

# ROLES AND RESPONSIBILITIES

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## **INTRODUCTION**

What follows is an explanation of the core responsibilities of each agency.

## **KEY PRINCIPLES & DEFINITIONS**

Part 1 of the Civil Contingencies Act 2004 (CCA) and supporting Regulations and Statutory Guidance (“Emergency Preparedness”) establish a clear set of roles and responsibilities for those involved in emergency preparation and response at the local level. The Act divides local responders into two categories, imposing a different set of duties on each.

Those in Category 1 are those organisations at the core of the response to most emergencies (e.g. emergency services, local authorities, National Health Service (NHS) bodies). Category 1 responders are subject to the full set of civil protection duties. They will be required to:

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

Category 2 organisations (e.g. Health and Safety Executive, transport and utility companies), “co-operating bodies”, are less likely to be involved in the heart of planning work but will be heavily involved in incidents that affect their sector. Category 2 responders have a lesser set of duties - cooperating and sharing relevant information with other Category 1 and 2 responders.

Category 1 and 2 organisations come together to form Local Resilience Forums (LRFs) (based on police areas) which help Co-ordination and cooperation between responders at the local level. In Scotland, they are called Strategic Co-ordinating Groups (SCG) within both the planning and response phases.

## **Business Continuity Management (BCM)**

Many of the disruptive threats which require a multi-agency response will in themselves necessitate the implementation of all agencies’ respective business continuity plans.

The Critical Services of the Cumbria Resilience Forum (CRF) are found at Annex A.

## **RESPONSIBILITIES**

### **Category 1 Responders<sup>1</sup>**

#### **Police Services**

The police will normally co-ordinate the activities of those responding to a land-based sudden impact emergency, at and around the scene. There are however exceptions, for example the Fire and Rescue Service would co-ordinate the response at the scene for a major fire.

For the police, as for other responders, the saving and protection of life is the priority. However they must also ensure the scene is preserved, so as to safeguard evidence for subsequent enquiries and, possibly, criminal proceedings. Once lifesaving is complete, the area will be preserved as a crime scene until it is confirmed otherwise (unless the emergency results from severe weather or other natural phenomena and no element of human culpability is involved).

The police oversee any criminal investigation. Where a criminal act is suspected, they must undertake the collection of evidence, with due labeling, sealing, storage and recording. They facilitate inquiries carried out by the responsible accident investigation bodies, such as the Health and Safety Executive or the Air, Rail or Marine Accident Investigation Branches. If there is the possibility that an emergency has been caused by terrorist action, then that will be taken as the working assumption until demonstrated otherwise.

Where practical, the police, in consultation with other emergency services and specialists, establish and maintain cordons at appropriate distances. Cordons are established to facilitate the work of the emergency services and other responding agencies in the saving of life, the protection of the public and property and the care of survivors.

Where terrorist action is suspected to be the cause of an emergency, the police will take additional measures to protect the scene (which will be treated as the scene of a crime) and will assume overall control of the incident. These measures may include establishing cordons to restrict access to, and require evacuation from, the scene, and carrying out searches for secondary devices.

All agencies with staff working within the inner cordon remain responsible for the health and safety of their staff. Each agency should ensure that personnel arriving at the scene have appropriate personal protective equipment and are adequately trained and briefed. Health and safety issues will be addressed collectively at multi-agency meetings on the basis of a risk assessment. If it is a terrorist incident the police will ensure that health and safety issues are considered and this will be informed by an assessment of the specific risks associated with terrorist incidents.

Footnote:

<sup>1</sup> Emergency Response & Recovery Non Statutory Guidance Accompanying the Civil Contingencies Act 2004

The police process casualty information and have responsibility for identifying and arranging for the removal of fatalities. In this task, they act on behalf of HM Coroner, who has the legal responsibility for investigating the cause and circumstances of any deaths involved.

Survivors or casualties may not always be located in, or immediately around, the scene of an incident. It is, therefore, important to consider the need to search the surrounding area. If this is necessary, the police will normally co-ordinate search activities on land. Where the task may be labour intensive and cover a wide area, assistance should be sought from the other emergency services, the Armed Forces or volunteers.

Geographical Information System (GIS) officers will be made available where possible to assist with any significant incidents within the multi-agency forum.

### **Fire and Rescue Services (FRS)**

The primary role of fire and rescue services in an emergency is the rescue of people trapped by fire, wreckage or debris. They will prevent further escalation of an incident by controlling or extinguishing fires, rescuing people and undertaking other protective measures. They will deal with released chemicals or other contaminants in order to render the incident site safe or recommend exclusion zones. They will assist other agencies in the removal of large quantities of flood water. They will also assist ambulance services with casualty-handling, and the police with the recovery of bodies.

In some areas there are agreements between fire and rescue and the police for controlling entry to cordons. Where this is the case fire and rescue are trained and equipped to manage gateways into the inner cordon and will liaise with the police to establish who should be granted access and keep a record of people entering and exiting.

Although the National Health Service is responsible for the decontamination of casualties, fire and rescue services will, where required, undertake mass decontamination of the general public in circumstances where large numbers of people have been exposed to chemical, biological, radiological or nuclear substances. This is done on behalf of the National Health Service, in consultation with ambulance services.

### **Ambulance Services**

As part of the National Health Service, Ambulance Trusts have the responsibility for responding to and co-coordinating the on-site National Health Service response to short notice or sudden impact emergencies. This includes identifying the receiving hospital(s) to which injured people should be taken, which depending on the types and numbers of injured, may include numerous hospitals remote from the immediate area where the incident has occurred. The person with overall responsibility for this,

at the scene of an emergency, is the Ambulance Incident Commander (Ambulance Incident Commander).

If necessary, the Ambulance Incident Commander may seek the attendance of a Medical Incident Commander and/or mobilise specialist medical teams, for instance Medical Emergency Response Incident Teams. Both the Medical Incident Commander and these specialist medical teams would come from across the local National Health Service.

Ambulance Trusts, in conjunction with the Medical Incident Commander, medical teams and other emergency services, endeavor to sustain life through effective prioritisation of emergency treatment at the scene. This enables the Ambulance Incident Commander to determine the priority for release of trapped, treatment and where necessary, decontamination of casualties. This will allow patients to be transported in order of priority, to receiving hospitals. Ambulance services may seek support from other organisations specifically the third sector (e.g. British Red Cross, St John Ambulance) in managing and transporting casualties. If these resources are deployed, these organisations would work under the direction of the Ambulance Trust.

