



**CUMBRIA
RESILIENCE**

Cumbria Local Resilience Forum Multi Agency Response



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1 Introduction

1.1 Aim

This document outlines the arrangements for responding to a Major Incident in Cumbria to ensure that a coordinated response is provided by all those agencies involved.



1.2 Objectives

The main objectives of this document are to:

- Act as a straightforward reference document
- Define why we plan for Major Incidents and the types of incident that we plan for
- Outline the coordination arrangements for a typical incident
- Act as a sign post to other sources of information.

2 Why Plan for Emergencies



The structure for managing the local multi-agency response to emergencies is based upon the Civil Contingencies Act 2004 and associated guidance. The Act broadly sets out a framework for civil protection within the UK and distinguishes between two types of responders; Category 1 and Category 2 Responders; each with their own set of statutory duties.

2.1 Civil Contingencies Act (2004)

The Act is supported by two sets of guidance:

1. Emergency Preparedness which deals with the pre-emergency (planning) phase.
2. Emergency Response & Recovery which describes the multi-agency framework for responding to and recovering from emergencies in the UK.

Category 1 and 2 responders must give due regard to the voluntary sector organisations when planning for and responding to emergencies. The roles and responsibilities of Category 1 and 2 responders are listed in the Roles and Responsibilities Section of the Cumbria Emergency Plan at www.cumbria.gov.uk.

2.2 Category 1 Responders

Category 1 responders are at the core of the response to most emergencies and are required to:

1. Assess the risk of emergencies occurring;
2. Ensure emergency plans are put in place;
3. Put in place business continuity management arrangements;
4. Make available to the public, information about civil protection matters and maintain arrangements to warn, inform and advise the public in the event of an emergency;
5. Share information with other local responders to enhance coordination;
6. Cooperate with other local responders to enhance coordination and efficiency;
7. Provide advice and assistance to businesses and voluntary organisations about business continuity management Civil Protection (local authorities only).

2.3 Category 2 Responders

These are cooperating responders who are less likely to be involved in the heart of multi-agency planning work, but will be heavily involved in preparing for incidents affecting their sectors.

The Act requires them to:

1. Cooperate with Category 1 and 2 responders; and

2. Share relevant information with Category 1 and 2 responders.

2.4 Cumbria Local Resilience Forum

Cumbria Local Resilience Forum is a multi-agency partnership made up of representatives from Category 1 and 2 responders.

Cumbria Local Resilience Forum's aim is to plan and prepare for localised incidents and emergencies. They identify potential risks and produce emergency plans to either prevent or mitigate the impact of any incident on their local communities. The geographical area of Cumbria Local Resilience Forum covers is based on Cumbria Constabulary force area.

Cumbria Local Resilience Forum also work with other partners in the military and voluntary sectors who provide a valuable contribution to Local Resilience Forum work in emergency preparedness.

3 Definition of an Emergency and Major Incident



3.1 Emergency

Defined within the Civil Contingencies Act 2004 as

- (a) an event or situation which threatens serious damage to human welfare in a place in the United Kingdom,
- (b) an event or situation which threatens serious damage to the environment of a place in the United Kingdom, or
- (c) war, or terrorism, which threatens serious damage to the security of the United Kingdom.

3.2 Major Incident

Defined within the Cabinet Office, UK Civil Protection Lexicon as:

