(e.g Enviromental Health Officers).
- (10) Met Office.
- (11) Government Decontamination Service.
- (12) DEFRA.
- (13) Other.

16.5 USE OF AND CO-ORDINATION OF MULTI-AGENCY AIR LIFT ASSETS.

- a. Past events have shown that when a Major incident occurs, a number of air assets from differing agencies/organisations become involved in the response, e.g. Police helicopters, air ambulance, Military Search and Rescue etc. If these assets are not coordinated by a knowledgeable group they lose efficiency. As such, the Association of Chief Police Officers have developed a protocol for setting up Combined Air Cells.
- b. If the Major Incident involves the use of two or more air assets in the response to a Major Incident (air ambulance retrieval of casualties are not included in this provision), then the Chair of the group, via the Police Liaison Officer is to contact the EMASU (East Midlands Air Support Unit) and consult with them on setting up a Combined Silver Air Cell (CSAC). A member of EMASU will go to your location to act as a link to the CSAC. As with other outside agencies, that EMASU member will act as an advisor to you and will be your link to the air assets, who will act together put into action any of your requests.
- c. The EMASU will set up a base at [REDACTED], (or other suitable location) where the operational air assets will work together to achieve your tactical aim. At this location they will have fuel, mechanics, Liaison officers and other resources. All these assets will communicate with CMC (Contact Management Centre on talkgroup [REDACTED] or via the CSAC who will relay requests via HF/VHF radio.

17. ROLES & RESPONSIBILITIES OF CATEGORY 1 RESPONDERS

17.1 LEICESTERSHIRE CONSTABULARY

ROLE:

The police primary role will be to co-ordinate the activities of those responding to a land based sudden impact Major Incident at and around the scene.

RESPONSIBILITIES:

The primary areas of Police responsibility at a major incident are: -

- a. To assist in the saving of life and protection of property;
- b. To co-ordinate the Major Incident services response to an incident;
- c. Where practicable, to establish cordons to facilitate the work of the other Major Incident services in the saving of life, the protection of the public and the care of survivors;
- d. To secure, protect and preserve the scene and to control sightseers and traffic through the use of cordons;
- e. To oversee any criminal investigation;
- f. To facilitate inquiries carried out by the responsible accident investigation body;
- g. To process casualty information and have responsibility for identifying and arranging for the removal of the dead;
- h. To assist, where practicable, in the event of the agreed procedures for warning and informing communities at risk not being effective.

17.2 LEICESTERSHIRE FIRE AND RESCUE SERVICE

ROLE:

The primary role of the Fire and Rescue services in a Major Incident is the rescue of people trapped by fire, wreckage or debris.

RESPONSIBILITIES:

The primary areas of responsibility for Leicestershire Fire and Rescue Service at a major incident are:

- a. To save life and rescue trapped persons from fire, wreckage or debris.
- b. To contain and extinguish fires and undertake protective measures to prevent them.
- c. To prevent, contain and make safe spillage or release of chemicals, radioactive materials or other hazardous substances.
- d. To assist the Ambulance Service with casualty handling.
- e. To assist the Police with the recovery of bodies.
- f. To provide monitoring procedures in respect of health and safety of those persons operating within an established inner cordon.
- g. To carry out essential damage control operations, such as pumping out floodwater and salvage works, for which a charge may be levied.
- h. To assist other relevant agencies, particularly the local authority and Environment Agency, to minimise the effects of a major incident on the community.

17.3 EAST MIDLANDS AMBULANCE SERVICE

ROLE:

East Midlands Ambulance Service (EMAS) will have responsibility for co-ordinating the on-site NHS response and determining the hospital(s) to which injured people should be taken, which may depend on the types of injuries received.