## **NHS England**

NHS England commissions specialised health services primary care services, offender healthcare and health services for members of the armed forces. It has 27 area teams but acts as one single organisation operating to a common model with one board.

NHS England is a Category 1 responder under the Civil Contingencies Act 2004. The organisation must maintain an ability to take command and control of the NHS at the most appropriate level if required. This is to ensure a consistent response to the public, but also to support local organisations in their response.

NHS England Area Team is responsible for ensuring the NHS has integrated plans for emergencies in place across the local area. Where appropriate they will develop joint emergency plans with Public Health England and local authorities.

**They are responsible for the local roll-out of Local Health Resilience Partnerships (LHRP)**

## **NHS Acute Trusts and Foundation Trusts**

Hospitals are managed by Acute Trusts and Foundation Trusts in England and by Local Health Boards in Wales. In the event of an emergency resulting in large numbers of casualties, the ambulance service will designate receiving hospital(s) from one of these organisations. Hospitals with major accident and emergency units and specialist treatment centres (e.g. burns units) are usually selected. If an Ambulance Incident Commander requests the attendance of a Medical Incident Commander or specialist medical teams, it would be Acute Trusts in England and Local Health Boards in Wales that provides this clinical response. This clinical response provides general support and specialist healthcare to casualties at the scene of the emergency.

## **NHS Primary and Community Care Services**

The provision of primary and community care covers a range of health professions, 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 of an emergency, primary and community care resources and staff may be mobilised to support acute and non- acute trusts.

Staff may be required to attend the evacuee reception centre to assess the effects of an incident on, and consider the needs of, vulnerable people such as children, the elderly, medically dependent or physically or mentally vulnerable people. They may provide health care and assistance to displaced people.

Community providers have an important role in delivering a local, community based response in emergencies and during peak times such as winter and periods of hot weather. They also have an important role in managing surge during periods of high pressure such as winter and the long term recovery of communities following an emergency or major incident. Because their resources are often spread over a wide area, it is essential that community providers have a robust structure for command and control.

## **Public Health England (PHE)**

Public Health England (PHE) is responsible for advising on the protection of the public from significant hazards. It is therefore heavily involved in the planning and response for major incidents relating to Chemical, Biological, Radioactive or Nuclear (CBRN) materials and will advise on how to protect members of the public from those hazards and how to manage members of the public who have been exposed to them.

Public Health England has a limited service delivery role. However, there is a close relationship between Public Health England, local authorities and community health trusts and the public health teams within the Local Authority.

Public Health England has additional responsibilities including:

- Advocating for public health
- Supporting and ensuring professional development for public health
- Jointly appointing (with local authorities) local Directors of Public Health.
- Taking a lead role in relation to certain public health issues including immunisation and screening.

In the event of a Scientific and Technical Advice Cell being required, contact must be made with the Public Health England.

Public Health England is an Executive Agency of the Department of Health and as such has operational autonomy to advise Government, local authorities and the NHS

in a professionally independent manner. PHE is a Category 1 responder under the Civil Contingencies Act 2004.

### **Port Health Authorities (PHA)**

These are separately constituted local authorities in England that carry out a range of functions at seaports and airports. Their primary duties in an emergency relate to the control of infectious disease, environmental protection, imported food control and hygiene on vessels. In some instances, they are part of a local authority, in others they may be a joint board of local authorities serving a number of ports in a harbour, or a single authority carrying out the function across the districts of a number of local authorities. They work closely with the Health Protection Agency (HPA), Food Standards Agency (FSA), Maritime and Coastguard Agency (MCA), Department for Environment (DoE), Food and Rural Affairs (FRA), Welsh Assembly Government (WAG) and the National Public Health Service for Wales.

### **Independent Healthcare Organisations**

Independent healthcare organisations are not covered by the Civil Contingencies Act (CCA) regime automatically. However, it is the responsibility of those National Health Service (NHS) organisations 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. In addition, some ambulance services have links with local private ambulance services for the deployment of agreed resources as required in the event of an emergency.

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

Maritime Coastguard Agency (MCA) is an executive agency of the Department for Transport (DoT). The Maritime Coastguard Agency's (MCA) Directorate of Maritime Services includes HM Coastguard (responsible for civil maritime search and rescue) and the Counter Pollution and Response Branch.

The primary responsibility of HM Coastguard (HMC) is to initiate and co-ordinate civil maritime search and rescue within the UK Search and Rescue Region. This includes mobilising, organising and dispatching resources to assist people in distress at sea, or in danger on the cliffs or shoreline, or in certain inland areas. HM Coastguard (HMC) may assist other emergency services and local authorities during civil emergencies, such as flooding, at the specific request of the police or local authority. The Counter Pollution and Response Branch is responsible for dealing with pollution at sea, and assists local authorities with shoreline clean-ups.

Co-located with the Maritime Coastguard Agency (MCA) is the Secretary of State's Representative. This representative is empowered under merchant shipping legislation to intervene on behalf of the Secretary of State for purposes relating to safety or pollution in respect of ships, given certain conditions. This includes powers to give directions. Their representative has similar powers regarding pollution from offshore oil and gas installations.



The Maritime Coastguard Agency's (MCA) emergency response and recovery roles are further explained in the Search and Rescue Framework for the United Kingdom and the National Contingency Plan for Marine Pollution.

## **Local Authorities**

There are two types of local authority structure in England: single-tier and two tiers.

In the two-tier system, a county council and several district councils divide responsibilities for local authority services. County councils are responsible for running children's services (which includes children's social services and education) and adult social care.

The county council has responsibility through the Director of Public Health for providing leadership for the public health system within the local authority area. This includes ensuring that plans are in place to protect the health of the population. The Director of Public Health will provide initial leadership with Public Health England for the response to public health incidents and emergencies within the local authority area.

Other functions of the county council include strategic planning, regeneration, transport and roads, libraries, refuse disposal and trading standards.