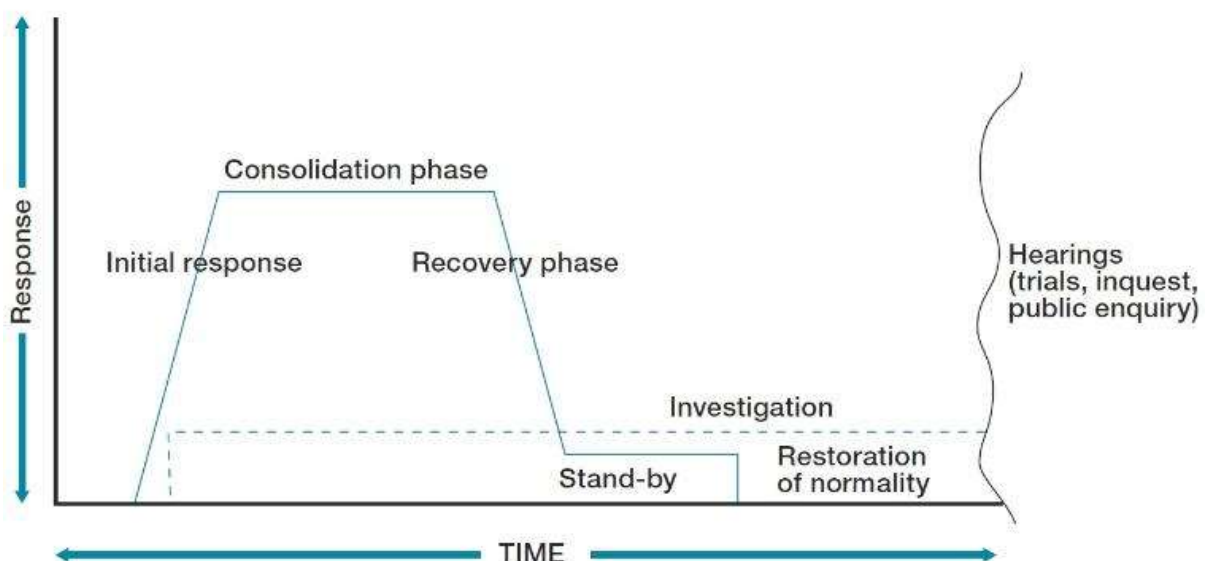
A severe event or situation, with a range of significant impacts, which requires special arrangements to be implemented by one or more emergency responder organisations.

3.3 Stages of a Major Incident

A major incident is generally recognised to have four stages:

- The initial response
- The consolidation phase
- The recovery phase; and
- The restoration of a new normality.

Stages of a Major Incident



An investigation into the cause of the incident will normally be part of the overall process.

4 Status Descriptions



Table 1: Status Descriptions

Status	Description
Major Incident	Response required to an event or situation which has a range of serious consequences which requires special arrangements to be implemented by one or more emergency responder agencies.
Major Incident Standby	When an incident occurs, or is forecast, which has the potential to escalate into a major incident, or which may require large scale multi-agency coordination, a Major Incident Standby should be declared.
Potential Incident	Agencies that would be expected to respond to a major incident/major incident standby are carrying out high end business as usual (BAU) protocols. This could also include participation in Multi-Agency Assessment Teleconferences (MAAT) which assists in confirming the response status.

5 Declaration

5.1 Major Incident



In most cases, it is the emergency services who are the first to respond to an emergency and declare a major incident. However, ANY officer of a Category 1 or 2 responder organisation, i.e. one of the emergency services, health, local authorities, Environment Agency, NHS trusts, can declare a Major Incident. Whilst what constitutes a major incident for one organisation may be business as usual for another, joint working dictates that if any responding agency declares a major incident, the other responding agencies should automatically accept / work to that status.

Cumbria Constabulary use a telephone tree system to inform members of the Cumbria Local Resilience Forum of the incident, and the need for them to either dial in to a teleconference or to attend a physical meeting of a Tactical or Strategic Coordinating Group.

5.2 Ongoing incident

The emergency services deal with a number of emergencies daily which are not Major Incidents but normal business as usual. However, there are incidents which although at first response appear to be business as usual incidents, have the potential to escalate to a Major Incident due to a number of factors, but this remains uncertain or unclear.

ANY officer of a Category 1 or 2 responder organisations (detailed above) can declare a Major Incident Stand By. Cumbria Constabulary use a telephone tree system to inform members of the Cumbria Local Resilience Forum of a potential incident or an incident, and the need for them to dial in to a teleconference.

5.3 Potential Incident

Emergencies can be slow to develop, as opposed to no notice sudden onset. In these circumstances, there is the potential for an incident, in some cases resulting in a Major Incident, and there is a need to coordinate understanding of the potential risk and sharing information available.

In the event of a potential incident status, partners hold a Multi-Agency Assessment Teleconference to identify any gaps in preparedness ahead of a predicted incident, such as a forecast disruptive weather event or period of planned industrial action. These Multi Agency Assessment Teleconferences can be requested by any member agency of the Cumbria Local Resilience Forum.

Cumbria Constabulary use a telephone tree system to inform members of the Cumbria Local Resilience Forum of the holding of a Multi-Agency Assessment Teleconference, this allows operational responders to agree roles and responsibilities in the event that contingencies such as road closures, flood barriers etc. need to be established in specific geographic areas.