RESPONSIBILITIES:

At the scene of a Major Incident, the Ambulance Incident Commander (AIC) will have overall responsibility for the work of the service. If necessary, the ambulance service will seek the attendance of a Medical Incident Commander (MIC). EMAS – in conjunction with the MIC and medical teams – endeavour to sustain life through effective emergency treatment at the scene, to determine the priority for release of trapped casualties and for decontamination in conjunction with fire and rescue services, and to transport the injured, in order of priority, to receiving hospitals. The Ambulance service may seek support from neighbouring Ambulance Trusts under Mutual Aid arrangements or the voluntary aid societies (e.g. British Red Cross and St John Ambulance) in managing and transporting casualties.

EMAS in accordance with its Generic Major Incident Plan will ensure:

- a. That an effective alerting procedure is carried out in regard to all relevant agencies, both NHS and external.
- b. An organised, cohesive Command & Control structure is established at the scene of an incident in regard to all medical/first aid response.
- c. A medical communications network is developed at the scene compatible with the requirements of the incident.
- d. The life saving treatment, care and decontamination is provided at the incident using the appropriately qualified personnel and other agencies where necessary.
- e. Sufficient ambulances and equipment to deal with casualties are available at the incident as soon as possible after notification has been received including mutual aid.
- f. Casualty triage is established to prioritise treatment and transportation to appropriate receiving hospitals.
- g. As the incident progresses, a steady flow of ambulances at the scene is available to transport casualties.
- h. Adequate local emergency cover is maintained throughout the normal area of operation.
- i. Full normal working is restored as soon as possible.
- j. The deployment if required of the Trusts HART (Hazardous Area Response Team) to provide medical intervention / support within the Hot Zone

17.4 LEICESTERSHIRE HEALTH AGENCIES – PRIMARY, COMMUNITY, UHL.

a. ACUTE TRUSTS (UNIVERSITY HOSPITALS OF LEICESTER)

In the event of an emergency resulting in large numbers of casualties, the ambulance service will designate receiving hospital(s) from appropriate local and regional resources. Hospitals with major accident and emergency units and specialist treatment centres (e.g. burns units) are usually selected. If an AIC requests the attendance of an MIC or specialist medical teams, it would be Acute Trust that provides this clinical response. This clinical response provides general support and specialist healthcare to casualties at the scene of the emergency. Normally, this resource would not be sought from a hospital that is identified as a receiving hospital

b. PRIMARY AND COMMUNITY CARE SERVICES

The provision of primary and community care covers a range of health professionals, including general practitioners, community nurses, health visitors, mental health services and pharmacists, many of whom would need to be involved, particularly during the recovery phase of an emergency.

In the early stages following an emergency, the focus would be on the follow up to injuries incurred at the incident, i.e. the continuing recovery of patients, and the post-traumatic stress caused by the event. Depending on the nature of the emergency, there may then be a requirement for more long-term health monitoring / surveillance. The PCTs ensure that these primary care services are engaged in NHS emergency preparedness activities.

c. PRIMARY CARE TRUSTS

Primary Care Trusts (PCTs) are responsible for commissioning healthcare services locally. Each PCT has a Director of Public Health (DPH) who is responsible for the health of the local population. Working closely with the Health Protection Agency (HPA) the DPH is responsible for ensuring a local health response to any public health emergency. **In the event of a STAC being required the DPH will usually chair this Cell in the first instance.**

d. INDEPENDENT HEALTHCARE ORGANISATIONS

Independent healthcare organisations are not covered by the CCA regime automatically. However, it is the responsibility of the PCTs that commission services from the independent sector to ensure those providers of care are engaged in the process of health resilience planning and any response to emergencies in their local area.

17.5 HEALTH PROTECTION AGENCY (HPA):

ROLE:

The HPA provides specialist health protection advice and support to NHS organisations. Ultimate responsibility remains with the PCT.