District councils are responsible for leisure, environmental health, housing, planning control and refuse collection. In the single-tier system, one authority is responsible for all local authority functions. In Wales there is a single tier structure of local government with 22 unitary authorities.

Local authorities play a critical role in civil protection. They have a wide range of functions that are likely to be called upon in support of the emergency services during emergency response and recovery. Local authorities are one of the main bodies representing the community and their role in emergency response and recovery largely reflects this.

The local authority will play an enabling role in close collaboration with a wide range of bodies who are not routinely involved in emergency response (e.g. Regional Development Agencies in England, building proprietors and land owners).

In particular, the local authority will work with partners to:

- provide immediate shelter and welfare for survivors not requiring medical support and their families and friends via Evacuation, Rest, Humanitarian and other Centres to meet their immediate to short term needs.
- provide medium to longer-term welfare of survivors (e.g. social services support and financial assistance which may be generated from appeal funds and also provide help-lines which should answer the public's questions as a one stop shop). Local authorities have a large part in

addressing community needs via drop-in centres and organising anniversaries and memorials as part of the recovery effort

- provide Investigating and Enforcement Officers under the provision of the Food and Environment Protection Act 1985 as requested by Defra;
- facilitate the inspection of dangerous structures to ensure that they are safe for emergency personnel to enter;
- clean-up of pollution and facilitate the remediation and reoccupation of sites or areas affected by an emergency;
- liaise with the coroner's office to provide emergency mortuary capacity in the event that existing mortuary provision is exceeded.
- co-ordinate the activities of the various voluntary sector agencies involved and spontaneous volunteers;
- may provide catering facilities, toilets and rest rooms for use by all agencies in one place, for the welfare of emergency response personnel in the event of a protracted emergency. This will depend on the circumstances and available premises;
- lead the recovery effort, which is likely to carry on for a considerable time and is likely to involve many organisations who are not ordinarily involved in, or used to the speed and scale of the recovery effort.
- Geographical Information System (GIS) officers will be made available where possible to assist with any significant incidents

Local authorities should consider and plan for the roles of both officers and elected members in emergency response and recovery. Experience has shown that where their respective roles have not been established prior to an emergency, or where agreed roles are exceeded or disregarded, then the coherence of the local authority's position is undermined. Local authorities should ensure that they have plans and procedures to inform their elected members of risks and emergencies, ensure the safety of elected members, avoid issuing contradictory or unconfirmed information to the media and the public, avoid duplication of effort and prevent unnecessary additional workload for officers responding to the incident.

### **Environment Agency (EA)**

The Environment Agency (EA) is the leading public body for protecting and improving the environment in England and Wales. As an environmental regulator, with a wide range of roles and responsibilities, it responds to many different types of incident affecting the natural environment, human health or property.

The Environment Agency's (EA) main priorities, during the response and recovery phases are to:

- prevent or minimise the impact of the incident;
- investigate the cause of the incident and consider enforcement action;
- seek remediation, clean-up or restoration of the environment.

The role of the Environment Agency (EA) at an incident depends on the nature of the event. For example:

- In a flood event, it focuses on operational issues such as issuing flood warnings, predicting the location, timing and magnitude of flooding and operating its flood defence assets to protect communities and critical infrastructure.
- In a pollution incident, it will seek to prevent/control and monitor the input of pollutants to the environment. In emergencies involving air pollution the Environment Agency (EA) will co-ordinate a multi-Agency Air Quality Cell to provide interpreted air quality information.
- In other emergencies (such as animal disease outbreaks), its principal role is usually to regulate and provide advice and support on waste disposal issues.

## **Category 2 Responders**

### **Utilities, Telecommunications and Transport Providers**

There is a wide range of private sector bodies that, while not routinely involved in the core of multi-agency emergency response and recovery work, will have an important role in the response to, and recovery from, emergencies affecting their sectors. They include:

- gas and electricity transmitters and distributors;
- fixed and mobile telecommunications providers;
- water and sewerage undertakers; and
- a range of transport companies.

These organisations are crucial players in emergency response and recovery, and will work closely with emergency services and local authorities to deliver timely restoration of essential services to help minimise the wider impact on the community.

There are established sector-specific emergency planning arrangements and response frameworks in place in each of these sectors to build resilience and ensure effective response. For example, emergency management done by water and sewerage undertakers is governed by a Security and Emergency Measures Direction (SEMD) made under Section 208 of the Water Industry Act 1991.

There are also established multi-agency arrangements for dealing with incidents affecting sites covered by the Control of Major Accident Hazards (COMAH), Pipelines Safety, and (Radiation Emergency Preparedness and Public Information) Regulations (REPPIR).

### **Highways Agency (HA)**

The Highways Agency (HA) is an executive agency of the Department for Transport (DoT). It is responsible for the operation and stewardship of the English strategic road network on behalf of the Secretary of State for Transport. The Highways Agency (HA) road network carries a third of all road traffic in England and two thirds of all heavy freight traffic. The network provides a vital service to commerce, industry and to the lives of individuals and communities.

The Highways Agency's (HA) primary functions are to manage traffic, tackle congestion, provide information to road users and improve safety and journey time reliability, whilst respecting and minimising any potential adverse impact on the environment.

These roles are fulfilled by close partnership working with partners and managing agent contractors. It has strong links with other road administrations across Europe and around the world for the mutual exchange of information and expertise. Many of these functions, in particular providing information, improving safety and tackling congestion are relevant to the response to emergencies that have a direct or indirect impact on road travel.

Since their introduction in 2004, a force of over 1200 Highways Agency Traffic Officers now patrol the Agency's motorways 24/7. Their duties include liaising with and helping road users, assisting the Police, clearing incidents and general management of traffic. The National Traffic Operating Centre (NTOC) based in the West Midlands is a central hub for the collection and dissemination of traffic and travel information across the entire Network. Seven Regional Control Centres (RCC) situated throughout England, further assist with collection and dissemination of information, also serving as regional depots for the Traffic Officers and as control centres for the strategic management of localised incidents.

### **Network Rail and Train Operating Companies**

National Network Rail comprises all railways on the UK mainland with the exception of the London Underground system, the Glasgow subway, tramways, tourist/heritage railways, and in some cases sidings, depots, freight yards and the internal rail networks of ports and industrial complexes. Network Rail owns and manages the infrastructure that comprises the rail network and leads on all aspects of the rail industry's response to emergencies occurring on the National Rail network with the exception of the humanitarian response element, which is led by the Train Operating Companies.