Coordination

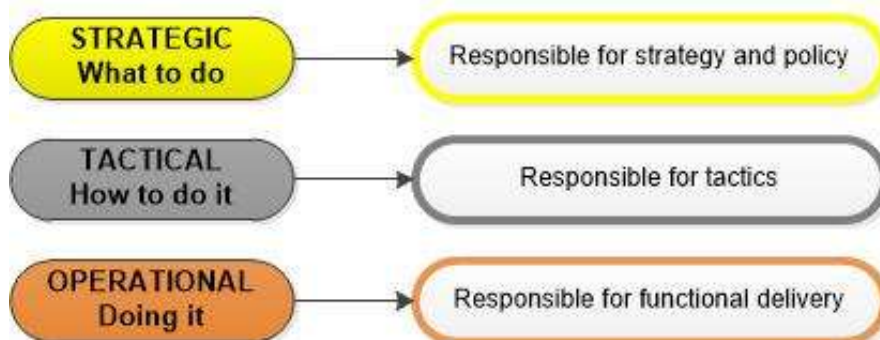


Generally, three levels of command can be applied across agencies; strategic, tactical and operational. This structure provides a framework for delivering a strategic, tactical and operational response to an incident or operation. It allows processes to be established that facilitate the flow of information and ensures decisions are made at each level.

It should be understood that the titles do not convey seniority of service or rank, but depict the function carried out by that particular person.

Strategic Objectives:

- Save life
- Prevent the incident from getting worse
- Relieve suffering
- Protect the environment
- Protect property
- Help with any criminal or other technical investigation
- Promote self-help and recovery
- Restore normality as soon as is practicable.



5.4 Strategic Coordinating Group (SCG)

The purpose of the Strategic Coordinating Group (SCG) is to take overall responsibility for the multi-agency management of the emergency and to establish the policy and strategic framework within which lower tier command and coordinating groups will work. The Strategic Coordinating Group (SCG) will:

1. Determine a clear strategic aim and objectives and review them regularly;
2. Establish a policy framework for the overall management of the event or situation;
3. Prioritise the requirements of the tactical tier and allocate personnel and resources accordingly;
4. Formulate and implement media-handling and public communications plans, potentially delegating this to one responding agency; and
5. Direct planning and operations beyond the immediate response to facilitate the recovery process.

A Strategic Coordinating Group (SCG) will either be a virtual group via teleconference or will meet in person at a nominated Strategic Coordination Centre (see 5.7).

5.5 Tactical Coordinating Group (TCG)

The purpose of a Tactical Coordinating Group (TCG) is to take overall responsibility for the multi-agency tactical coordination of the response to the event or situation by establishing a tactical framework that will:

1. Incorporate and deliver the strategic direction;
2. Determine priorities for allocating available resources;
3. Plan and coordinate how and when tasks will be undertaken;
4. Obtain additional resources if required;
5. Assess significant risks and use this to inform tasking of operational commanders to ensure the health and safety of the public and responders;
6. If a Strategic Coordinating Group (SCG) has yet to convene, the Tactical Coordinating Group (TCG) will assume some of the roles and responsibilities of the Strategic Coordinating Group (SCG). The Tactical Coordinating Group (TCG) does this to provide immediate direction to Operational Commanders.

A Tactical Coordinating Group (TCG) will either be a virtual group via teleconference or will meet in person at a nominated tactical location.

5.6 Operational Response

Operational response manages the front line response of the emergency service and other responding agencies. Each agency will choose an operational commander who will control the resources of his or her service within a specific area or to do a specific function as decided by tactical command.

The first officers at the scene from each service will liaise with each other to determine the best course of initial action.

5.7 Strategic Coordination Centre

In Cumbria, arrangements are in place to provide pre-identified physical locations for the management of major incidents, and the facilities that are required by the Strategic Coordinating Group are provided by collaborative arrangements between local authorities, emergency services, and industrial and commercial partners.

Cumbria has a primary Strategic Coordination Centre, together with back up facilities. These facilities are used for exercises and training to ensure continued development of the facilities and testing of systems.

5.8 Recovery Coordinating Group

The establishment of this group is crucial and should be considered early in the incident. The Strategic Coordinating Group (SCG) should authorise the set-up of the Recovery Coordinating Group (RCG) and establish the recovery lead.