RESPONSIBILITIES:

The primary areas of responsibility during an Major Incident are:

- a. Provide specialist public health support and advice to NHS organizations, particularly Primary Care Trusts and the Regional Director of Public Health, and also other agencies involved in responding or managing the incident at a local, regional and national level.
- b. Provide impartial and authoritative advice to health professionals, other agencies and the public.
- c. Support the management of incidents and the Primary Care Trusts in co-ordination of the NHS response through attendance at control centers, multi-agency coordinating Groups etc.
- d. The HPA local and regional teams are the gateway to specialist advice, including advice regarding CBRN at national level (infectious diseases, chemicals, poisons, radiological nuclear incidents).
- e. HPA provides input into the Science and Technical Advice Cells (STAC). This is activated through the HPA East Midlands, HEPA 24/7 on call number (see ANNEX A)
- f. Provide specialist public health advice and support to PCT's in their work to monitor the long-term health effects of an incident.

17.6 LOCAL AUTHORITIES

ROLE:

- a. In an emergency Local Authorities will support the Emergency Services and other agencies with the provision of specialist resources and support for the affected community. In a response to an incident, Unitary authorities can operate in isolation providing the services required, whereas in the Two Tier authority response it will be important that the Upper and Lower Tier authorities work in close harmony to meet their statutory responsibilities and public expectations.
- b. It may be that an incident requires more resources than one authority can provide, in which case a mutual aid protocol exists between all local authorities within the LLR LRF area which can be implemented should the need arise.
- c. As an incident moves from the response to the recovery phase the relevant local authorities will take a lead coordinating role in respect of the rehabilitation of the community and restoration of the environment.

RESPONSIBILITIES:

The primary areas of responsibility for Local Authorities at a Major Incident are:

- a. Participate in the joint response to the incident.
- b. Provide specialist support and advice to the Emergency Services and other agencies in the areas of;
 - (1) Environmental Health.
 - (2) Structural Stability.
 - (3) Social Care and Welfare.
 - (4) Highways.
- c. Identification and provision of suitable facilities to be used as Emergency Centres.
- d. Assist in the identification and provision of facilities suitable for use as a Temporary Mortuary or Body Holding location.
- c. Provision of transport to convey evacuees and people otherwise displaced by the incident to appropriate centres.
- d. To lead and coordinate the response in the Recovery phase of an incident.
- e. Provide a lead in the identification and provision of Humanitarian Assistance and support.
- f. Provide liaison and a link into the Voluntary Sector and Faith/Community groups.
- g. Through Elected Members exercise a community leadership role and promote recovery within the wider community.

17.7 ENVIRONMENT AGENCY

ROLE:

At incidents involving actual or potential environmental damage, the EA will provide co-ordination and management of the environmental response to the incident.

RESPONSIBILITIES:

The primary areas of responsibility for the Environment Agency at a Major Incident are:

- a. Assess the risk of the incident to the people, environment and property.
- b. Prevent or minimise the impact of the incident on human health, the environment and property particularly where the risk is serious or immediate.
- c. Investigate and gather information and evidence for possible enforcement and legal action in accordance with its role as regulator.
- d. Ensure the owner/operator/polluter takes responsibility for the appropriate remedial actions.
- e. Where the source is not identified or the required action is not instigated by the owner/operator/polluter, consider what action to take in respect of remedial actions;
- f. Ensure remedial action is undertaken in an approved, professional and competent manner and not, in general, to do the work ourselves.
- g. Notify, warn or advise relevant stakeholders.
- h. Work effectively with external partners e.g. the Major Incident services.
- i. Recover the costs of the incident response and investigation at every opportunity.

18. ROLES & RESPONSIBILITIES OF CATEGORY 2 RESPONDERS

18.1 PUBLIC UTILITY COMPANIES

ROLE:

As a Category 2 responders under the CCA (2004) the utility companies are required to co-operate with Category 1 responders and as such the utility companies should work closely with the emergency services and local authorities in identifying the location of water, gas and/or electricity supplies and telecommunication assets to the incident site and then making safe and restoring any such utility supplies/assets.