Passenger Train Operating Companies provide the regular timetabled passenger train services which operate on the National Rail network and are responsible for the safety, security and welfare of their passengers. This includes the provision of humanitarian assistance to those directly involved in or affected by emergencies, achieved through the deployment of Rail Incident Care Teams. Freight Train Operating Companies operate freight services over the National rail network.

Network Rail and the individual train operators are defined as Category 2 responders under the CCA and hence obliged to cooperate and share relevant information with Category 1 responders. Network Rail often represents the train operation community at the meetings and pass relevant information on, though for practical reasons not all meetings are attended.

Arrangements for initiating the response to an incident or accident involving dangerous goods are contained in a specific Railway Group Standard. This provides a generic initial response for the majority of dangerous goods, as well as specific arrangements for defined dangerous goods, such as irradiated fuel in flasks.

A multi-agency response will invariably be the most effective means of providing humanitarian response following major incidents. There are other circumstances when the rail industry may call on the support of Category 1 responders. Rail Incident Care Teams (RICTs) comprise train operating company staff volunteers who have been selected, trained and equipped to provide humanitarian assistance to those directly involved in major rail incidents along with their families and friends and those bereaved. Railway Chaplains are similarly deployed to offer pastoral care to those affected and provide links to specific faith communities if this is requested.

The British Transport Police will always respond in the event of a major rail emergency, though their resources may be limited, particularly in the early stages, and hence the local Home Office force is also likely to be involved.

For further information on the Rail Industry Emergency Planning and Response Arrangements please see ATOC Guide to Rail Industry Emergency Planning and Response Arrangements.

## **Clinical Commissioning Groups**

Clinical Commissioning Groups (CCGs) are responsible for identifying the specific health needs of people in their local population, and ensuring that these needs are met.

They receive an annual NHS budget from the Department of Health and use this to plan and deliver NHS services including acute hospitals, community hospitals, community based health services and mental health services.

As Category 2 responders under the Civil Contingencies Act 2004, CCGs must respond to reasonable requests to assist and cooperate during an emergency. They must ensure that contracts with provider organisations contain relevant emergency preparedness, resilience and response elements.

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

Health & Safety Executive's (HSE) mission is to protect people's health and safety by ensuring that risks in the workplace are properly controlled. Health & Safety Executive (HSE) regulates health and safety in nuclear installations, mines, factories, farms, hospitals, schools, offshore gas and oil installations and other workplaces. It also regulates the safety of the gas grid, railway safety, and many other aspects of the protection of both workers and the public.

Health & Safety Executive's (HSE) remit encompasses the workplace health and safety of other responding agencies, including the emergency services. In addition, its chemical, biological, radiological and nuclear (CBRN) experts can provide relevant specialist or technical advice to support planning for, response to and recovery from emergencies, especially, but not exclusively, those events that involve major hazard industrial sites. Health & Safety Executive (HSE) has a 24/7 response to emergencies that includes a decision maker that will assess the initial incident and

determine Health & Safety Executive's (HSE) approach and deployment of resources.

- provide Investigating and Enforcement Officers under the provision of the Food and Environment Protection Act 1985 as requested by Defra;
- facilitate the inspection of dangerous structures to ensure that they are safe for emergency personnel to enter;
- clean up of pollution and facilitate the remediation and reoccupation of sites or areas affected by an emergency;
- liaise with the coroner's office to provide emergency mortuary capacity in the event that existing mortuary provision is exceeded. For further details on arrangements for dealing with fatalities in emergencies co-ordinate the activities of the various voluntary sector agencies involved and spontaneous volunteers;
- may provide catering facilities, toilets and rest rooms for use by all agencies in one place, for the welfare of emergency response personnel in the event of a protracted emergency. This will depend on the circumstances and available premises;
- lead the recovery effort, which is likely to carry on for a considerable time and is likely to involve many organisations who are not ordinarily involved in, or used to the speed and scale of the recovery effort.

## **The Wider Resilience Community**

### **Lead Government Departments (LGDs)**

Although most incidents are handled by Category one and two responders, with no direct involvement from central government, where there is a need for central government involvement, this is undertaken in accordance with the established concept of Lead Government Department (LGD). For both emergency response and recovery there is a pre-designated list of department that would take the lead if required. The role of each Lead Government Departments (LGD) in emergencies is outlined in *Departments Responsibilities for Planning, Response and Recovery from Emergencies*.

### **The National Resilience Capabilities Programme**

The National Resilience Capabilities Programme is the core framework through which the Government is seeking to build resilience across all parts of the United Kingdom. The aim of this programme is to ensure that a robust infrastructure of response is in place to deal rapidly, effectively and flexibly with the consequences of a wide range of emergencies. The programme is split into 20 active work-streams which fall into three groups: structural (local, regional and national); essential services (food and water; health services; transport; telecoms and postal; energy; financial services) and functional (chemical, biological, radiological and nuclear (CBRN) resilience; infectious diseases (human); infectious diseases (animal and plant); mass fatalities; mass casualties; evacuation and shelter; warning and informing the public; humanitarian assistance; flooding; recovery; emergency communications). Each of these work-streams is the responsibility of a designated lead Department.

## **DCLG Resilience and Emergencies Division (RED)**

DCLG's Resilience and Emergencies Division is responsible for providing the central government liaison function on resilience issues below the national level. The Division works with local organisations to build resilience, to support Local Resilience Forums (LRFs) working together and, as appropriate, support the response to any emergency. This includes through assisting the exchange of information between responders in affected Strategic Co-ordinating Groups (SCGs) and with UK central government. The Division acts as a single team with Resilience Advisors based in London, Leeds, Birmingham and Bristol providing a Government first point of contact for all LRFs in England.