The purpose of the group is:

1. To provide visible and strong leadership during the recovery phase;
2. To act as the strategic decision-making body for the recovery phase; able to give the broad overview and represent each agency's interests and statutory responsibilities;
3. To ensure the coordination and delivery of consistent messages to the public and media;
4. To decide the overall recovery strategy, including communications, clean up, health, welfare, economic and business recovery.

One of the first tasks of the Recovery Coordinating Group (RCG) will be to assess community impacts which will provide useful guidance for establishing their priorities.

6 Joint Emergency Services Interoperability Principles



6.1 Principles for Joint Working

In the early stages of an incident, employees of one service may arrive before the employees of another, and as a result they may carry out tasks that are not normally their responsibility. If this happens, command and control arrangements for the relevant service should start as soon as the right personnel are in place in sufficient numbers.

Co-locate

Co-locate with commanders as soon as practicably possible at a single, safe and easily identified location near to the scene.

Communicate

Communicate clearly using plain English.

Co-ordinate

Co-ordinate by agreeing the lead service. Identify priorities, resources and capabilities for an effective response, including the timing of further meetings.

Jointly understand risk

Jointly understand risk by sharing information about the likelihood and potential impact of threats and hazards to agree potential control measures.

Shared situational awareness

Shared Situational Awareness established by using METHANE and the Joint Decision Model.

6.2 Shared Situational Awareness

In order to help all agencies gather initial information about an incident in a consistent manner, a common approach is recommended. The 'METHANE' model brings structure and clarity to the initial stages of managing any multi-agency or major incident.

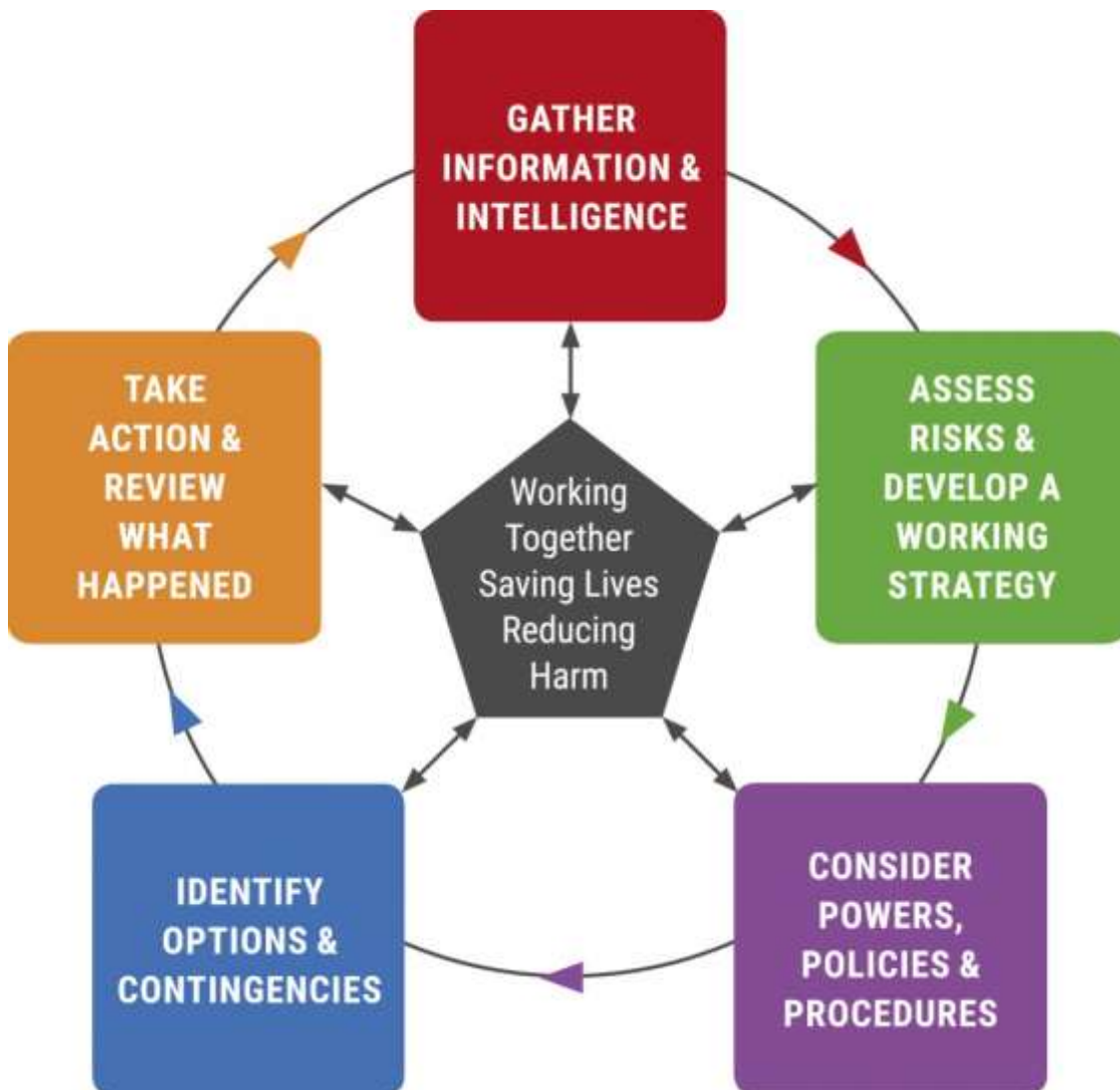
M	MAJOR INCIDENT	Has a major incident or standby been declared? (Yes / No - if no, then complete ETHANE message)
E	EXACT LOCATION	What is the exact location or geographical area of the incident?
T	TYPE OF INCIDENT	What kind of incident is it?
H	HAZARDS	What hazards or potential hazards can be identified?
A	ACCESS	What are the best routes for access and egress?
N	NUMBER OF CASUALTIES	How many casualties are there, and what condition are they in?
E	EMERGENCY SERVICES	Which and how many, emergency responder assets/personnel are required or are already on-scene?