RESPONSIBILITIES:

- a. To secure their services and equipment to ensure continuity of supply.
- b. To repair services disrupted by Major Incidents.
- c. To provide alternative means of supply during service disruption if life and health risks are identified.
- d. To advise local authorities and the communications media when disrupted services will be reinstated

19. OTHER SUPPORTING BODIES

19.1 ARMED FORCES

ROLE:

The primary role of the Armed Forces is the defence of the UK and its dependent territories.

RESPONSIBILITIES:

The Armed Forces hold certain niche capabilities that are made available to the Emergency Services under specific MOUs, such as air and ground Search and Rescue and Bomb Disposal. Other niche capabilities, such as specialist search, are likely to require repayment.

Other military capabilities could be made available to a civil response guided by the following 3 principles: -

- a. Military aid should only be provided where the need for someone to act is clear and where other options have been discounted. The use of other agencies, and the private sector must be otherwise considered as insufficient or be unsuitable.
- b. The Civil Authorities 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 Authorities have a capability, but the need to act is urgent and it lacks readily available resources.

In some circumstances arrangements for repayment to the Defence budget will be made. More information can be found in Joint Doctrine Publication 02 – The Defence Contribution to Resilience.

19.2 THE VOLUNTARY SECTOR AND FAITH GROUPS

ROLE:

The Voluntary sector and Faith groups can provide an extensive and diverse range of operational and support skills and services to statutory responders. Their role will depend on the situation and what capabilities and support they can provide.

19.3 SCIENTIFIC AND TECHNICAL ADVISORY CELL (STAC)

ROLE:

Once activated the STAC is to provide to the SCG timely and co-ordinated advice on scientific and technical issues.

RESPONSIBILITIES:

- a. Provide a common source of science and technical advice to the SCG chair and members and responder agencies' Strategic Commanders.
- b. Monitor and encourage the responding scientific and technical community to deliver on SCG's high-level objectives and immediate priorities.
- c. Agree any divergence from agreed arrangements for providing scientific and technical input.
- d. Pool available information and arrive, as far as possible, at a common view on the scientific and technical merits of different course of action.
- e. 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 effect of various mitigation strategies.

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- f. Identify other agencies/individual's with specialist advice who should be invited to join the cell in order to inform the response.
- g. Liaise with national specialist advisors from agencies represented in the cell and, where warranted, the wider scientific and technical community to ensure the best possible advice is provided.
- h. Liaise between agencies represented in the cell and their national advisors to ensure consistent advice is presented locally and nationally.
- i. Ensure a practical division of effort among the scientific response to avoid duplication and overcome any immediate problems arising.
- j. Maintain a written record of decisions made and the reasons for those decisions.

20. REQUESTS FOR MILITARY ASSISTANCE

20.1 WHAT THE MILITARY CAN PROVIDE

The Armed Forces national structure, organisation, skills, equipment and training can be of benefit to the civil authorities in managing the response to, and recovery from, Major Incident. This support is governed by the Military Aid to the Civil Authority (MACA) arrangements. The Ministry of Defence (MOD) joint doctrine publication Operations in the UK: the Defence Contribution to Resilience sets out the detailed rules and procedures governing the employment of the Armed Forces for MACA operations. Reserves, including Civil Contingencies Reaction Forces (CCRF's) can be deployed alongside regular service personnel. The Defence Contribution to Resilience includes templates for requesting military assistance. The solution to any military assistance requests will be determined by the availability of military resources and the commander judgement.

20.2 HOW TO ACTIVATE THEIR RESPONSE

The Army acts as the lead service for the MACA on land. The Regional Brigade Headquarters will be able to give advice and should be contact in the first instance. All Headquarters have 24-hour emergency contact telephone numbers. In the LLR LRF the current Joint Regional Liaison Officer (JRLO) is Lt. Colonel Andy McCombe who can be contacted on [REDACTED] or [REDACTED] on a 24hour 7 Day a week basis.

21. COMMUNICATIONS

21.1 INTER-AGENCY COMMUNICATION

Consideration must be given to how agencies/bodies communicate with one another during a Major Incident, what compatible systems they share and what risks are involved if the communications fail. Guidance for this can be found in the LRF Resilience Telecommunications plan which is currently in development.