In the event of an emergency RED can provide support to the local emergency response, where necessary and as appropriate. This can include:

1. Maintaining contact with any SCGs, either by teleconference or through deploying a Government Liaison Officer (GLO). In some cases such as a terrorist or nuclear emergency the Lead Department may deploy the GLO and DCLG will support as a Consequence management Liaison Officer as part of a multidisciplinary Government Liaison Team.
2. Establishing and maintaining immediate lines of communication with the Lead Government Department and the Cabinet Office.
3. Working with partners to identify priorities and providing advice to COBR and Lead Government Departments to support national discussions on the deployment of scarce resources across the affected area;
4. Facilitating mutual aid arrangements between LRFs.

A Multi-SCG Response Co-ordinating Group (ResCG) may be convened where the local response has been or may be overwhelmed and wider support is required, or where an emergency affects a number of neighbouring Strategic Co-ordinating Groups and would benefit from co-ordination (eg. to obtain a consistent, structured approach) or enhanced support. In such circumstances, DCLG may, on its own initiative or at the request of local responders or the Lead Government Department in consultation with the Cabinet Office, convene a ResCG in order to bring together appropriate representatives from local Strategic Co-ordinating Groups (e.g. the Chair or Chief of Staff) where activated, or relevant organisations if not (eg. if the incident primarily affects Local Authorities, then it may be appropriate for only LAs to be represented at the ResCG). This is likely to be via teleconference.

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

GDS is part of the Food and Environment Research Agency and is concerned with the recovery of the open and built environment following a chemical, biological, radiological, nuclear (CBRN) or major HazMat incident.

GDS's primary functions are -

- To provide advice, guidance and assistance on decontamination related issues to responsible authorities in their contingency planning for, and response to, chemical, biological, radiological and nuclear (CBRN) and major HazMat incidents
  - CBRN –a deliberate act involving Chemical, Biological, Radioactive or Nuclear materials.
  - Major HAZMAT – an accident, regardless of scale, involving Chemical, Biological, Radioactive or Nuclear materials where the incident is in excess of local capability and/or knowledge and authorities request GDS services.
- To maintain and build on the GDS framework of specialist suppliers and ensure that responsible authorities have access to these services if the need arises
- To advise central Government on the national capability for the decontamination of buildings, infrastructure, transport and open environment, and be a source of expertise in the event of a CBRN incident or major release of HazMat materials

GDS's operational capability includes -

- Facilitate the rapid decontamination of CBRN releases using private-sector capability
- On call 24/7 to provide rapid access to GDS expertise and Framework services
  - General Enquiries - 0845 850 1323
  - Emergency Number - 0845 850 3513
- Provide expert scientific and technical advice to relevant groups, including Science and Technical Advice Cell (STAC) and Recovery Co-ordination Group (RCG), on the most appropriate decontamination methods

GDS also produces the Strategic National Guidance: The decontamination of buildings, infrastructure and the open environment exposed to chemical, biological, radiological or nuclear materials.

<https://www.gov.uk/government/publications/strategic-national-guidance-the-decontamination-of-buildings-infrastructure-and-open-environment-exposed-to-chemical-biological-radiological-or-nuclear-materials>

## **Animal Health Agency (AH)**

Animal Health (AH) is the government's executive agency primarily responsible for ensuring that farmed animals in Great Britain are healthy, disease-free and well looked after. Animal Health (AH) is responsible for controlling and eradicating notifiable animal diseases, providing advice on disease prevention; implementing and enforcing national and EU legislation on animal welfare, carrying out welfare



visits to farms and markets; and the provision of advice on requirements for importing and exporting animals.

Animal Health (AH) is the lead agency for responding to outbreaks and incidents of exotic notifiable animal disease in Great Britain. The Agency works with other delivery partners including local authorities, the Veterinary Laboratories Agency, the Institute of Animal Health (IAH), the Health Protection Agency (HPA), the Police and the Environment Agency (EA) to contain, control and eradicate outbreaks of disease. Animal Health (AH) delivers the policy objectives for the relevant Lead Government Department involved. This is usually the Department for Environment, Food and Rural Affairs (Defra) in England or the Welsh Assembly Government in Wales. In delivering the operational response, government establishes a National Disease Control Centre (NDCC) in London and one or more Local Disease Control Centres (LDCCs) close to the outbreak or incident. This is to ensure a coordinated and consistent response across GB and is required by European Union (EU) Directive. Control centres may also be established in Cardiff and Edinburgh.

Animal Health (AH) works closely with local and regional resilience teams and the other partners responsible for wider consequence management issues resulting from disease outbreaks. Animal Health (AH) will generally provide a liaison officer to be based in Strategic Co-coordinating Groups (SCG) and will provide a situation report (Sitreps) and briefing to other delivery partners. In most cases it is expected that key delivery partners will provide appropriate representation in the Local Disease Control Centre (LDCC). The role of Animal Health (AH) and the other delivery agencies is set out in more detail in the Defra, Scottish Executive and Welsh Assembly Government (WAG) contingency plans for exotic animal diseases. Animal Health (AH) oversees the cleansing and disinfection of premises affected by disease but has a limited role in wider recovery activity. The recovery effort for animal health emergencies is coordinated by policy officials from Defra or the devolved administration concerned.

Animal Health does not have an operational delivery role over and above its normal regulatory or enforcement responsibilities in incidents or emergencies not involving exotic notifiable animal diseases. However Animal Health (AH) will attend Strategic Co-ordination Groups (SCG) and provide advice and expert opinion on animal welfare and the management of farmed livestock when required. Animal Health (AH) will also provide advice on animal by-product issues and will assist with the tracing of farmed livestock that may have moved from an incident/affected area and which may need to be identified and located. Where appropriate, Animal Health (AH) will also provide representation on the local Science and Technical Advice Cell (STAC).

### **Department of Health (DH)**

In addition to its Lead Government Department role, the Department of Health (DoH) takes control of the National Health Service (NHS) resources in England in the event of a complex and significant emergency, including those on a national and international scale, through its Emergency Preparedness Division Co-ordinating Centre. It provides the co-ordination and focal point for the National Health Service (NHS) and supports the Health Ministers and Secretary of State. It also co-ordinates

with the health departments in the devolved administrations where health is a fully devolved function.