6.3 Joint Decision Model

Decision making in incident management follows a general pattern of:

1. Working out what's going on (situation),
2. Establishing what you need to achieve (direction)
3. Deciding what to do about it (action), all informed by a statement and understanding of overarching values and purpose.

Responder agencies may use various supporting processes and sources to provide commanders with information, including information on any planned intentions. This supports joint decision making



7 Military Support



Military aid to civil authorities may include assistance provided by the armed forces to other government departments for urgent work of national importance, responding to emergencies or in maintaining supplies and essential services. Also, the armed forces may be asked to provide assistance to communities for special projects or events of significant value, or through the attachment of volunteers.

Military support may be provided to civil law enforcement agencies, such as the police or Border Force, in the maintenance of law, order and public safety using specialist capabilities or equipment beyond that of civil powers.

Training and logistic assistance may be provided to civil authorities, through the provision of the defence estate or facilities for either training or operational support to other agencies carrying out their duties. For example, allowing the police to use an army training centre to assemble and brief a large number of police officers, even though military personnel or equipment might not be involved.

7.1 **Military aid to Civil Authorities Considerations**

The provision of military assistance is governed by 4 principles. Military aid to civil authorities may be authorised when:

1. There is a definite need to act and the tasks the armed forces are being asked to perform are clear.
2. Other options, including mutual aid and commercial alternatives, have been discounted; and either
3. The civil authority lacks the necessary capability to fulfill the task and it is unreasonable or prohibitively expensive to expect it to develop one; or
4. The civil authority has all or some capability, but it may not be available immediately, or to the required scale, and the urgency of the task requires rapid external support from MOD.

Notwithstanding the above, under exceptional circumstances, agreed usually at ministerial level, it may be necessary to waive temporarily the above criteria. This may include major events of national and international importance, or for an event that is catastrophic in nature.

As there are no standing military forces for these tasks, military support is not guaranteed. When military support is provided the civil authorities normally have to pay for it, in line with HM Treasury rules.

The armed forces can be brought in to deal with a range of situations including, but not limited to:

1. Natural disasters, helping people in severe weather situations, such as flooding, where there is a need to protect human life, property and alleviate distress

2. Network failure or disruption; animal disease outbreaks or public health epidemics; and public service related industrial disputes that affect our safety or security, or disrupt transport or communications links
3. Criminal or terrorist activity, providing specialist expertise in specific circumstances
4. After a terrorist attack where armed military personnel may be deployed to locations usually guarded by armed police officers, to enable those officers to undertake other duties
5. Bomb disposal: known officially as 'explosive ordnance disposal'; this can be related to terrorism, or involve unearthing a bomb from the second world war
6. Mountain rescue, involving the royal air force mountain rescue service, to support the civil authorities by helping people in danger
7. UK waters: protecting our territorial waters, ports, ships and energy installations from terrorist attack, protecting fisheries, preventing drug or people smuggling
8. UK airspace: detecting and deterring aircraft approaching UK sovereign airspace and protecting UK and NATO monitored airspace