21.2 WARNING AND INFORMING THE PUBLIC

It is crucial both prior to and during an event that warning and informing the public is considered. There is a dedicated LRF protocol on Communicating with the public to guide you through this process. It can be found on the member's webpage of the LRF website.

21.3 COMMUNICATIONS STRATEGY

The overarching communications strategy should be developed by the Communication Cell for the incident, as directed by the SCG/TCG. Guidance on how this cell operates and its remit can be found in the LRF protocol on Communicating with the public. It can be found on the member's webpage of the LRF website.

22. VULNERABLE PERSONS / GROUPS

22.1 The specific needs of vulnerable people/groups must be considered when responding to major incidents. Vulnerable people may be less able to help themselves in a Major Incident than self-reliant people. Those who are vulnerable will vary depending on the nature of the Major Incident, but plans should consider:

- a. Those with mobility difficulties (e.g. those with physical disabilities, health issues or pregnant women).
- b. Those with mental health difficulties and others who are dependent, such as children.
- c. Those for which English is not a first language.

Local Authorities and local Primary Care Trusts will be able to assist in the identification and locating of these people/groups.

For further guidance please refer to the LRF Vulnerable people plan, which is currently in development. This can be found on the LRF website in the member's area.

23. POST INCIDENT ACTIONS

23.1 Following the closure of the incident the following actions should be undertaken:

- a. A formal debrief should be undertaken in line with standard LRF procedures.
- b. A lessons identified report should be issued and LRF plans should be reviewed in light of any lessons identified.
- c. A report to the LRF and if required GOEM or other central government organisations as appropriate should be made via the LRF Resilience Team;
- d. A review of actions taken to address issues arising from the de-brief must be undertaken within the subsequent twelve months.

23.2 Individual Agencies should also conduct their own internal de-briefs although they will be expected to co-operate fully in any multi-agency debriefing process.

24. TRAINING & EXERCISING

24.1 Exercising of the plan will take place via the set exercises in 2010. This plan should act as the foundation for any response and thus should be the first point of consideration for those being exercised.

25. FURTHER INFORMATION

25.1 AUTHOR CONTACT DETAILS

Questions relating to this procedure should be directed to the LRF Office on 0116 305 6101

25.2 FURTHER READING

Please see below.

LRF Website	www.localresilienceforum.org.uk
UK Resilience	www.cabinetoffice.gov.uk/ukresilience.aspx
Major Incident Planning College	www.epcollege.gov.uk
Civil Contingencies Act (2004)	Available for download on the UK Resilience website
Civil Contingencies Act (2004) – A Short Guide	Available for download on the UK Resilience website
Major Incident Preparedness (Guidance on Part 1 of the CCA (2004))	Available for download on the UK Resilience website
Major Incident Response and Recovery Non-statutory guidance to complement Major Incident Preparedness	Available for download on the UK Resilience website

25.3 SUPPORTING LRF PLANS

A comprehensive list of all LRF plans can be found in the LRF website in the member's area.

25.4 REFERENCES

- a. Major Incident Preparedness (Guidance on Part 1 of the CCA (2004))
- b. Major Incident Response and Recovery Non-statutory guidance to complement Major Incident Preparedness.
- c. Association of Chief Police Officers (ACPO) 2009 Guidance on Emergency Procedures.
- d. Roles and Responsibilities created from each agencies/organisations own standard operating procedures documents.