### **Other National Health Service Organisations**

The National Health Service (NHS) has many supporting organisations which assist in providing care to patients; these include National Health Service Direct, National Health Service Blood & Transplant, National Health Service Supply Chain and Mental Health Trusts. Whilst the Civil Contingencies Act (CCA) at present does not categorise all of these bodies, each National Health Service (NHS) organisation must be included in the whole systems approach to planning health resilience and response. This includes the provision of robust business continuity plans. In England, it is for the Primary Care Trusts (PCT) and the Strategic Health Authorities (SHA) to ensure these National Health Service (NHS) organisations are engaged in planning at local and regional levels.

### **HM Coroner**

The role of the coroner is defined by statute (see [www.statutelaw.gov.uk](http://www.statutelaw.gov.uk) for details). In an emergency, the coroner will be responsible for establishing the identity of the fatalities and the cause and circumstances of death. Essentially, they will determine who has died, how and when and where the death came about. The coroner will be supported by a deputy and an assistant deputy. Current legislation dictates that a body lying in a coroner's district (irrespective of where death has occurred) will trigger and determine jurisdiction, provided the deceased has died from violence or sudden death of an unknown cause. If an emergency spans across more than one district, a lead coroner should be established to deal with all fatalities.

Following the recovery of the deceased from the scene (which in most circumstances will be led and coordinated by the police and carried out by trained body-recovery teams), it will be for the coroner to decide whether a post mortem is required to establish the cause of death. On the instruction of the coroner, a pathologist carries out the post mortem. If the death does not require an inquest, the death may be registered on receipt of a coroner's certificate detailing the cause of death; if an inquest is required, the coroner registers the death when the inquest is concluded.

Coroners should have an emergency plan for dealing with multiple deaths for the local authority mortuaries which are within their remit. This should include how dealing with multiple deaths might impact on their normal working arrangements. Additionally, they are instrumental in the development of local and regional emergency plans for extraordinary emergency mortuary arrangements. It is also vital that coroners are familiar with any local emergency mortuary plans developed by Category 1 and 2 responders.

### **Armed Forces**

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, emergencies. 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 Military Aid to Civil Authorities operations. *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's judgement.

The Armed Forces maintain no standing forces for Military Aid to Civil Authorities (MACA) tasks. There is, by definition, no permanent or standing Military Aid to Civil Authorities (MACA) responses. Assistance is provided on an availability basis and the Armed Forces cannot make a commitment that guarantees assistance to meet specific emergencies. Neither the production of contingency plans nor Armed Forces' participation in civil exercises guarantees the provision of Military Aid to Civil Authorities (MACA) support. It is therefore essential that responding agencies do not base plans upon assumptions of military assistance; the following principles apply to MACA requests:

- Military Aid should only be provided where the need for someone to act is clear and where other options have been discounted by the Civil Responder.
- The Civil Authority making the request lacks the required level of capability to fulfil the task and it is unreasonable or prohibitively expensive to expect it to develop one.
- The Civil Authority has a capability but the need to act is urgent and it lacks readily available resources.

The provision of Armed Forces' support requires approval by a Defence Minister following a request by a government department. Unit commanders have prior approval, in certain limited circumstances, to provide urgent assistance where it is necessary to save life, alleviate distress or protect property in the event of an emergency without specific approval.

The Army acts as the lead service for Military Aid to Civil Authorities (MACA) on land. The Regional Brigade Headquarters (42 (North West Brigade)) will be able to give advice and should be contacted in the first instance. All such headquarters have 24-hour emergency contact telephone numbers. The Ministry of Defence Joint Regional Liaison Officer (JRLO) may act in a liaison capacity within local or regional civil emergency control centres when appropriate, providing a link to the Ministry of Defence UK (MOD) command structure. Liaison involves the provision of advice and exchange of information. It does not guarantee the provision of support. In exceptional circumstances, requests for assistance may be directed to any service unit, station or establishment.

Where there is a direct threat to life, the Ministry of Defence (MOD) may, at its discretion, choose to waive the recovery of costs for assistance provided. In cases where human life is not deemed to be in danger, civil organisations will be required to meet all or some of the costs of the service response. When the response moves towards the recovery phase and danger to human life subsides, continued military assistance will be considered as routine and charged for at rates determined by the

Ministry of Defence. Civil Authorities should consider the disengagement of military assistance at this point if very high costs are to be avoided.

### **Search and Rescue (SAR)**

The Ministry of Defence (MOD) has responsibility for providing Search and Rescue (SAR) facilities for military operations, exercises and training within the UK and, by agreement, for civil aeronautical Search and Rescue (SAR) on behalf of the Department for Transport. Where the coverage provided by military Search and Rescue (SAR) assets meets the civil Search and Rescue (SAR) coverage requirements, they will be made available for civil maritime and land-based Search and Rescue operations. The Ministry of Defence establishes and maintains the Aeronautical Rescue Co-ordination Centre (ARCC) at RAF Kinloss for the operation and co-ordination of civil and military aeronautical Search and Rescue (SAR), and requests for aeronautical Search and Rescue (SAR) assistance should be placed directly with ARCC.

### **Air Accidents Investigation Branch (AAIB)**

Air Accidents Investigation Branch (AAIB), which is part of the Department for Transport (DfT), is responsible for the investigation of civil aircraft accidents and serious incidents within the UK. The Air Accidents Investigation Branch (AAIB) focus their investigation on determining the cause of an air accident or serious incident and then make recommendations intended to prevent a reoccurrence. The Air Accidents Investigation Branch does not apportion blame or liability. For further information see <http://www.aaib.gov.uk>

### **Rail Accident Investigation Branch (RAIB)**

Rail Accident Investigation Branch (RAIB) is the independent railway accident investigation organisation for the UK. It investigates railway accidents and incidents on the UK's railways (including heritage railways) to improve safety, not to establish blame. For further information see <http://www.raib.gov.uk>

### **Marine Accident Investigation Branch (MAIB)**

Marine Accident Investigation Branch (MAIB) examines and investigates all types of marine accidents to, or on board, UK ships worldwide, and other ships in UK territorial waters. The objective of the Marine Accident Investigation Branch is to determine the circumstances and causes of the accident in order to preserve life and avoid accidents in the future, not to apportion blame or liability. For further information see <http://www.maib.gov.uk>

### **Other Private Sector Organisations**

A wider community of industrial or commercial organisations may also play a direct role in the response to and recover from emergencies, especially if their organisation is the cause of an emergency (e.g. industrial accident at their premises); is affected by an emergency (e.g. staff need to be evacuated); or can provide resources required to mitigate the effects of an emergency (e.g. food retailers, caterers). Site or service managers may, therefore, become involved in emergency response and recovery work.