Examples of emergencies, crises and events that needed help from the armed forces include:

1. Building flood defences, evacuating vulnerable people, providing helicopter support and clearing roads in Cumbria, Lancashire and Yorkshire during the winter floods of 2015 to 2016
2. Providing security for major events, including the 2012 Olympic and Paralympic Games, and the 2014 Commonwealth Games
3. Helping UK travellers stranded overseas by the Icelandic ash cloud in 2010

8 Resilience Direct



Resilience Direct is a secure web-based platform for the resilience community to share information amongst all Category 1 and 2 responders and agencies for planning, response and recovery.

All Cumbria Local Resilience Forum Plans are stored on Resilience Direct and all sub groups upload their papers and agendas. All agency roles should have an active Resilience Direct account. In an incident a response page is established on Resilience Direct where briefings, minutes, agency reports, situation reports and key updates will be uploaded.

9 Debrief and Learning

A review of the response to a Major Incident is essential. This provides an opportunity to evaluate efficiency, to learn from experience gained and offers a source of information to assist in future planning, training and exercising.



The debrief process can be best achieved by a series of debriefings at all levels (internal debriefing) within agencies involved and concluding with a multi-agency debrief.

All incidents should be the subject of a structured debrief so that lessons learnt can be implemented where appropriate and built into any relevant plans that agencies hold.

10 Training and Exercising



It is through the training and exercising programme that we embed the plans that are developed across the Cumbria Local Resilience Forum and build the skill sets to enable responders to be confident in their ability to respond to the wide variety of challenges they may face.

10.1 Training

Training is undertaken for a variety of reasons it might be that a course is required to deliver a particular role, due to a change of system or changes to a plan which need embedding in an agencies response or action card.

Training is delivered by individual agencies, as a group of agencies or delivered from an external organisation. All training linked to Cumbria Local Resilience Forum is recorded as part of audit and assurance.

The Emergency Planning College (EPC) is the UK's leading centre for organisational resilience, delivering emergency and crisis management, business continuity, cyber resilience, event and public safety training, exercising and consultancy services.

10.2 Exercises

An exercise cannot deliver all things to all organisations at once without being extremely complicated. Defining the scope of the exercise provides parameters for planners and participants; it enables limits to be placed on the exercise to ensure the aim is met and objectives achieved. It also helps to identify what is and isn't being tested via the exercise and may need to be validated elsewhere

For example, Cumbria Local Resilience Forum may wish to test local preparedness arrangements through a live exercise. Time constraints may mean that the activation process/initial alerting of all agencies is considered "out of scope".

A realistic scenario should be developed to ensure that all participants will take the exercise seriously. It is important that the scenario is not overly detailed with assumptions as it may result in the associated plan becoming too inflexible to deal with the unforeseen incidents of reality.

Types of Exercise:

Time-Lapse

A decision to be made at an early stage is whether the exercise will flow in real time and consists of 'snapshots' i.e. a series of descriptions of how the scenario has progressed over time.

Controlled or Free Play

In controlled exercises, the scenario and all events or incidents are pre-scripted. The evolution of the exercise is tightly managed.

Media

Dealing with the media is a major part of responding to any incident and therefore should be practised as often as possible.

11 Emergency Plans

The Cumbria Emergency Plan is a collection-of plans covering the following sections:



- General Response Sections – Plans detailing generic response to any Major Incident such as Coordination.
- Risk Specific Sections – Plans detailing response to specific risks such as Pandemic Flu or Flooding.
- Site Specific Sections – Plans detailing response to a specific site such as a nuclear facility or chemical site.
- Capabilities Sections – Plans detailing the capabilities to deal with consequences of an incident such as Excess Deaths.

Cumbria Emergency Plan

General
Response
Sections

How responders coordinate their response.

Managing impacts to the community such as Welfare.

Risk
Specific
Sections

Plans for specific risks such as flooding, snow and drought.

Site Specific
Sections

Plans for Sites falling under Statutory Regulations (see section 14)

Plans for Specific Risk Sites - Such as Reservoirs

Capabilities
Sections

Plans for capabilities

Directory of Contacts for Responders in Cumbria

11.1 Generic Emergency Plans

The Cumbria Emergency Plan contains a number of sections. The Generic Section is a suite of Emergency Plan Sections to support any incident. The sections of the Cumbria Emergency Plan are published by Cumbria County Council on behalf of the Resilience Forum and are available on www.cumbria.gov.uk/emergencies.