26. GLOSSARY & ACRONYMS

CBRNE	Chemical, Biological, Radiological, Nuclear and Explosives
CCA	Civil Contingencies Act (2004)
CCS	Civil Contingencies Secretariat
CMC	Contact Management Centre
CSAC	Combined Silver Air Cell
COBR	Cabinet Office Briefing Rooms
Defra	Department for the Environment, Food and Rural Affairs
EMASU	East Midlands Air Support Unit
GDS	Government Decontamination Service
GNN	Government News Network
GOEM	Government Office for the East Midlands
HAC	Humanitarian Assistance Centre. A one-stop-shop for survivors, families, friends and all those affected by the Major Incident, through which they can access support, care and advice.
LGD	Lead Government Department. Government department which, in the event of an Major Incident, coordinates central government activity. The department which will take the lead varies depending on the nature of the Major Incident. The Government regularly publishes a full list of LGDs.
LLR	Leicester, Leicestershire and Rutland
LRF	Local Resilience Forum
MACA	Military Aid to the Civil Authorities
OCT	Outbreak Control Team
RCCC	Regional Civil Contingencies Committee. A committee which meets during an Major Incident when a regional response or other action at regional level is required.
RegCG	Recovery Coordinating Group
SCG	Strategic Coordinating Group
STAC	Science and Technical Advice Cell
TCG	Tactical Coordinating Group
USAR	Urban Search And Rescue
CLG	Department for Communities and Local Government
GOEM	Government Office East Midlands

27. INDEX OF ANNEXES

- a. **ANNEX A** LRF CONTACT LIST.
- b. **ANNEX B** LA STRUCTURE AND FUNCTION.
- c. **ANNEX C** AUDIO CONFERENCING PROTOCOL.
- d. **ANNEX D** LOGISTICS SUPPORT CELL.

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LRF CONTACT LIST	ANNEX A
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Internal Contact List only available to internal LRF contact members.

LOCAL AUTHORITY STRUCTURE AND FUNCTION	ANNEX B
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There are two types of Local Authority (LA) within the LLR LRF area, Single Tier (Unitary) and Two Tier.

Single Tier (Unitary) - This type of authority is responsible for provision of all services to the community it serves.

Two Tier (County, Districts and Boroughs) - In this system the provision of services is divided between the two types of authority, upper or lower tier as indicated in the table below.

LA MAIN FUNCTIONAL RESPONSIBILITIES

Unitary Authorities - Leicester City & Rutland	Leicestershire County Council (Upper Tier)	Districts & Borough Authorities (Lower Tier)
Emergency Management	Emergency Management	Emergency Management
Childrens Services	Childrens Services	Environmental Services
Adult Social Care	Adult Social Care	Leisure
Education	Education	Housing and Elderly Persons Services
Strategic Planning	Strategic Planning	Refuse Collection
Regeneration	Regeneration	Burial Services
Transport	Transport	Planning Control
Trading Standards	Trading Standards	Street Management
Bereavement and Registration Services	Waste Disposal	Building Control
Coronial Services	Registration Services	Enforcement
Building Control	Coronial Services	Community Safety
Legal Services	Legal Services	Legal Services
Planning Control	Property Services	
Library and Museums	Library and Museums	
Waste Disposal/Cleansing	Highways	
Property Services		
Housing Services		
Street Management		
Enforcement		
Community Safety		
Leisure Services		
Environment Services		
Highways		
Traffic Management/ATC		

TELECONFERENCING PROTOCOL

ANNEX C

INTRODUCTION

1. The LRF has set up an Audio Conference facility with BT. This facility will enable meetings to take place during major incidents where it is not practicable for everyone to travel to one venue.

HOW IT WORKS

2. The Chair of the meeting will send out a meeting invite with the time and date of the meeting along with a telephone number and password. The Chair of the meeting will dial into the number and enter their password to set up the meeting. Until the Chair has logged in, other participants will hear music. At the allotted time, participants should telephone the number given and enter the password. This will allow all of the participants to be able to speak to one another and hear each other.

COSTS

3. This facility is free to set up and is charged on a pay as you go basis. Participants to the meeting will be charged their usual local connection rate by their telephone company to dial into the conference. The LRF will be charged an additional 6p per minute per participant.

ORGANISATION

4. To use this facility, please contact the Leicestershire County Council Resilience Team 24/7 pager number on [REDACTED].