In the recovery phase, the private sector will play a significant part, given the size of the resources, specialist expertise and capabilities (e.g. site clearance, decontamination and engineering) at its disposal. It also has a direct commercial interest in ensuring the remediation of sites and the rapid rehabilitation of the communities they operate within.

Insurance is a key enabler in the recovery process and the insurance industry is, therefore, an important player. Insurance staff (e.g. loss adjusters) can deploy to the scene rapidly. The Association of British Insurers (ABI) provides insurance information and advice to members of the public who have suffered loss or damage as a result of an emergency. The British Insurance Broker Association (BIBA) provide advice on the nearest unaffected broker.

ABI have the capability to set up an advice service close to the scene, if required. Here is a strong case for building the insurance industry into planning arrangements. This will ensure that the need to give insurance industry personnel appropriate access to the scene is given due consideration.

### **The Third Sector (including voluntary sector and faith groups)**

The Third Sector can provide an extensive and diverse range of operational and support skills and services to statutory responders. These skills and services include:

- psycho-social support (comforting; befriending; listening; help-lines; support lines; support networks; advice; counselling; spiritual support and group therapy);
- equipment (communications - e.g. radios; medical aid equipment - e.g. mobility aids; bedding; clothing and hygiene packs - e.g. washing kits);
- information services (public training - e.g. first aid and flood preparation; communications and documentation).

Statutory responders should be aware of the capabilities and capacity of local voluntary organisations and the means of accessing their services, whether as individual volunteers or as members of local or national volunteer organisations. Statutory responders should develop and implement agreed processes for activating call-out mechanisms and systems for organising, managing, briefing and debriefing volunteers. The voluntary sector should also be included in post response review and evaluation activity.

Mutual aid arrangements do exist within and between many of the Third Sector organisations, for activation as required, particularly across boundaries. In the event of a major or international emergency, third sector support may be accessed through the head offices of the relevant voluntary organisations or through the *National Voluntary Sector Civil Protection Forum* (NVSCPF). In extreme circumstances or times of conflict, support may be provided by the National Voluntary Aid Society Emergency Committee (NVASEC) - a standing committee that will be convened at the request of the Ministry of Defence (MOD), Department for Health (DOH) and the Civil Contingencies Secretariat (CCS).

Through local multi-agency liaison arrangements (e.g. the Local Resilience Forum (LRF)), the statutory services will maintain an overview of the services that are offered across a range of voluntary organisations and will provide an agreed system for co-coordinating the Third Sector response, including members of the public who may volunteer their services in response to an incident (convergent volunteers). It is important to avoid double-counting and gaps in service provision by indicating which statutory responder has first call on (or priority need for) any particular voluntary sector contribution.

Agencies using volunteers may become responsible for the health and safety of volunteers. These volunteers should be appropriately equipped, trained, supervised and supported by their own organisations. Statutory responders may also enter into agreements with voluntary organisations in relation to the payment of costs.

## **The Community**

Communities can play a vital role in the response to, and recovery from, emergencies. They can provide resources, expertise and knowledge to support the response agencies. Members of the community may be able to help themselves and can also provide support to local vulnerable people who may need physical assistance or reassurance. The community may be able to advise response agencies on the different cultural or language needs of its members. There may also be pre-existing local networks that response agencies can use for the dissemination of information to the local community.

Response agencies, particularly local authorities, should engage with their local community at all stages of planning for emergencies and take advantage of the skills, resources and knowledge communities may be able to contribute. It is important for response agencies to remember that communities may be defined by numerous factors, and not just by geographical proximity, and this should be taken into account when engaging with community groups. Response agencies should also take account of both pre-existing community based plans, and the enthusiasm of communities, to get involved in emergency preparedness work, when planning for their response to emergencies.

Some local authorities have already recognised the potential benefits of engaging directly with members of their community by developing community response plans, particularly in relation to specific risks (flooding, major accident hazard sites, nuclear sites, etc.). In rural areas this often involves Parish Councils. In addition to this, self-selecting community groups across the UK have developed their own community resilience initiatives to help them prepare for, and respond to, a wide range of hazards and threats. These self-selecting community groups may seek to draw on guidance and resources from a range of response agencies.

## **Civil Nuclear Arrangements**

Emergency preparedness in respect of civil nuclear sites was the subject of the Radiation Emergency Preparedness and Public Information Regulations (REPPIR) 2001, which concentrates on requirements of the emergency phase of any accident at a civil nuclear site. Whilst the Radiation Emergency Preparedness and Public Information Regulations (REPPIR) takes precedence over the Civil Contingencies Act (CCA) in relation to nuclear emergency preparedness and response, the Civil Contingencies Act (CCA) should be followed in areas not covered by REPPIR.

“The Department for Energy and Climate Change (DECC) chairs the Nuclear Emergency Planning Liaison Group (NEPLG) a forum that brings together a wide range of organisations with interests in off-site planning for an emergency at civil nuclear sites. The Group identifies and finds solutions to common problems, and agrees improvements in planning, procedure and organisation to form a framework of advice for emergency planners. Nuclear Emergency Planning Liaison Group (NEPLG) meets twice a year and consists of other sub-groups that meet more frequently and takes into account national and international best practice

The Group has issued consolidated guidance for planners and practitioners concerned with emergency response at civil nuclear sites; the Consolidated

Guidance now addresses defence sites. However, the guidance does not provide a comprehensive description of civil nuclear response arrangements.

## **KEY ACTIONS**

Key actions for responding agencies are articulated throughout the Cumbria Emergency Plan (CEP) and are listed below:

The Force Incident Manager (FIM), Cumbria Constabulary Communications Centre, will commence the initial phase of the Cumbria Local Resilience Forum Alert Cascade ensuring that appropriate telephone conference details are disseminated.

A Strategic Co-coordinating Group (SCG) is convened using, generally, telephone conferencing facilities (to allow full participation) in order to achieve:

**1) Activation** A telephone conference is arranged using the initial phase of the Cumbria Local Resilience Forum Alert Cascade.