11.2 Risk Specific, Site Specific and Capability Plans

In addition to the Cumbria Emergency Plan Generic Section, Cumbria Local Resilience Forum also has a number of other plans relating to specific risks (such as flooding, severe weather and pandemic influenza), sites (such as chemical or nuclear sites) and capabilities (such as mass fatalities) to support the response to Major Incidents.

12 Cumbria Resilience Forum Community Risk Register



Cumbria Community Risk Register 2017-18



This is the Cumbria Community Risk Register. It has been put together by representatives from the Cumbria Resilience Forum (CRF). We use this risk register to help us prioritise our work in planning for emergencies and exercising our plans.

Reviewed 2nd April 2019

Likelihood	Impact	Rating	Descriptor
-	-	VERY HIGH	Combinations of risks being realised at the same time. Concurrency of impacts and consequences.
5	4	VERY HIGH	Localised Fluvial Flooding
4	5	VERY HIGH	Pandemic Influenza
4	4	VERY HIGH	Fluvial Flooding
3	4	VERY HIGH	National Electricity Transmission

Likelihood	Impact	Rating	Descriptor
4	3	HIGH	Food Supply Contamination
4	3	HIGH	Localised Surface Water Flooding
4	3	HIGH	Severe space weather
4	3	HIGH	Emerging Infectious Diseases
3	3	HIGH	Carlisle Infirmary Evacuation
3	3	HIGH	Railway Accident
3	3	HIGH	Localised Coastal Flooding (Regional)

The need for the Community Risk Register arises from the duty under the Civil Contingencies Act, which requires emergency responders to assess the impact and likelihood of emergencies occurring, and to use those assessments to inform their emergency planning and business continuity planning arrangements.

The Register has been compiled using nationally prescribed templates, historical evidence, and input from all the partners listed below as well as Central Government departments to form a list of potential hazards, their likelihood, and the risks associated with them. A simple scoring system has been used to rank the various hazards, so that the impact to our local communities could be assessed using health, social, economic, and environmental aspects. This results in a risk rating which is a product of likelihood and impact. The Register is available on www.cumbria.gov.uk/emergencies.

The inclusion of these hazards or outcome descriptions does not mean the Resilience Forum believes the hazard will materialise, or if it were to do so it would be at that scale. The likelihood assessments relate to the hazard occurring over a five-year period at the scale reflected in the outcome description.

The Cumbria Resilience Forum will ensure that the register is maintained and that the risk ratings derived from the register are used to prioritise the work that is done locally to plan, train and exercise the response to a particular incident.

13 Emergency Planning Legislation



In addition to the *The Civil Contingencies Act 2004*, which is legislation which delivers a single framework for civil protection in the United Kingdom, there are other Statutory Regulations which have consequences for Emergency Planning in Cumbria.

These, together with the Cumbria Community Risk Register, help prioritise the Cumbria Local Resilience Forum activity.

The Control of Major Accident Hazard Regulations 2015 (COMAH)

The aim of the Control of Major Accident Hazards (COMAH) Regulations 2015 is to prevent major accidents involving dangerous substances and limit the consequences to people and the environment of any accidents which do occur.

The Pipelines Safety Regulations 1996

PSR 1996 provide for the management of pipeline safety with a risk-based approach encompassing both onshore and offshore pipelines.

For major accident hazard pipelines, the Regulations cover major accident prevention and arrangements for emergency plans.

Major accident hazard pipelines are defined as having the potential to cause death or serious injury arising from a fire, explosion or uncontrolled emission.

These types of pipelines typically contain flammable and/or toxic fluids or gases, such as butane, propane or crude oils, above a certain pressure.

The Radiation Emergency Preparedness and Public Information Regulations 2001 (REPPIR)

The Radiation (Emergency Preparedness and Public Information) Regulations 2001 (REPPIR) establish a framework of emergency preparedness measures to ensure members of the public are:

- properly informed and prepared, in advance, about what to do in the unlikely event of a radiation emergency occurring
- provided with information if a radiation emergency actually occurs.

A radiation emergency is defined as an event that is likely to result in a member of the public receiving an effective dose of five millisieverts during the year immediately following the emergency.