CONFERENCE CALL MEETING PROTOCOL

5. The protocol below should be followed.

- a. Ensure an agenda is distributed by fax/email prior to the call
- b. Take a role call at the beginning of the meeting
- c. Ask participants to identify themselves each time they speak
- d. Participants should not interrupt each other – one person to speak at a time
- e. If dialling in from a speaker phone, participants should mute their phone while they are not speaking to avoid background noise being picked up and disturbing the meeting

LOGISTICS SUPPORT CELL

ANNEX D

1.1 A Logistic Support Cell (LSC) can be requested by the Tactical Co-ordinating Group (TCG) or the Strategic Co-ordinating Group (SCG) if it is deemed necessary that the requests for resources and logistical support will need a sustained focus to allow for the TCG/SCG to concentrate upon their function with regards to the incident.

The LSC responsibilities are to;

- provide logistical support for the response operation;
- co-ordination, management, documentation of supplies and resources.

Resources, although not an exhaustive list, may include facilities, transportation supplies, equipment maintenance, food, water, shelter, staffing support (including Voluntary Agencies), and any services and material in support of the incident.

It is important that this LSC consists of the correct membership so that resources/supplies can be easily resourced and coordinated. The group should consist of relevant officers, as appropriate, from the following:

Police, Fire & Rescue Service, Health Authorities, Local Authority, Voluntary Sector.
Any other agency necessary – depending on incident

2. ACTIVATION

2.1 The LSC will be activated when it becomes clear that the normal avenues of requests for resources are not sufficient:

- a. The acquisition of Resources and Logistics needs co-ordination of effort, allowing the TCG to focus on incident management;
- b. Normal supplies are not available, there are insufficient quantities available and/or in required timelines.
- c. Specialist equipment (not stocked) is required.

When activating the LSC the initial considerations are that it will be **Chaired** by the Local Authority.

Potential Locations (due to the ICT available) are:

Romulus Court, Meridian Business Park, Meridian East, Leicester, LE19 1YG	Wellington House, Wellington Street, Leicester, LE1 6HL
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If unavailable an appropriate building suitable for holding meetings will suffice.

The Chair and/or the Location of the LSC will be flexible after the initial call depending upon the nature of the incident.

3. OPERATIONAL GUIDELINES

3.1 It is important to recognise that the incident may continue for a considerable amount of time, so ensure that group members can be substituted when needed.

SUGGESTED AGENDA FOR LOGISTIC SUPPORT CELL

1.	Welcome and Introductions Each member of the group to introduce themselves to the others, which organisation they are from and in what capacity they are at the meeting.	Group Members
2.	Brief on the Incident Brief outline to the group on the incident and purpose or the Logistic Support Cell, outlining objectives.	Chair
3.	Immediate Actions Required Allocation of Roles, Responsibilities and Tasks	Chair
4.	Cell is operational, performing requested functions	Group Members
5.	Brief / Debrief Ensure that a group debriefing is held at the end of the incident. Ensure the Group Member Substitutes are briefed as necessary.	Chair Group Members

3.2 ROLES AND RESPONSIBILITIES

The Logistic Support Cell will require officers fulfilling various roles within the cell. These roles may vary depending upon the incident.

Suggested Roles and Responsibilities

Logistic Co-ordinator/Chair (Suggest LA lead)

The Logistic Co-ordinator/Chair ensures that all resources are acquired and delivered where necessary in a timely manner plus ensuring that there is adequate provision of resources should the incident become protracted.

In smaller incidents the Logistics Co-ordinator may also be responsible for financial and cost analysis aspects of the incident (see Financial Coordinator duties).

Equipment Officer/s

Source the necessary equipment / materials, making sure that they are appropriate for the task and if necessary ensure replacements and continuous supply for as long as required.

Human Resources Officer / Resource Planner

Co-ordinates employee recall needs, arranges for the recruitment and orientation of any temporary employees, registers and assigns all volunteer workers and technical experts and specialists, initiates and maintains records on use of volunteers. Processes all personnel related matters.