**2) Assessment** - The initial parties agree the scale, nature, present & foreseeable impact. This will result in the declaration of an incident where appropriate, & further alerting as appropriate.

**3) Arrangements** - The command & control arrangements will be agreed.

**4) Awareness** - The outcome of the assessment, together with the arrangements & other actions, will be communicated to all relevant partners. The National Resilience Extranet (NRE) will be used to maximise the effectiveness of this process.

Annex B – [Local Resilience Forum Alerting Cascade](#)

## **RESOURCES**

Each agency is responsible for ensuring adequate arrangements in the facilitation of the alerting and activation procedures.

## **STRUCTURE**

Structural arrangements for responding agencies are articulated throughout the Cumbria Emergency Plan (CEP)

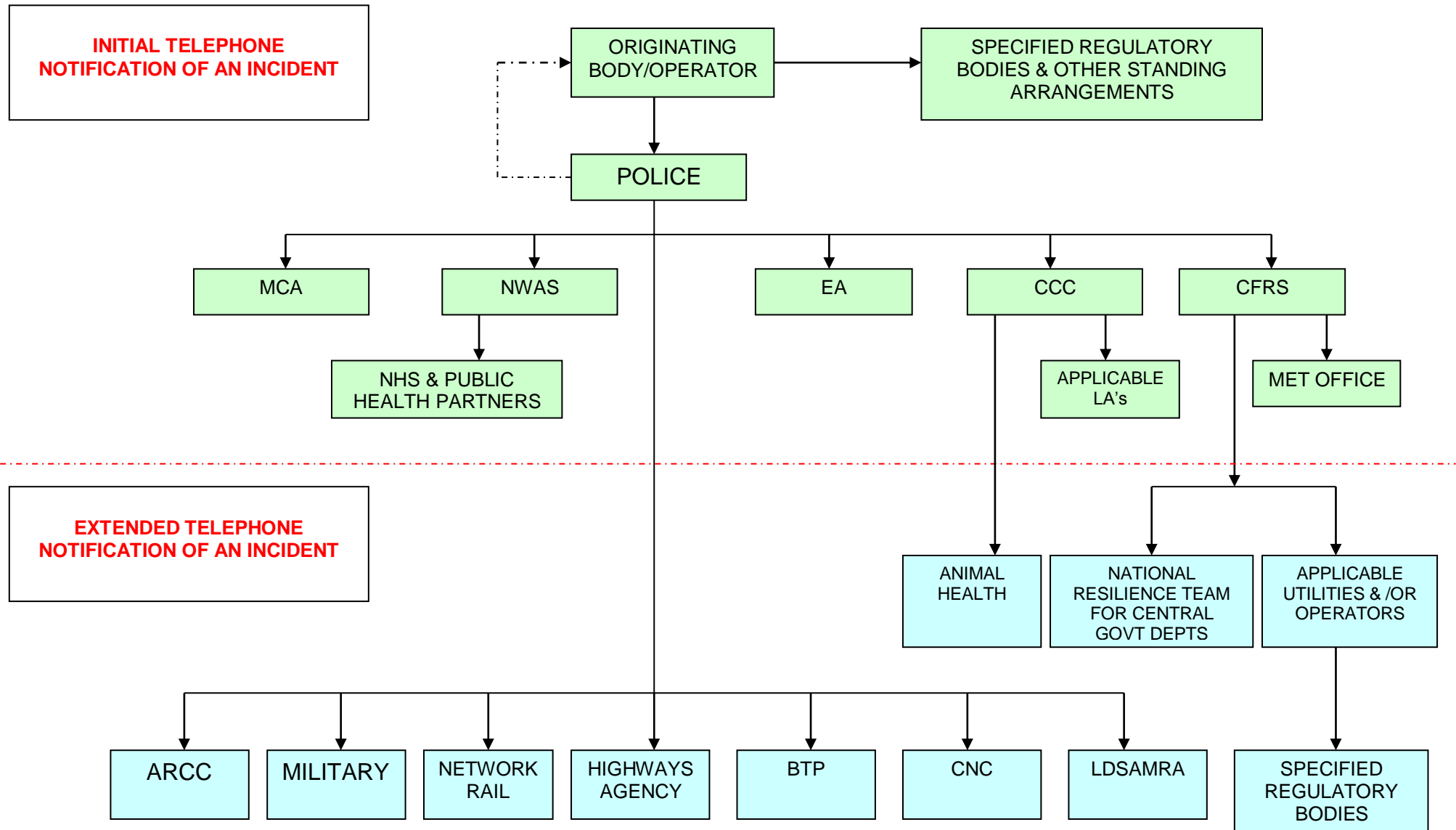


**ANNEXES (Non sensitive)**

**Annex A – Local Resilience Forum Critical Services**

- Preserving life
- Preventing serious injury
- Maintaining public health, safety and primary health care
- Minimising environmental impact
- Maintaining welfare and financial services
- Ensuring that the strategic and essential infrastructure is maintained
- Investigating serious crime and suspicious deaths
- Managing any other specific impact of the incident

### Annex B – Local Resilience Forum Alerting Cascade



## **Annex C – Category 1 Responders (core responders)**

### **Emergency services**

Police forces  
British Transport Police (BTP)  
Fire authorities  
Ambulance services  
Maritime and Coastguard Agency (MCA)

### **Local authorities**

All principal local authorities (i.e. metropolitan districts, shire counties, shire districts, shire unitaries)  
Port Health Authorities (PHA)

### **Health bodies**

NHS Primary and Community Care Trusts  
NHS Acute and Foundation Trusts  
NHS England  
Local Health Boards (in Wales)  
Any Welsh NHS Trust which provides public health services  
Public Health England (PHE)

### **Government agencies**

Environment Agency (EA)

## **Annex D - Category 2 responders (co-operating responders)**

### **Utilities**

Electricity distributors and transmitters  
Gas distributors  
Water and sewage undertakers  
Telephone service providers (fixed and mobile)

### **Transport**

Network Rail  
Train Operating Companies (passenger and freight)  
London Underground  
Transport for London  
Airport operators  
Harbour authorities  
Highways Agency (HA)

### **Health bodies**

Clinical Commissioning Group (CCG)

### **Government agencies**

Health and Safety Executive (HSE)