Transportation Officer

Ensures that any equipment, materials and or personnel get to where they are required, when they are required.

Also may need to provide transportation for emergency personnel, medical operations, and evacuation requests.

Facility Officer

Responsible for sourcing various facilities for use if necessary. Setting up the storage of equipment, supplies etc. and possibly rest and shelter areas.

Finance Coordinator

Keeping track of financial matters related to the emergency. Ensuring that any purchase authorisation and relevant documentation is employed. Ensure that all expenses are tracked and that complete and accurate records are provided for documentation, using the correct accounting system.

Health & Safety Advisor

Will ensure that all responsibilities under Health & Safety Legislation are met in full.

This list is not exhaustive. Other Roles may be necessary.

3.3 OPERATIONAL DECISIONS

The following factors should be taken into account when considering priorities of resources requested:

What is required?

Who requires it?

Where is it required?

When is it required?

How to obtain / transport it?

Consider 4 D's

1. **D**estination
The actual place along with its infrastructure, weather, terrain, limiting factors (i.e. loading of bridges, weight limits on roads, dangerous materials) etc.
2. **D**istance
Actual distance but also including time factors to reach there, i.e. 3 hours by road under normal conditions, 4 hours by road in inclement weather, impossible to reach without special mobility vehicles, boats, aircraft etc.
3. **D**uration
Overall time that supply is required; don't forget business continuity/contingency plans if it extends.
4. **D**emand
How much, why, source, to who, how often and alternatives

Necessary 3 R's

1. **R**eports
What reports should you be displaying / producing? (Critical shortages)
2. **R**eturns
What returns are you expected to produce and to who? (TCG, SCG)
3. **R**ecords
Who is keeping a Log/Record? (Decision Log)

Remember, the resource is urgent to the person requesting, but it is the LSC responsibility to access priority and inform TCG/SCG.

3.4 ACQUIRING RESOURCES

Emergency supplies can be classified into two groups:

1. Common supplies used in a number of types of emergency e.g. beds, blankets, food;
2. Items that are unusual or of a unique nature specific to the type of incident e.g. high volume pumps.

Common supplies are usually readily available via normal appropriate suppliers, whilst the unusual or unique may be less commonly available.

LRF Partners should be the initial source for acquiring resources. If it transpires that what is required isn't available via any LRF partner then the resource will need to be obtained for businesses outside of the LRF. This will require procurement agreements and purchase order forms etc to be raised, authorised and signed before the resource is released.

The H&S implications for a Logistic Support Cell could be very broad and anyone procuring equipment or services must ensure that the H&S at Work Act and any Regulations made under the act are complied with. Generally the requirements will be:

1. Is the equipment fit for purpose?
2. Are risk assessment and method statements in place?
3. Are the Provision and use of Work Place Equipment Regulations complied with?
4. Are Personal Protective Equipment Regulations complied with?
5. Are staff and operator trained and competent?

This is most helpful when making logistical decisions regarding the co-ordination of resources and will at least give a starting point for the acquisition of these resources.

The user must bear in mind that when taking ownership of equipment they are aware of any requirements regarding maintenance, servicing, general care and any damage to that equipment.

4. POST INCIDENT ACTIONS

4.1 Following the closure of the incident the Logistic Support Cell will undertake a de-brief and the following actions should be undertaken:

- A lessons identified report should be issued and LRF plans should be reviewed in light of any lessons identified;
- A report to the LRF and if required GOEM or other central government organisations as appropriate should be made via the LRF Office; and
- **A review of actions taken to address issues arising from the de-brief must be undertaken within the subsequent twelve months**

Individual Agencies should also conduct their own internal de-briefs although they will be expected to co-operate fully in any multi-agency debriefing process.

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SYNCHRONISATION MATRIX

Time Line								
Event / Incident	2hrs	4hrs	6hrs	8hrs	10hrs	12hrs		
Resource or Location etc.								

A method of recording resource movements, decisions etc.